



South-South Cooperation Study

Final Report

SOUTH-SOUTH COOPERATION STUDY

Contract N° 2014/353440/1

FWC COM 2011 – Lot 1 – Studies and Technical Assistance in
all Sectors

Final Report

June 2015

Composition of the team:

Ana María García Femenía, PhD

Natalia Sagrario Rueda

This report is solely the responsibility of the authors and of the AETS consortium and can in no way be taken to reflect the views of the European Union or the European Commission.

TABLE OF CONTENTS

1. EXECUTIVE SUMMARY	5
2. RESUMEN EJECUTIVO	8
3. CONTEXT OF THE STUDY	0
4. METHODOLOGY	1
5. AN APPROXIMATION OF THE DIFFERENT FOCUSES AND DEFINITIONS OF THE TOPIC	4
5.1. UNITED NATIONS FOCUS ON SOUTH-SOUTH AND TRIANGULAR COOPERATION	4
5.1.1. SSC AND TRC IN THE UNITED NATIONS	4
5.2. PROGRESS ON THE DEBATE IN LATIN AMERICA: THE SCOPE OF SEGIB	5
5.3. SSC IN THE FRAMEWORK OF A PROCESS OF REGIONAL INTEGRATION IN LATIN AMERICA: CELAC	8
6. MOST RELEVANT CASES OF TRIANGULAR COOPERATION AMONG MEMBER STATES	10
6.1. GERMANY, BMZ	10
6.2. SPAIN, AECID	11
7. MAPPING OF EXISTING EXPERIENCES IN SUPPORT OF SOUTH-SOUTH COOPERATION AND TRIANGULAR COOPERATION IN EUROPEAN COOPERATION TOWARD LATIN AMERICA AND THE CARIBBEAN	14
7.1. REGIONAL PROGRAMMES	14
7.1.1. ALFA	19
7.1.2. AL-INVEST	20
7.1.3. COPOLAD	21
7.1.4. EUROCLIMA	23
7.1.5. EUROSOCIAL	25
7.1.6. URBAL	28
7.2. BILATERAL COOPERATION	30
7.2.1. MOBILISATION OF SOUTH-SOUTH EXPERTISE	30
7.2.2. PROJECTS IDENTIFIED BY THE EUD WHERE COOPERATION BETWEEN SOUTHERN COUNTRIES OCCURS	32
7.3. THEMATIC PROGRAMMES	36
7.3.1. DCI THEMATIC PROGRAMME: NON-STATE ACTORS AND LOCAL AUTHORITIES	36
7.3.2. DCI THEMATIC PROGRAMME: INSTRUMENT CONTRIBUTING TO STABILITY AND PEACE (ICSP)	40
8. CONCLUSIONS AND RECOMMENDATIONS	45
8.1. ON THE TERMINOLOGY “SOUTH-SOUTH COOPERATION” AND “TRIANGULAR COOPERATION”	45
8.2. POSSIBLE METHODS OF TRIANGULAR COOPERATION	49
8.3. RELEVANCE OF DEVELOPING SOUTH-SOUTH AND TRIANGULAR EXPERIENCES: COUNTRIES AND SECTORS	51
8.4. EXPERIENCE OF THE ADVANTAGES AND DISADVANTAGES OF THE ESTABLISHMENT OF SSC AND TRC: ADDED VALUE FOR THE EU	54

ACKNOWLEDGEMENTS

The Mission would like to thank the involved Commission services for their efficient organisation of the review and their facilitation of interviews and schedules. The Mission would also like to express its thanks to all those persons who kindly agreed to fill the questionnaires, be interviewed, and with whom discussions were held.

ABBREVIATIONS AND ACRONYMS

ABC	Brazilian Cooperation Agency
AECID	Spanish Agency for International Cooperation and Development
AGCI	Chilean International Cooperation Agency
AIAMP	Ibero-American Association of Public Ministries
AIDEF	Inter-American Association of Public Defenders
AMEXCID	Mexican Agency for International Development Cooperation
BAPA	Buenos Aires Plan of Action
BMZ	German Federal Ministry for Economic Cooperation and Development
COMJIB	Conference of Ministers of Justice of Ibero-American Countries
CELAC	Community of Latin American and Caribbean States
CIAT	Inter-American Centre of Tax Administrations
DAC	Development Assistance Committee
DCF	Development Cooperation Forum
DCI	Development Cooperation Instrument
DEVCO	Directorate-General for International Cooperation and Development
DLDD	Desertification, Land Degradation and Drought
EC	European Commission
ECLAC	Economic Commission for Latin America and the Caribbean
EEAS	European External Action Service
EUD	European Union Delegation
FAO	Food and Agricultural Organisation of the United Nations
FONPRODE	Development Promotion Fund
GIZ	German Agency for International Cooperation
HEI	Higher Education Institute
IA	Instituto Aliança
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organisation
ICJ	International Court
IcSP	Instrument contributing to Stability and Peace
IDB	Inter-American Development Bank
IICA	Inter-American Institute for Cooperation on Agriculture
ILO	International Labour Organisation
IMO	International Maritime Organisation
IUDC	University Institute of Development and Cooperation
JIU	Joint Inspection Unit
JRC	Joint Research Centre of the European Commission
LAC	Latin America and the Caribbean
MIP	Multi-Annual Indicative Programme
MoU	Memorandum of Understanding
MTR	Mid-Term Review
NIP	National Indicative Programme
NSA-LA	Non-State Actors and Local Authorities
NSC	North-South Cooperation
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
OEI	Ibero-American Organisation for Education, Science and Culture
OLACEFS	Organisation of Latin American and Caribbean Supreme Audit Institutions
PGTF	Perez Guerrero Trust Fund
PIFCSS	Ibero-American Programme to Strengthen South-South Cooperation
SEGIB	Ibero-American General Secretariat
SELA	Latin American and Caribbean Economic System
SMEs	Small and Medium-sized Enterprises

SSC	South-South Cooperation
SU-SSC	Special Unit for South-South Cooperation (UNDP)
TCDC	Technical Cooperation among Developing Countries
ToR	Terms of Reference
TRC	Triangular Cooperation
TTSSC	Task Team on South-South Cooperation
UN	United Nations
UN ECOSOC	United Nations Economic and Social Council
UN-HABITAT	United Nations Human Settlements Programme
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organisation
UNODC	United Nations Office on Drugs and Crime
UNOSSC	United Nations Office for South-South Cooperation
UNS	United Nations System
WFP	World Food Programme
WHO	World Health Organisation
WIPO	World Intellectual Property Organisation
WMO	World Meteorological Organisation

1. Executive summary

Although it is not a new phenomenon, South-South cooperation has burgeoned over the last fifteen years. The 2000 Millennium Declaration and the Monterrey Consensus on Financing for Development led to efforts being concentrated in countries with lower levels of development thereby limiting middle income countries' possibilities for continuing to be ODA recipients. This process has entailed the emergence of "new donors", i.e. countries that go from being aid recipients to being providers or donators themselves, or which play both roles at the same time. The traditional North-South cooperation model has thus been overtaken by a new scenario where countries in the global South increase cooperation between each other, and where countries in the global North and South connect through triangular cooperation mechanisms (TRC).

Latin America and the Caribbean is the region of the world where most South-South cooperation (SSC) has taken place, not only because middle income countries abound there, but also especially because there is a tradition of technical cooperation between countries in Latin America that goes back to the 1970s. It is therefore not anecdotal that the 13th of September was declared United Nations *South-South Cooperation Day* concurring with the commemoration of the *Buenos Aires Plan of Action for Promoting and Implementing Technical Cooperation* among developing countries, approved by the General Assembly of the United Nations on the 13th of September 1978. Several sources consider this document to be foundational for SSC.

Over these first fifteen years of the 21st century, several donors have developed South-South and triangular cooperation support frameworks both in bi-lateral cooperation (with certain countries being keenly interested) and multilateral cooperation featuring the United Nations sphere. The European Commission does not yet have a specific institutional approach to SSC and TRC. Nevertheless, as this study brings to light, *de facto*, European cooperation is developing triangular cooperation mechanisms and supporting South-South cooperation in Latin America and the Caribbean and has been for several years.

This report's methodological approach comprises three phases: analysis of documents, mapping of SSC and TRC experience in the EU's cooperation in LAC, and an assessment and the formulation of potential lines of action for the EC in this sphere. The first phase, the analysis of documents, focused both on the way in which SSC and TRC is being addressed in other multilateral spheres, i.e. United Nations, SEGIB and CEPAL, and on the analysis of two member States with a focus on TRC, Germany and Spain. The EU's cooperation experience in LAC was mapped based on three of its components: regional programs, bilateral cooperation and thematic lines, basically during the 2009 to 2014 period. However, given that the terms of reference referred specifically to regional programmes, these programmes were also given special attention in the study. The evaluations of these programmes, be they final or intermediate, contributed very pertinent information to the mapping exercise.

The process of drawing up the report was broadly participative. Thirty-five key informants were interviewed at the DEVCO and EEAS offices in Brussels and the questionnaire sent to the DUE was replied to by 16 delegations in the region. The questionnaires were a keystone for the study since the information contributed by the delegations was tied to a great extent, though not only, to bilateral cooperation.

The greatest challenge faced by this research was the lack of a conceptual framework which carried with it a discrepancy within the Commission services themselves regarding fundamental concepts for the study such as "South-South cooperation" or "triangular cooperation". This had implications in the methodological decisions taken by the team of researchers, such as doing without the use of the two terms in the questionnaire sent to the delegations in order to prevent a bias in the replies.

In the framework of the United Nations, SSC began to be driven as "technical cooperation" between countries in the global South in roughly 1970. The 2009 Nairobi Conference gave a boost to SSC leading it now to be actually mainstreamed into all UN agencies, funds and programmes. In the ILO, the UNDP and the World Food Programme, SSC and TRC Memoranda of Understanding have been signed with governments and other organizations.

Internationally, there is no uniformity of criteria to conceptualize SSC or TRC, thus making

progress around this debate within the SEGIB particularly merit-worthy. In its programme to bolster South-South cooperation, the SEGIB has been producing an annual SSC report, now in its seventh year, reporting on the cooperation taking place in Latin America in three different modalities: bi-lateral horizontal South-South cooperation, regional South-South cooperation, and triangular South-South cooperation. Based on the 2013-2014 report, Chile, Mexico, Colombia and Brazil are the four most active countries in the region in offering triangulation. Behind them in the ranking are EU member States, with Germany in the lead. Insofar as the beneficiaries of the triangulation, Paraguay stands in first place, followed by three Central American countries, El Salvador, Guatemala, and Honduras, with Bolivia following in fifth place.

SSC has been included in the final declarations of the CLAC and CELAC summits since 2008. In addition, CELAC has maintained a joint position supporting SSC in the UN General Assembly in the post 2015 Development Agenda. While less progress has been made in pragmatic terms than in the declarations, significant South-South cooperation has been reported regarding Haiti and China.

In the comparative analysis phase of this research, it was considered pertinent to analyse the two (EU) member States promoting the greatest amount of triangular cooperation in Latin America, i.e. Germany and Spain. Germany is the second DAC donor in triangular cooperation behind Japan. In LAC, it has become involved in several triangular cooperation projects through the Regional Fund for the Promotion of TRC in LAC managed by the German Cooperation Agency, GIZ. Spain's active role in TRC can be explained partly due to its specialization in cooperation in middle-income countries. With the many countries that have ceased to receive its aid, and where the Spanish Cooperation Agency, AECID has closed its offices, Spain is developing a new type of cooperation relationship through so-called "*New Generation Agreements*" in some cases including specific triangular cooperation programmes with the signatory countries.

EU regional programmes in LAC have been mapped as a priority in this research. The following six programmes have been analysed: ALFA III, AL-INVEST IV, COPOLAD I, EUROCLIMA, EUROSOCIAL II and URBAL III. All of them are managed on a centralised basis from Brussels and most cover 27 EU member States and 18 LAC countries: Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Cuba, Ecuador, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama, Paraguay, Peru, Uruguay and Venezuela.

The regional programmes reflect cooperation policy priorities between the European Union and Latin America and the Caribbean and structurally support regional integration. The emphasis of the latter is one of the factors that explains South-South cooperation, as encouraged for the *Agenda for Change*. This might be one of the factors having a bearing on the preference for the term "South-South cooperation" as opposed to "triangular cooperation". To date, only the EUROSOCIAL programme reports activities such as South-South cooperation. However, the chapter on mapping of experience reports significant SSC action in all six of the programmes analysed.

Regional programmes are triangular cooperation programmes by their very nature since there is three-way (three role) cooperation within them. There is a provider of financial aid or technical assistance or both from the North (EU), a provider from the South (a Latin American country) and a beneficiary country from the South (also a Latin American country). Four major modalities of triangular cooperation are used: "networking", "exchange of experiences", "technical assistance" and "partnership", in that order of importance. Networking and exchange of experiences are the most widely used. In comparative terms with other donors, "exchange of experiences" can be considered a type of triangular cooperation that is highly specific to European cooperation.

In bilateral cooperation, according to representatives of the Delegations in the field, there are two main reasons for promoting cooperation with other countries in the region (SSC). One is a shared language and the other, having experienced similar situations. Both make this type of cooperation more helpful. Roughly 5% of European cooperation funds in each LAC country are allocated to the participation in the various cooperation actions of civil servants elsewhere in the region. For Mexico and Nicaragua the figure is 10% and for Uruguay the figure is as high as 30%. The figures are even higher for mobility of market expertise (consultants and experts): Brazil, Cuba, Ecuador, Guyana, Haiti, Jamaica, Panama and Venezuela reported figures of roughly 10%; Bolivia, Costa Rica, El Salvador, Mexico and Nicaragua reported 20%; and finally Honduras and Uruguay provided a figure of nearly 40%.

Of the 16 delegations that replied to the questionnaire, 13 listed projects in which there was South-South cooperation. The reason most frequently put forward for promoting cooperation between countries in the South was its effectiveness. Gaining the experience of other countries in the region improves not only efficacy of a project, but also its impact and sustainability, particularly when it involves institutional strengthening and capacity building. Regional programme evaluations coincide in signalling effectiveness as the most important factor for boosting cooperation between players in the South.

Two thematic programmes are analysed: “Civil Society Organisations and Local Authorities” and “Instrument Contributing to Stability and Peace”. In addition to the classical cooperation at a national level, peer cooperation, exchange of experiences, networking and partnerships are strongly encouraged under a new cooperation modality with civil society organisations and local authorities (2014-2020). Perhaps the clearest example is Partnership Agreements signed between the EC and 5 networks of local authorities. A similar support modality has recently been published for civil society networks at a regional level. Both are aimed at strengthening the networks themselves and feeding its great potential for horizontal cooperation at regional and international levels. In regard to the Instrument Contributing to Stability and Peace (IcSP) there are several modalities in the general programming documents to support cooperation among Southern partners (e.g. support to South-South cooperation, training of trainers). We analyse a concrete example of intra and interregional cooperation in combating illicit drug trafficking (Cocaine Route Programme), a programme in which peer cooperation among experts and public servants from Latin American and Caribbean as well as from African countries is strongly encouraged.

The report analyses the countries and sectors with an interest in developing South-South and triangular cooperation mechanisms. The European Union delegations generally responded very positively regarding the willingness of the countries concerned to work with other countries in the region on these cooperation mechanisms. A general trend can be mentioned where the preference is for closer countries, in other words there is a “sub-regional” rationale that therefore confirms the existence of SSC experience in that framework. This is very clear in the case of the Caribbean and Central America, and certain countries such as Mexico and Colombia also show an interest in cooperating in triangulation mechanisms in both regions. Meanwhile, Chile shows an interest in cooperating with Central America. Regional integration can also be seen as a driver. For instance Bolivia shows a preference for cooperating within the ALBA. Other countries like Mexico and Brazil set their sights on cooperating with other countries (in Africa and Asia).

In regard to sectors, information is included about the interests on LAC countries to cooperate both as providers and as recipients. Some countries such as Jamaica are focused on interrelated sectors (environment, climate change and rural development). Others include different fields such as Mexico (social cohesion, disaster prevention, energy, infrastructure and health). In some occasions the interest in cooperating with certain countries is linked to particular sectors: a) Haiti with Vietnam in agriculture; b) Brazil: with PALOP countries in human rights, with Bolivia in social sectors, and with Cuba in issues related to rights of sexual minorities; c) Chile with Central America in security, with Paraguay in taxation and with Haiti in food security. EC services showed their interest in developing triangular cooperation experiences in energy (clean and renewable) and security. Being two priority sectors for the European cooperation, energy and security are also two sectors where some LAC countries have valuable expertise (e.g. Costa Rica and Panama) that could be shared with others.

Insofar as the advantages and disadvantages of developing support mechanisms for South-South cooperation in Latin America and the Caribbean, the Commission’s services fall in line to a great extent with bi-lateral and multi-lateral donors’ visions as well as with the academic literature on the subject. Regarding the advantages, they highlight that cooperation between players in the South increases the degree of ownership of the action performed because the players are on an even playing field generating peer learning. The beneficiaries of the action generally tend to be open to experiences in similar contexts and to welcoming those whom, in their opinion, have a greater knowledge of the actual situation in the region because they share the same historical and cultural roots, similar economic conditions, and, obviously, the same language.

They also indicate the importance of encouraging this SSC for promoting not only regional integration, a priority objective for the European Union, but also self-development in the region

by bolstering associations between players who have differing levels of development. It also benefits those countries who are both donors and recipients, breaking through the traditional "donor-recipient country" dichotomy.

Insofar as triangular cooperation is concerned, the opportunity to combine expertise from Latin America and Europe seems evident in terms of its potential for good efficiency and effectiveness. In certain cases specific sectors are mentioned to work with this modality: energy, social cohesion and human rights. Reference is also made to certain sectors' having greater knowledge in the Latin American region than in Europe, for instance in citizens' security. The European Union could share its solid experience as a donor in international development cooperation. At the same time, this type of coordination is considered to provide an opportunity for capitalising on member States' experience in triangular cooperation and position itself as an innovative donor. This is emphasized in the context on new "graduate countries" since it would enable to maintain bilateral relations with those countries where bilateral cooperation can no longer be implemented while responding to demands on the part of certain countries who call for a shift towards a more horizontal relationship with the European Union.

Regarding the potential disadvantages of promoting South-South cooperation and triangulation mechanisms, views also concur with other donors and what is indicated in the academic literature on the subject, although the European Commission holds certain specific views. First, the European Union fears a loss of control, leadership and visibility, and the risk of becoming mere financiers of various actions. Regarding the participation of countries in the South as providers/donors, a certain fear can be observed of a lack of commitment and structural strength to maintain cooperation interventions that could in turn affect the beneficiary countries. The fact that providing cooperation could eventually be concentrated in the hands of just a few countries is also feared. Generally speaking, the risk of complications in management, coordination, and so forth is highlighted due to the entry of new players in the South. Lastly, both in the field and at headquarters, mention is made of regulatory difficulties stemming from the current wording of funding tools, and particularly for the Commission's action as a "second provider" in the terminology used in triangulation mechanisms.

Both when referring to South-South cooperation and to "triangular cooperation", the Commission services are recommended to take a pragmatic approach and to make natural, flexible use of terminology that is broadly accepted in the international Official Development Assistance context given that, de facto, the Commission has been carrying out both types of cooperation for some time now. It would be recommendable for DEVCO to formulate a comprehensive, flexible definition, valid for all regional programmes, of the following types of triangular cooperation: Networking, Exchange of Experiences, Technical Assistance and Partnership.

It would also be advisable to have both quantitative and qualitative monitoring indicators for SSC and TRC, and to request their analysis be done in evaluations. This would benefit the monitoring, assessment and visibility of these actions. Insofar as the risks mentioned in making further progress on triangular cooperation methods, the recommendation is to maintain high standards in the various prerequisites for triangular cooperation both to ensure the technical quality of the triangulations and, from a political standpoint, to ensure that the UE plays its desired role in this type of cooperation.

2. Resumen ejecutivo

La cooperación Sur-Sur, pese a no ser un fenómeno nuevo, ha experimentado un avance considerable en los últimos quince años. La *Declaración del Milenio* del año 2000 y el consenso de Monterrey sobre la financiación para el desarrollo conllevaron una concentración de esfuerzos en países con menores niveles de desarrollo, limitando las posibilidades de los países de renta media para seguir siendo receptores de AOD. Este proceso ha implicado la emergencia de "nuevos donantes": países que pasan de ser receptores de ayuda a ser proveedores o donantes de la misma, o que desempeñan ambos roles a la vez. El tradicional modelo de cooperación Norte-Sur es así superado por un nuevo escenario en el que los países del Sur incrementan la

cooperación entre sí, y en el que el Norte y el Sur se entrelazan a través de mecanismos de cooperación triangular (en adelante CTR).

América Latina y el Caribe es la región del planeta donde más se ha desarrollado la cooperación Sur-Sur (en adelante CSS), no sólo por tratarse de países de renta media, sino también y especialmente por contar con una tradición de cooperación técnica entre los países del continente que data de los años 70 del siglo XX. No es pues anecdótico que el 13 de septiembre fuera declarado por las Naciones Unidas *Día Internacional de la CSS*, coincidiendo con la conmemoración del *Plan de Acción de Buenos Aires para Promover y Realizar la Cooperación Técnica* entre los países en Desarrollo, aprobado por la Asamblea General de las Naciones Unidas en tal fecha de 1978, documento considerado por numerosas fuentes como el documento fundacional de la CSS.

En estos quince primeros años del siglo XXI, numerosos donantes han desarrollado marcos de apoyo a la cooperación Sur-Sur y de cooperación triangular, tanto en la cooperación bilateral (con especial interés por parte de algunos países) como en el marco multilateral –de forma destacada en el ámbito de Naciones Unidas-. La Comisión Europea no dispone todavía de un planteamiento institucional específico en relación a la CSS y la CTR debido fundamentalmente a razones jurídicas y políticas. Sin embargo, tal como se pone de manifiesto en este estudio, la cooperación europea *de facto* está desarrollando mecanismos de cooperación triangular y apoyando la Cooperación Sur-Sur en América Latina y el Caribe desde hace ya unos cuantos años.

El enfoque metodológico de este informe contempla tres fases: un análisis documental, un mapeo de las experiencias existentes en CSS y CTR en la cooperación de la UE en ALC y una valoración y formulación de posibles líneas de actuación para la CE en ese ámbito. La primera fase, de análisis documental, se ha centrado por un lado en el abordaje de la CSS y CTR en otros ámbitos multilaterales–Naciones Unidas, SEGIB y CEPAL-, y por otro en el análisis de caso de dos Estados Miembros con especial atención a la CTR: Alemania y España. El mapeo de experiencias existentes en la cooperación de la UE en ALC se ha realizado sobre tres componentes de la misma: programas regionales, cooperación bilateral y líneas temáticas fundamentalmente en el periodo de 2009 a 2014. No obstante dado que los TdR hacían referencia específica a los programas regionales, estos han recibido atención prioritaria en el marco del estudio. Las evaluaciones de los mismos –finales o intermedias-, han aportado información muy relevante para el ejercicio de mapeo.

El proceso de elaboración del informe ha sido ampliamente participativo, 35 informantes clave fueron entrevistados en la sede de DEVCO y SEAS en Bruselas y el cuestionario remitido a las DUE fue respondido por 16 delegaciones de la región. Los cuestionarios fueron una pieza clave para el estudio ya que aportaron la información desde las delegaciones vinculada en gran parte, aunque no solo, a la cooperación bilateral.

El mayor reto al que se ha enfrentado el presente estudio ha sido la ausencia de un marco conceptual de referencia. Esta situación conllevaba una discrepancia al interior de los propios servicios de la Comisión en torno a conceptos tan fundamentales para el estudio como “cooperación Sur-Sur” o “cooperación triangular”. Ello ha tenido implicaciones en decisiones metodológicas por parte del equipo investigador tales como obviar el uso de ambos términos en el cuestionario remitido a las delegaciones al objeto de evitar un eventual sesgo en las respuestas.

En el marco de las Naciones Unidas la CSS comenzó a impulsarse como “cooperación técnica” entre países del Sur desde 1970 aproximadamente. La Conferencia de Nairobi de 2009, supuso un impulso a la CSS, de tal modo que actualmente se halla transversalizada prácticamente en la labor de todas las agencias, fondos y programas. En algunos casos como la OIT, el PNUD o el Programa Mundial de Alimentos, se han firmado Memoranda de Entendimiento de CSS y CTR con gobiernos y otras organizaciones.

En el ámbito internacional no existe uniformidad de criterios para conceptualizar la CSS y CTR, por lo que es especialmente meritorio el avance experimentado en torno a este debate en el marco de SEGIB. En el contexto del programa de fortalecimiento de la cooperación Sur –Sur, SEGIB viene produciendo un informe anual sobre la CSS que se halla en su séptima edición y reporta la cooperación que se produce en el continente bajo tres modalidades: cooperación bilateral horizontal Sur-Sur, cooperación regional horizontal Sur-Sur, y cooperación Sur-Sur triangular. A tenor del informe correspondiente a 2013-2014 Chile, México, Colombia y Brasil

son los cuatro países de la región más activos como primeros oferentes en los procesos de triangulación. Como segundos oferentes se hallan los Estados Miembros de la UE, con Alemania a la cabeza. En relación a los beneficiarios de los procesos de triangulación Paraguay figura en primer lugar, seguido de tres países centroamericanos -El Salvador, Guatemala, Honduras- y Bolivia en quinta posición.

La CSS ha sido incluida en las declaraciones finales de las cumbres de CLAC y CELAC desde 2008. Asimismo CELAC ha mantenido una posición conjunta a favor de la CSS en la Asamblea de NNUU de cara a la Agenda de Desarrollo post-2015. Si bien se trata aún más de avances en el ámbito declarativo que en el pragmático, se reportan ya significativas operaciones de cooperación Sur-Sur con Haití y con China.

En la fase del estudio correspondiente al análisis comparado se consideró relevante analizar el caso de dos de los Estados Miembros de la UE que más cooperación triangular están promoviendo en el continente latinoamericano, Alemania y España. Alemania es el segundo donante del CAD en cooperación triangular después de Japón. En ALC se ha implicado en numerosos proyectos de cooperación triangular a través del Fondo Regional para la Promoción de la CTR en ALC gestionado por la Agencia Alemana de Cooperación, GIZ. En el caso de España su rol activo en CTR se explica en parte por la especialización de su cooperación en países de renta media. Con muchos de los países que han dejado de ser receptores de ayuda, -y donde la Agencia Española de Cooperación, AECID ha cerrado sus oficinas-, está desarrollando un nuevo tipo de relación de cooperación a través de los llamados "*Acuerdos de nueva generación*" que incluyen en algunos casos una programación específica de cooperación triangular con los países firmantes.

Los programas regionales de la UE en ALC han sido objeto prioritario del mapeo realizado en este estudio. Se han analizado los seis siguientes: ALFA III, AL-INVEST IV, COPOLAD I, EUROCLIMA, EUROSOCIAL II y URBAL III. Todos ellos son gestionados de forma centralizada desde Bruselas y cubren en su mayoría los 27 Estados Miembros de la UE y 18 países de ALC: Argentina, Bolivia, Brasil, Chile, Colombia, Costa Rica, Cuba, Ecuador, El Salvador, Guatemala, Honduras, México, Nicaragua, Panamá, Paraguay, Perú, Uruguay y Venezuela.

Los programas regionales responden a las prioridades de la cooperación política entre la Unión Europea y América Latina y el Caribe y de forma estructural apoyan la integración regional. Este énfasis en la integración regional es uno de los factores que explican la existencia de experiencias de cooperación Sur-Sur, tal como alentaba la *Agenda por el Cambio*, y puede ser uno de los factores que influyen en una preferencia por el término "cooperación Sur-Sur" frente a de "cooperación triangular" al interior de la Comisión. Hasta la fecha, únicamente el programa EUROSOCIAL ha empezado a reportar de forma sistemática actividades de "cooperación Sur-Sur". El capítulo correspondiente al mapeo de experiencias refleja no obstante significativas acciones de CSS en los seis programas analizados.

Los programas regionales son por definición mecanismos de cooperación triangular, ya que en su seno existe relación de cooperación a tres bandas (tres roles): un oferente o proveedor -de ayuda financiera o técnica o de ambas- del Norte (UE), un oferente o proveedor del Sur (país latinoamericano) y un beneficiario del Sur (país latinoamericano). Se utilizan fundamentalmente cuatro grandes modalidades de cooperación triangular: "trabajo en red" (networking), "intercambio de experiencias", "asistencia técnica" y "partenariado", en ese orden de importancia. De entre ellas destacan las dos primeras, el trabajo en red y el intercambio de experiencias. En términos comparados con otros donantes, el "intercambio de experiencias" resulta ser una modalidad de cooperación triangular muy específica de la cooperación europea.

En el ámbito de la cooperación bilateral se promueve la cooperación con países de la región (CSS) por dos razones fundamentales según destacaron los representantes de las Delegaciones en terreno: por compartir el mismo idioma, y porque la experiencia de países que han atravesado por situaciones similares resulta más útil. Aproximadamente un 5% de los fondos de la cooperación europea en cada país de ALC se destina a financiar la participación en las distintas acciones de cooperación de funcionarios de otros países de la región. En el caso de México y Nicaragua dicha cifra es del 10% y en el caso de Uruguay la cifra se eleva al 30%. En relación a la capacidad de movilidad de expertise procedente del mercado (consultores y expertos) los datos se incrementan: Brasil, Cuba, Ecuador, Guayana, Haití, Jamaica, Panamá y Venezuela reportan un dato aproximado del 10%; Bolivia, Costa Rica, El Salvador, México y Nicaragua reportan un 20%; Y por último Honduras y Uruguay arrojan una cifra cercana al 40%.

De las 16 delegaciones que respondieron al cuestionario, 13 de ellas listaron proyectos donde se produce cooperación Sur-Sur. La razón más aducida para promover la cooperación entre actores del Sur es su eficacia. Contar con experiencias de otros países de la región mejora la eficacia, - también el impacto y la sostenibilidad de los proyectos-, especialmente aquellos relacionados con el fortalecimiento institucional y la generación de capacidades. Las evaluaciones de los programas regionales coinciden en señalar el criterio de eficacia como el más importante factor para respaldar el fomento de la cooperación entre actores del Sur.

Los programas temáticos analizados son "Autoridades Locales y Sociedad Civil" (CSO LA) e "Instrumento para contribuir a la Estabilidad y la Paz" (IcSP). En la cooperación con autoridades locales y sociedad civil, además de la modalidad clásica, se promueve fuertemente en este programa vigente (2014-2020) la cooperación entre pares, el intercambio de experiencias, el trabajo en red y los partenariados. Quizás los ejemplos más claros son acuerdos de asociación firmados entre la CE y 5 redes de autoridades locales. Actualmente se acaba de publicar una convocatoria equivalente para redes de sociedad civil. Ambas están dirigidas a fortalecer las redes mismas y alimentar su gran potencial de cooperación horizontal en la esfera regional e internacional. En cuanto al Instrumento para Contribuir a la Estabilidad y la Paz (IcSP), existen varios elementos de apoyo a la cooperación entre socios del Sur en los documentos programáticos generales. En el presente informe se analiza un ejemplo concreto de cooperación intra e interregional en materia de lucha contra el tráfico de drogas (Cocaine Route Programme). En dicho programa se fomenta de forma destacada la cooperación entre expertos y funcionarios de países socios del Sur, lo que abarca tanto experiencias de fortalecimiento entre pares en países de la región latinoamericana y caribeña como con países africanos.

El informe analiza los países y sectores con los que existe interés en desarrollar mecanismos de cooperación Sur-Sur y triangular. Las delegaciones de la Unión Europea respondieron en general de forma muy positiva en relación a la disposición de los países concernidos a trabajar con otros países de la región en estos mecanismos de cooperación. Cabe mencionar una tendencia general de preferencia geográfica por los países más cercanos, es decir una "lógica subregional", lo que por otro lado confirma la existencia de experiencias de CSS en ese marco. Esto es muy claro en el caso del Caribe y de América Central, y determinados países como México y Colombia muestran además interés por colaborar en mecanismos de triangulación con ambas regiones. A su vez Chile muestra también interés en colaborar con Centroamérica. Se produce por otro lado una lógica de integración regional, así Bolivia muestra preferencia por colaborar en el marco del ALBA. Algunos países como México y Brasil apuestan por colaborar con socios de otras regiones (África y Asia).

En relación a los sectores, se incluye información sobre los intereses de los países sea como oferentes o como receptores de cooperación. Algunos países como Jamaica se focalizan en ciertos sectores fuertemente interrelacionados (medio ambiente, cambio climático y desarrollo rural). Otros países abarcan temáticas de diferentes ámbitos, como México (cohesión social, prevención de desastres, energía e infraestructuras y salud). En algunas ocasiones el interés por cooperar con determinados países está ligado a un sector en concreto: Es el caso de a) Haití: con Vietnam en agricultura; b) Brasil: con los países de PALOP en materia de Derechos Humanos, con Bolivia en sectores sociales y con Cuba en cuestiones relacionadas con los derechos de las minorías sexuales; c) Chile: con Centroamérica en seguridad, con Paraguay en fiscalidad, con Haití en seguridad alimentaria. Existe también interés en desarrollar experiencias de triangulación en energía (limpia y renovable) y seguridad. Se trata de dos sectores prioritarios de la cooperación europea donde a su vez países de la región (e.g. Costa Rica y Panamá) tienen competencias valiosas para conformar experiencias de cooperación.

En relación a las ventajas y desventajas de desarrollar mecanismos de apoyo a la cooperación Sur-Sur en América Latina y el Caribe los servicios de la Comisión se alinean en gran medida con la propia visión de otros donantes bilaterales y multilaterales, así como con la literatura académica sobre la materia. Respecto de las ventajas se destaca que la cooperación entre actores del Sur incrementa el grado de apropiación de las acciones ya que se trabaja entre iguales, y se produce un aprendizaje entre pares. Los beneficiarios de las acciones tienden en general a estar abiertos a experiencias de contextos similares, así como a acoger de mejor grado a quienes en su opinión pueden tener un mayor conocimiento de la realidad de la región por compartir las mismas raíces históricas y culturales, así como condiciones económicas similares, además del factor obvio de compartir la misma lengua.

Se señala también la importancia de promover esa CSS para la promoción de la integración

regional- objetivo prioritario de la Unión Europea-, del auto desarrollo en la región, del fortalecimiento de la asociación de actores con distintos niveles de desarrollo. Beneficia a su vez a aquellos países que son tanto donantes como receptores y la propia superación del paradigma tradicional de la cooperación basado en el binomio "donante-receptor". En relación a la cooperación triangular parece evidente la oportunidad de combinar el conocimiento latinoamericano y europeo, que puede rendir buenos resultados en términos de eficiencia y eficacia -tal como los programas regionales han puesto de manifiesto-. En algunos casos se mencionan sectores específicos para trabajar con esta modalidad: energía, cohesión social y derechos humanos; también se hace referencia a que en determinados sectores existe mayor conocimiento en la región latinoamericana que en Europa, como sería el caso de la seguridad ciudadana, por ejemplo. La Unión Europea podría compartir con donantes emergentes su sólida experiencia como donante en la cooperación internacional para el desarrollo. A su vez se considera una oportunidad para capitalizar la experiencia de los Estados Miembros en el ámbito de la cooperación triangular, y posicionarse también como un donante innovador. Este punto se enfatiza en el marco de los nuevos "países graduados", ya que permitiría mantener una relación bilateral con aquellos países donde la cooperación bilateral ya no puede implementarse al mismo tiempo que se respondería a las demandas de determinados países que solicitan un viraje hacia una relación más horizontal con la Unión Europea.

En torno a las posibles desventajas de promover la cooperación Sur-Sur y los mecanismos de triangulación se produce también una coincidencia con las visiones de otros donantes y lo que señala la literatura académica en la materia, con algunas particularidades propias de la idiosincrasia de la Comisión Europea: por un lado se teme una pérdida de control, liderazgo y visibilidad por parte de la Unión Europea y el riesgo de convertirse únicamente en financiadores de las acciones. En relación a la participación de los países del Sur como proveedores/donantes se observa un cierto temor a la falta de compromiso y fortaleza estructural para mantener las intervenciones de cooperación, lo que podría afectar a su vez a los países beneficiarios. Se considera un riesgo el hecho de que eventualmente la provisión de cooperación pudiera concentrarse en manos de unos pocos países. En general se destaca el riesgo de la complicación en la gestión, la coordinación, etc., por la entrada de nuevos actores del Sur. Por último tanto en terreno como en la sede los servicios de la Comisión señalan las dificultades reglamentarias procedentes de la actual formulación de los mecanismos financieros, especialmente para la actuación de la Comisión como un "segundo proveedor" en la terminología utilizada en los mecanismos de triangulación.

Se recomienda a los servicios de la Comisión adoptar un enfoque pragmático y utilizar con naturalidad y flexibilidad una terminología ampliamente aceptada en el contexto internacional de la Ayuda Oficial al Desarrollo, tanto en relación a la "cooperación Sur-Sur" como a la "cooperación triangular", puesto que de facto la Comisión está desarrollando ambos tipos de cooperación desde hace ya bastante tiempo. En relación a las distintas modalidades de cooperación triangular sería recomendable que DEVCO procediera a una descripción comprehensiva y flexible, válida para todos los programas regionales, de los siguientes cuatro métodos de CTR: Trabajo en red, Intercambio de experiencias, Asistencia Técnica y Partenariado.

Sería también aconsejable disponer de indicadores de seguimiento, tanto cuantitativos como cualitativos de las acciones de CSS y CTR, así como solicitar un análisis de los mismos en las respectivas evaluaciones. Ello redundaría en beneficio de un mejor seguimiento, evaluación y visibilidad de las acciones. Respecto de los riesgos apuntados para avanzar en mecanismos de cooperación triangular se aconseja mantener altos grados de exigencia en los distintos requisitos de la modalidad, tanto para asegurar desde un punto de vista técnico la calidad de las triangulaciones como para asegurar, desde un punto de vista político, el rol deseado para la UE en el marco de las mismas.

3. Context of the study

In December 2014 the Unit for Regional Programmes in Latin America and the Caribbean of the Directorate General for International Cooperation and Development (DEVCO-G2) launched a study/evaluation on "South-South Cooperation (SSC)" supported by the European Union (EU) in Latin America and the Caribbean. While the Terms of Reference (ToR) do not mention Triangular Cooperation (TRC), the services of the Commission clarified that the content of the Study should discuss what is implicitly understood on an international level to encompass the broadest interpretation of the concepts of "South-South Cooperation" and "Triangular Cooperation", also known in some international forums as "joint cooperation toward third countries".

Despite not being a new phenomenon, South-South Cooperation has witnessed a spectacular rise within the development cooperation system during the past 15 years. The 2000 Millennium Declaration and the Monterrey Consensus on Financing for Development implied the focusing of efforts on countries with relatively lower levels of development, limiting the options of middle-income countries to continue receiving official development assistance (ODA). At the final Monterrey Conference considerable impetus was given to SSC (including that which is produced through TRC) to facilitate the exchange of views on successful strategies, practices and experiences and replication of projects (Article 19). The Monterrey Consensus encourages the effort to strengthen TRC (including countries with economies in transition) and SSC as delivery tools for assistance (Article 43).

SSC has gained widespread attention in Latin America due to the emergence of the continent in the international context and the existence of an established tradition of technical cooperation between the countries of the region, which dates back to the 1970s. Two elements that have contributed to the momentum of this process have been i) the fact that a number of these countries have achieved levels of development that have allowed them to make the transition from recipients to providers of aid; ii) the different processes of regional integration that have facilitated the existence of institutional mechanisms of cooperation between the countries.

It is within the framework of the United Nations (UN) that the most relevant advances have been made in the quest to identify an adequate strategy to complement SSC with North-South Cooperation (NSC). Two relevant milestones that should be mentioned are the creation of the United Nations Development Programme (UNDP) Special Office for South-South cooperation in 1974 and the adoption in 1978 of the Buenos Aires Action Plan at the United Nations General Assembly.

Triangular Cooperation (TRC) has been developing over the past decade as a bridge between SSC and NSC. It originates from the Declaration of Marrakech approved by the G77 during the First South Summit in 2003, which defines TRC as an expression of the relationship between the two types of cooperation.

The European Commission (EC) does not currently follow an institutional approach in relation to TRC. Nevertheless it has developed a number of different support mechanisms to SSC and TRC, although these have not been defined as such. There were no pre-defined categories for SSC or TRC in which the team could identify many of the interventions in the field of cooperation under different modalities in the past few years. However, the EC has *de facto* supported South-South Cooperation in Latin America and the Caribbean and has developed mechanisms of Triangular Cooperation, mainly (although not solely) within the framework of its Regional Programmes.

Sticking to the ToR of the study, this type of cooperation has been traditionally considered by the EC to be "business as usual". The lack of conscious planning and a regulatory framework leads to the conclusion that there is a certain "absence" of evidence concerning the results and achievements produced by the EU in addressing support to SSC and TRC. In addition, there is a clear lack of visibility¹.

¹ AECID. (2010a). Triangular cooperation in the context of aid effectiveness – Experiences and perspectives

What has just been described is no more than a reflection of a situation that has been dragging on over time and has provoked quite critical analysis in academic literature, as well as in forums specialised in Development Cooperation, of the position of the European Commission in the debate concerning the new development architecture following the *emergence of the South*. The lack of clear guidelines in relation to the EC's role in the provision of support to SSC and as a "global player" in TRC comes in addition to i) a lack of EU leadership of the new aid architecture and ii) the problems it has had with "repositioning" in the face of the newly emerging South.

Since 2013, the debate within the Commission itself has focused on the need to decide which type of cooperation should be developed with the so-called "graduate countries", i.e. those that no longer receive bilateral cooperation. In addition the challenges imposed by the new Financial Regulation provoke uncertainty among the different actors.

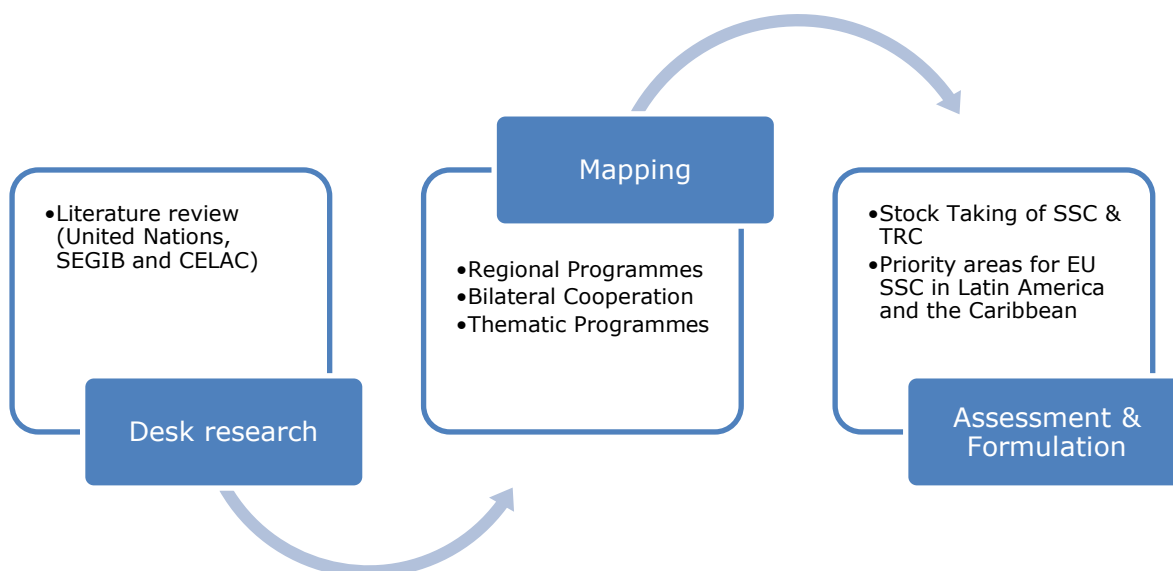
In this context this study aims to contribute to the clarification of these elements and endeavours to answer three main questions:

- How much South-South Cooperation (SSC) as opposed to Triangular Cooperation (TRC) has been developed by the European Commission to date?
- What can be the added value of support to SSC and TRC for the European Commission?
- Under what modalities, in what sectors and with what countries could support to SSC and TRC be developed in the future?

The Study intends to address these aspects using the methodology described hereunder.

4. Methodology

The general approach of this assignment, as requested in the ToR, includes three main phases: Research and Mapping, Assessment and Formulation.



The research phase closed with a review of relevant literature on the topics mentioned in the bibliography included in Annex 7.3. This step paid particular attention to recent achievements by a number of international organisations, such as the UN and particularly the Ibero-American

General Secretariat (SEGIB), in the formulation of common terminology and a roadmap for SSC in Latin America.

The scope of the analysis (type of projects and period of time to be covered) was agreed at the Inception Meeting. The period to be covered was 2009-2014 and the scope included six Regional Programmes, bilateral cooperation and two Thematic Lines (Civil Society Organisations and Local Authorities and the Instrument contributing to Stability and Peace).

The Consultants interviewed programme managers and desk officers of the Directorate General as well as other officials of the Commission (DEVCO, RTD, FPI, etc.) and European External Action Service (EEAS), including Delegations of the European Union (EUDs). They also used the Commission database (CRIS) to investigate examples of projects with SSC components. For the Regional Programmes the main sources of information were interviews with programme managers (who were involved in the design, management and supervision of the programmes), programme evaluations, and other documents mentioned in the interviews and provided by interviewees, as well as programme web pages. Concerning bilateral and thematic cooperation, in addition to the sources mentioned in the case of regional cooperation, a questionnaire was sent to the EUDs.

The information required for this research, as formulated during the first phase of the mission, is reflected in the following matrix (Table 1).

Table 1: Information required for the research

Research questions	Sources of Information
What support to South-South and Triangular Cooperation has been developed by the European Commission to date?	Interviews with Desks in G1 Interviews with those responsible for Regional Programmes in G2 Interviews with those responsible for the Thematic Lines Questionnaire transmitted to Delegations in Latin America and the Caribbean Meetings with EEAS Geographical Representatives Evaluations Supporting documents on the CRIS database ("Universe of EU cooperation")
What is the overall assessment of said cooperation and what added value can support to SSC and TRC have for the European Commission?	Interviews with Desks in G1 Interviews with those responsible for Regional Programmes in G2 Interviews with those responsible for the Thematic Lines Questionnaire transmitted to Delegations in Latin America and the Caribbean Meetings with EEAS Geographical Representatives Evaluations Supporting documents
Under which conditions, in which sectors and with which countries could support to SSC and TRC be developed in the future?	Interviews with Desks in G1 Interviews with those responsible for Regional Programmes in G2 Interviews with those responsible for the Thematic Lines Questionnaire transmitted to Delegations in Latin America and the Caribbean Meetings with EEAS Geographical Representatives Evaluations Supporting Documents Examples from other Member States

During the analysis the team of Consultants met with 35 key informants (12 men and 23 women), a list of which is included in Annex 7.2. Semi-structured interviews were held with 25 of the informants and lasted for approximately an hour.

A questionnaire in Spanish and English (Annexes 7.5 and 7.6) was sent to the Delegations of the European Union in Latin America and the Caribbean (LAC). The questionnaire was prepared with the involvement of Unit G1 and given to the respective Desks for subsequent transmission to the Delegations on 9 February 2015. 16 responses corresponding to 17 countries were received and are included in Annex 7.7.

The preparation of the questionnaire was achieved through the identification of two challenges:

- Linguistic: the questionnaire was sent in English and Spanish, and the possibility to reply in French and Portuguese was facilitated;
- Conceptual: The decision was taken not to mention SSC or TRC in the questions in order (where possible) to avoid significant under-reporting of experiences in this field due to limited interpretation of these concepts.

Challenges identified:

The Consultants verified the extensive interest within the services of the European Commission in meeting the objectives of the study. This is reflected in the number of administrators with which the study team managed to meet and the keen interest demonstrated by all in relation to the topic in hand, as well as the number of completed questionnaires received from the EUDs in the region.

One of the challenges apparently faced by support to SSC and the establishment of triangular cooperation mechanisms within the European Commission is the current variety of approaches used by the different departments in relation to these concepts. Therefore the consultancy team included a brief reference to the Report on this topic at the debriefing meeting with Commission services held on 27 February 2015.

The mapping phase was the most laborious for two main reasons:

- Firstly the mission encountered a wide range of concepts concerning South-South and triangular cooperation among the different stakeholders. It was clear from the ToR that the lack of a global definition of SSC posed a challenge to the identification of common terminology for this study. Additionally, the researchers met with numerous members of DEVCO who felt uneasy with the use of said expression. Therefore the Report highlights the need for a common term that is easy to use, flexible and can be handled in a comprehensive manner by the different actors involved in European cooperation.
- Secondly, most information on South-South cooperation in the LAC region has not been classified/labelled as such in databases and search engines as CRIS and the EC e-Library. The design and function of the CRIS database meant that a qualitative search beyond the administrative data of each contract, decision, project or report (name, date, thematic line, budget, etc.) was hardly feasible. In addition, due to lengthy EC administrative procedures the CRIS access password was given to the Consultants only a week before the end of the mission, which complicated things further.

Searches of the CRIS database for the terms "South-South" and "triangular" yielded only one project. Immediately afterward the mission obtained access to the "Universe of EU cooperation" data warehouse, which enabled the identification of projects mentioned by the Delegations. This database is likely to be used for future mapping as the columns can be compared, for example: "Nationality of Implementing Partner", "EU Delegation in Charge", "Benefiting Zone" and "Type of Contract". Due to lack of time it was not possible to design a concrete identification methodology for projects supporting SSC or TRC within the "Universe of EU cooperation" data warehouse. However, a comparison between the columns mentioned was carried out, which produced relevant experiences (such as in the EUD to Colombia)².

² Chapter 5.1 on Regional Programmes describes the methodology used in the relevant mapping exercise.

5. An approximation of the different focuses and definitions of the topic

5.1. United Nations focus on South-South and triangular cooperation

The United Nations System (UNS) plays the role of a critical catalyst in fostering South-South relations through convening policy dialogues, undertaking policy research and analysis, building national capacities, documenting innovative solutions, brokering knowledge transfer, forging partnerships and mobilising resources, among other activities. SSC in the UNS is a broad concept that does not only refer to ODA but also encompasses joint investment projects, the sharing of experiences and knowledge transfer for the generation of employment and wealth in the global South.

The focus of the UNS on SSC dates back to its origins and is based in the link with technical cooperation. The first United Nations Conference on Technical Cooperation for Development was held in Argentina in 1978 and approved the Buenos Aires Plan of Action (BAPA) for the promotion and implementation of technical cooperation between developing countries (TCDC). The importance of the Buenos Aires Conference on Development to what has since been called "South-South Cooperation" is reflected in the declaration by the United Nations of 12 September (the day of the Conference) as SSC International Day.

The first developed country to offer substantial and sustained support to SSC was Japan, which used the 1993 Tokyo International Conference on African Development to launch a broad programme. During the 1990s, TCDC evolved into a broader concept that included all forms of cooperation between developing countries, beyond just technical cooperation. In 2004 the General Assembly replaced the term TCDC with "South-South Cooperation (SSC)".

To coincide with the 30th anniversary of the adoption of the BAPA, in 2009 the United Nations General Assembly established a High-Level Conference on South-South Cooperation in Nairobi. The Nairobi Outcome Document, while recognising that SSC and the agenda thereof should be established by developing countries, reaffirmed the key role played by the UN and its Regional Commissions in supporting and promoting this mode of cooperation. The document called upon the Regional Commissions to play the role of catalyst in the promotion of SSC and TRC as well as in the strengthening of technical, political and research support to the countries in their respective regions. The Nairobi Conference has given considerable impetus to SSC as i) a framework within which developing countries have agreed to collaborate for the identification of solutions to their common development challenges; and ii) a mechanism for economic growth and sustainable development.

Within the UNS, the United Nations Development Programme (UNDP) is the leading advocate for South-South approaches to development. It performs this role through its support to the High-Level Committee and various forums for South-South dialogue. It also leads the preparation of analytical studies and UNS guidelines on SSC, including the submission of biennial reports by the Administrator and the Secretary General to intergovernmental bodies on the status of SSC. Many UN agencies, funds and programmes assist the UNDP by providing research and data on South-South trends in their respective fields.

Within the UNS there exist several definitions of "South-South cooperation" and "triangular cooperation", some of which are listed in Annex 7.4. The interpretations vary in relation to the nature and scope of SSC and TRC and there seems to be no clear consensus on the concepts at an operational level. In addition, technical development cooperation and SSC regularly overlap, and are occasionally considered to be the same. The absence of a common definition within the UNS thus complicates the distinction between actions that explicitly involve SSC and TRC and those which are regular actions of technical cooperation.

5.1.1. SSC and TRC in the United Nations

South-South Cooperation is being increasingly mainstreamed in the work and agendas of United Nations development agencies, funds and programmes. Since 2003, it has been integrated into the framework of the UNDP practice areas (i.e. democratic governance, poverty reduction, crisis

prevention and recovery, energy and the environment, information and communication technology (ICT) and HIV/AIDS. Under its multi-annual funding framework for 2004-2007, the UNDP included SSC as one of the “drivers of development effectiveness” and requested country offices to identify issues, help establish the conditions necessary for cooperation, and promote the engagement of governments, the private sector and civil society. The UNDP and the Special Unit for South-South Cooperation play a coordinating role in the mainstreaming of South-South Cooperation throughout the UNS.

The majority of UN agencies, programmes and funds support projects and programmes for SSC-TRC. These include the Food and Agricultural Organisation (FAO), the International Labour Organisation (ILO), the International Trade Centre, the United Nations Conference on Trade and Development (UNCTAD), the UNDP, the United Nations Educational, Scientific and Cultural Organisation (UNESCO), the United Nations Population Fund (UNFPA), UN-HABITAT, United Nations Children’s Fund (UNICEF), the United Nations Industrial Development Organisation (UNIDO), the United Nations Office on Drugs and Crime, the World Food Programme (WFP) and the Regional Office for the Americas (PAHO) of the World Health Organisation (WHO).

In other agencies, funds or programmes such as the International Atomic Energy Agency, IAEA, the International Civil Aviation Organisation (ICAO), the International Maritime Organisation (IMO), the United Nations Environment Programme (UNEP), the World Intellectual Property Organisation and the World Meteorological Organisation, SSC is included in regular programmes of technical cooperation. The UNS includes some important SSC programmes with a number of projects hosted by organisations such as the FAO (in some 30 countries, national and regional food security programmes), ICAO (flight security, prevention of contagious diseases), ILO (child labour, through an association agreement with Brazil), WFP (malnutrition in Latin America), UNESCO (education, science, communication/information and culture), UN-HABITAT (water and sanitation), the UNFPA (use of regional and national entities of developing countries to provide technical assistance) and the UNDP (in partnership with China, South Africa, India, Japan and South Korea). At headquarter level, bodies such as the UNDP, ILO and WFP have signed Memoranda of Understanding (MoU) to outline their participation in the promotion of SSC and TRC with governments and other organisations.

5.2. Progress on the debate in Latin America: the scope of SEGIB

Despite the lack of international consensus on the concepts of SSC and TRC, it is important to point out that what has so far made the most advances toward such conceptualisation has been the Ibero-American Programme for the Strengthening of South-South Cooperation (PIFCSS) in the context of the Ibero-American General Secretariat (SEGIB). No other forum has achieved such a degree of consensus.

The PIFCSS programme guides those responsible for cooperation in the Ibero-American context. It originated in 2007 as one of the objectives of the Action Plan of the 17th Ibero-American Summit in Santiago, Chile and was formally approved by the Representative of Cooperation at the Summit of San Salvador (2008). In 2009 the first Annual Operative Plan was designed and defined at the Summit of Estoril and began its activities with the setup of a Technical Unity in Bogotá, Colombia (2010). In February 2012 the Technical Unity was transferred to Montevideo, Uruguay.

The Report on South-South Cooperation (financed by the Spanish government) covers the 22 countries of the Ibero-American region (the 19 countries of Latin America plus Spain, Portugal and Andorra). It thus deals with a Southern region wherein the European countries participate under conditions of equality with the other countries “without attempting to condition and in full respect and accompaniment of and unity with the consensus of the 19...”³.

The final (7th) issue of the Report refers to the 2013-2014 period, during which an important consensus has developed as regards the composition of the concepts of both South-South and triangular cooperation. On the whole it can be confirmed that Latin American countries are very satisfied with the work developed around SSC and the SEGIB. All countries have contributed conceptually and identify themselves as part of a Southern space that they consider their own.

³ Source: Interview with the Report’s author.

For the SEGIB the technical discussion is also one of political consensus. They work on two levels, with either the technical or the political unit of the cooperation agency, according to the topic they are addressing.

After 7 years spent producing the Report, the homogenisation of the registry criteria for country reporting on SSC has been achieved. Only technical cooperation has been covered, given that the continent follows a tradition of cooperation in this field. SEGIB focuses only on technical cooperation since the cooperation agencies with which it works do the same (avoiding, e.g., cultural or scientific cooperation). Nevertheless, the countries themselves remain highly flexible when it comes to reporting on cooperation between them.

Initially only actions (which encompassed projects) were registered as a generic concept. Later the decision was made to distinguish between a project (of larger scope and duration) and an action. Actions are what effectively enable countries to start cooperating, thus representing a tool for the initiation of SSC.

The Report distinguishes 3 categories:

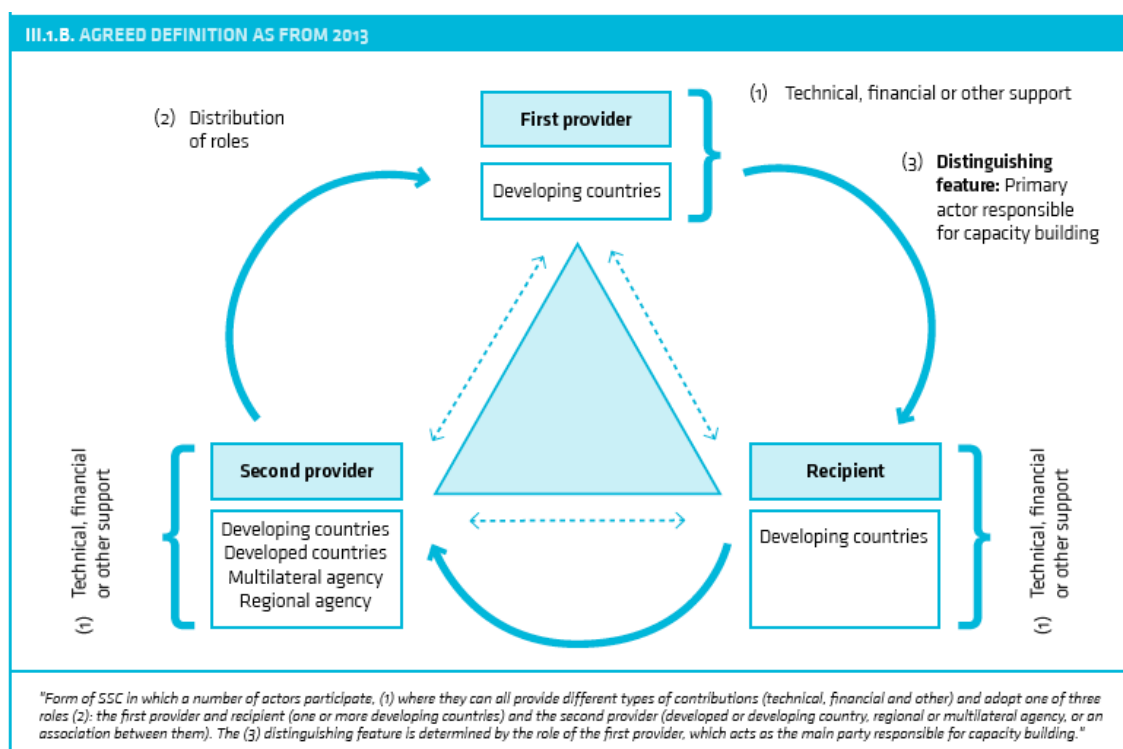
- Horizontal South-South Bilateral cooperation;
- Horizontal South-South Regional cooperation; and
- Triangular South-South cooperation.

Of these categories, the third (triangular South-South cooperation) is of the most interest to this study. It is considered as a bridge between the North and the South but with emphasis on triangulation.

Triangular cooperation (as described by Figure 1) consists of the following components:

- “First provider” (the country in the South that transfers capacities to another country in the South);
- “Recipient” (the other developing (or multiple) country in the South whose capacities are strengthened by the transference from the first); and
- The “second provider” (i.e. any donor or initiative which supports the transference of capacities, mainly through financial, technical or institutional support).

Figure 1: SEGIB Definition of Triangular Cooperation



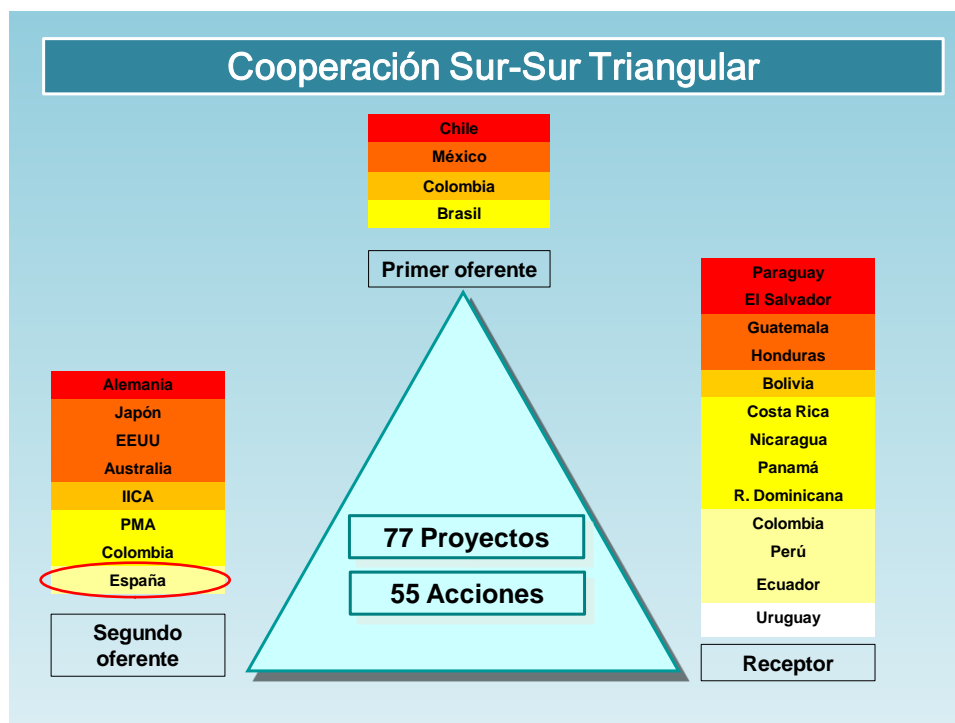
Source: SEGIB, based on PIFCSS and SEGIB (2013).

According to the Report for 2013-2014, Chile, Mexico, Colombia and Brazil are the 4 countries in the region that are most active as first providers in the process of triangulation. The most active second providers include the Member States of the EU, with Germany in first position and Spain in eighth (after Japan, the US and Colombia among others). Paraguay is the largest recipient of triangular cooperation, followed by 3 Central American countries (El Salvador, Guatemala and Honduras) and Bolivia in fifth position.

Figure 2 presents an overview of the most active countries and actors in the field of Triangular Cooperation in Latin America and the Caribbean according to the Report⁴.

⁴ Source: "South-South and triangular cooperation in the new Spanish cooperation: an analysis of the Ibero-American experience", PowerPoint presentation by Cristina Xalma at the workshop titled "South-South and triangular cooperation in the post-2015 Agenda: Proposals for Spanish Cooperation" organised by the IUDC and AECID in Madrid, 3 December 2014.

Figure 2: South-South and Triangular Cooperation among SEGIB countries



¹ Source: "South-South and triangular cooperation in the new Spanish cooperation: an analysis of the Ibero-American experience", PowerPoint presentation by Cristina Xalma, Ibidem.

From reading the most recent Report it can be concluded that there is little information available on South-South Cooperation supported by the EU. However, the next Report (2015) will start to report on the actions of the regional programme EUROSOCIAL under which some experiences are interestingly being identified as "Horizontal South-South Regional Cooperation" and others as "Triangular South-South Cooperation".

While the SEGIB Report contributes quantitative information that is very useful to understanding the progression of SSC and TRC in the region, there is still a lack of qualitative information, e.g. on the promotion of peer learning as a result of these processes, and no evaluations have yet been conducted.

5.3. SSC in the framework of a Process of Regional Integration in Latin America: CELAC

The Community of Latin American and Caribbean States (CELAC) has only existed officially for 3 years. However, its origins date back to the 1980s (the Contadora Group) and incorporate the historical and political heritage of the Latin American and Caribbean Summits (CALC), as well as the Rio Group, which held 22 summits and adopted a multitude of decisions and agreements.

The following frame offers an overview of the main declarations⁵.

⁵ Source: Ayllón, B. y Guayasamín, T, "La comunidad de estados latinoamericanos y caribeños: Diálogo político, concertación diplomática y cooperación Sur-Sur", en Ayllón, B., y Ojeda, T., y Surasky, J., (coord), Cooperación Sur-Sur, Regionalismos e Integración en América Latina. (Updated for this report, IUDC, Madrid, 2014.)

The Declaration of Salvador de Bahía (2008): This underlined the importance of strengthening SSC and TRC to complement national development efforts to combat poverty. The Declaration agrees to give impetus to SSC and NSC for the promotion of sustainable development. The decision was made to identify and implement SSC strategies while linking them to the strengthening of technical cooperation and the exchange of successful experiences, which in turn should lead to the development of regional best practices.

Cancún Declaration (2010): This highlights the importance of SSC based on a spirit of solidarity, without replacing or substituting traditional sources of development cooperation. The Declaration proposes the strengthening of both SSC and North-South initiatives, as well as the growth of TRC within the multilateral system.

Caracas Declaration (2011): This underlines the need to advance on the founding principles of CELAC, focusing on the strengthening and consolidation of Latin-American and Caribbean cooperation, the increase in economic complementarities, and SSC as an axis of integration for the common area, as well as an instrument for the reduction of asymmetries.

Santiago Declaration (2013): This pledges support to cooperation initiatives between CELAC and other countries and groups through SSC and TRC. It was affirmed that CELAC should endow itself with a group of principles and norms that underwrite intra- and extra-regional cooperation in conformity with the development plans and programmes decided by the Member States. The Santiago Declaration also forms the basis for the foundation of the International Cooperation Working Group, which intends to build an SSC and TRC regional policy that enables debate with the existing cooperation institutions.

Havana Declaration (2014): This affirms the willingness to encourage regional, subregional, bilateral and triangular cooperation programmes, as well as a regional SSC and TRC policy, that incorporate the characteristics and needs of the area and the sub-regions and countries that form part of it.

Belén Declaration (2015): This recognises that LAC has a common *acquis* of assertive experiences, both tangible as well as successful, in the field of SSC and TRC which complements national actions and can help achieve the objectives of CELAC, advance both the sharing of knowledge and the horizontal exchange of knowledge between members, enhance unity and integration, facilitate the transfer of said knowledge and ensure better visibility of the results.

Table 2: SSC and the declarations of the CALC and CELAC

In the field of SSC, this has been addressed in the Final Declarations of the ECLAC and CELAC Summits since 2008 and forms an integral part of the theoretical and operational development undertaken by developing countries in line with the *Buenos Aires Plan of Action* for Promoting and Implementing *Technical Cooperation among Developing Countries* (1978) and with the Nairobi Outcome Document on SSC (2009), including the mandates and dispositions of the UN.

The *pro tempore* president countries have collectively represented all Member States under the CELAC umbrella on platforms such as the Economic and Social Council (ECOSOC) Forum for Development Cooperation. Within the framework of the post-2015 Development Agenda, CELAC has sustained a common position within the UN General Assembly that defends “the elimination of the divisions of society at international, regional and internal level, as well as the need for a solution to the structural problems of developing nations, worsened by the global economic crisis”.

CELAC external cooperation is clearly still under construction, with more progress having been made through declarations than via concrete acts. So far, there has been some initial regional cooperation with Haiti and a Programme of Cooperation with China⁶ has been finalised.

⁶ CELAC/China (2014). Joint Declaration of the Brazil Summit of Leaders of China and Latin American and Caribbean States, Brasilia, 17 July 2014.

6. Most relevant cases of Triangular Cooperation among Member States

6.1. Germany, BMZ

German development cooperation is defined by the Federal Ministry for Economic Cooperation and Development (BMZ) which entrusts the implementation of the majority of its programmes to the German Agency for International Cooperation (GIZ) for technical cooperation and the German Development Bank (KfW) for financial cooperation.

Pilot TRC initiatives were first launched in the 1980s. Since then, Germany has become one of the main actors involved in the promotion of TRC in the LAC region and BMZ has included TRC within its strategic framework (BMZ, 2011) as well as defining specific guidelines (BMZ, 2013) and facilities for TRC⁷.

Germany's goals for TRC are based on the development policy and foreign policy goals of the German government, as outlined in the Federal Foreign Office Strategy Paper titled "Shaping globalisation – expanding partnerships – sharing responsibility" (2012) and the BMZ "Strategy for Development Cooperation with Global Development Partners" (2011).

Germany has so far implemented TRC in Latin America and the Caribbean, Africa and Asia. In the LAC region, Germany has engaged in a number of TRC projects through the *Regional Fund for the Promotion of Triangular Cooperation in Latin America and the Caribbean*, managed by GIZ.

All partner countries of German development cooperation in Latin America and the Caribbean are eligible recipients and can act as donor partners. On an operational level the concept of TRC within the Regional Fund is flexible. Actors that can cooperate can be either countries or groups of countries (such as the Pacific Alliance) and there are cases of TRC with more than 3 actors (numerous cooperation providers or numerous beneficiaries). The manner in which triangular cooperation arises is equally flexible and can take place through bilateral cooperation (Germany with a country in the region) or South-South cooperation (e.g. initiatives that arise within the Mixed Commissions among countries in the region). It can arise through the initiative of the cooperation provider of the region, that of the beneficiary, or an agreement between the provider and the beneficiary.

The framework of the Regional Fund includes a component of Exchange and Dialogue, the objective of which is to organise dialogue on TRC as well as to tackle technical and conceptual aspects of TRC. This interesting initiative includes the "*Red de Capacitación en Cooperación Triangular*" for projects between the LAC region and Germany, which was founded in 2013 and was established in a participative manner between the partners. It includes a capacity building network aimed at the systematic development of competences and knowledge for the efficient implementation of TRC projects (for example to overcome possible difficulties with coordination or communication between two or more actors) and at the consolidation of thematic networks. Capacity building initiatives between partners include both regional workshops on TRC project management (which have so far been held in El Salvador and Santo Domingo) and online initiatives that are accessible through the Global Campus 21 platform (e.g. the capacity building modules on triangular cooperation). Both have high acceptance rates among users.

Another very interesting aspect of the Exchange and Dialogue component is the promotion of regional high-level dialogues on triangular cooperation, where the political and technical aspects of TRC are discussed. So far three regional conferences on TRC have been held (in Bogotá in 2012, Mexico City in 2013 and Santiago, Chile in April 2015).

From the German perspective, TRC is seen to form a useful link between South-South and North-South cooperation (BMZ, 2013) and is a different concept from support to South-South cooperation. "*We have a clear understanding that the objective isn't the financing of South-South cooperation; for us it is important to distinguish the contribution Germany can have for triangulations, participate with our complementary capacity*"⁸.

⁷ For a detailed description of German triangular cooperation see: (BMZ, n.d.)

⁸ Source: Interview with GIZ

The main advantages and explanations of the impetus that German cooperation is giving to TRC can be understood from both a political and a technical perspective. On a political level, TRC allows Germany to respond to a changing aid architecture while recognising the many benefits of a horizontal approach to cooperation. This is characterised by the individual contributions which lead to the desired impact of cooperation: i) Germany with its decade-long experience of implementing international cooperation; ii) the cooperating country in the region, with its individual sectoral expertise in the specific project theme; and iii) the recipient leading the coordination between the actors and directing the project. This combination of roles, derived from a horizontal perspective, unlocks new relationships which stimulate the political capital of all partners of the triangulation. For Germany the trust of partner countries is enhanced and contributes to the concretisation of a horizontal partnership approach. The cooperating country in the region guarantees the strengthening of its role as provider, and the beneficiary country is endowed with leadership capital that generates positive dynamics. For both the provider and the recipient of triangulation this cooperation also implies the strengthening of political and strategic ties with other countries in the region, as well as a contribution to ensuring integration and the consolidation of their relationships.

On a technical level⁹ the recipient countries benefit from a cooperation that combines German experience with the sectoral experience of the regional partners⁹. Transfers are delivered jointly by Germany and the provider in the region. The resources transferred by the two countries in the region may take the form of personnel, specialist sectoral or methodological knowledge or financial resources. In addition this form of TRC enables the recipients to direct the project and assume a leadership role in the coordination between these two actors, while assuring the alignment of project objectives with their own national priorities, thus improving quality of life for their citizens. Sometimes after leading a TRC project, recipient countries go on to act as providers in order to share their acquired experience with other receptor countries (e.g. Peru to Paraguay), which also strengthens lessons learnt when transferring knowledge. Horizontal learning also occurs in both directions: *"it really is a mutual exchange and a learning process for all, we see it as a peer learning"*¹⁰.

Investment of resources in this type of TRC is also done horizontally. In terms of overall budget, Germany is the second-largest DAC donor for TRC after Japan¹¹. It is estimated that regional partners even contribute more to the TRC fund than Germany (about 41% the LAC providers - first providers in SEGIB terms-, 15% the recipients, about 38% the contribution of the German cooperation to the regional fund for TRC in LAC and about 6% others). There are even cases where the recipient has contributed more than the provider (e.g. the case of Chile-Paraguay-Germany in which Paraguay contributed more than 2 million EUR, more than Chile and Germany¹²). Contributions in these cases mainly address personal and logistical expenses.

There have been no systematic evaluations of the Fund, but projects carried out are described on its webpage, including an assessment of compliance of the results with the framework of each project.

As indicated by the Development Assistance Committee (DAC) peer review in 2010, "Germany's emerging experience with triangular cooperation could be promising in this regard as long as it remains demand-driven and partner country-owned" (OECD-DAC, 2010).

6.2. Spain, AECID

The Spanish Agency for International Cooperation and Development is currently recognised as one of the most active donors in TRC after over a decade supporting mechanisms of this type. This is explained to a large extent by the specialisation of its cooperation in middle-income countries. In 2011, Spain was the third most active provider of ODA to these countries¹². This

⁹ The Federal Ministry for Economic Cooperation and Development (BMZ) has laid down the minimum standards for the planning and implementation of TCP projects. The information can be consulted at: http://www.bmz.de/en/what_we_do/approaches/triangular_cooperation/german_development_cooperation/

¹⁰ Source: Interview with GIZ.

¹¹ Source: BMZ webpage.

¹² Of the 24 countries included in the Executive Plan, 16 are considered middle-income.

has been accompanied by a Spanish presence in the multilateral context, especially concerning the consideration of TRC in the context of the aid effectiveness agenda. Spanish cooperation supported the inclusion of the topic at the High-Level Forum in Accra and Spain was one of the first donors to support the creation of the Task Team on South-South Cooperation (TT-SSC) within the Working Party on Aid Effectiveness of the DAC. In 2010, in the context of the Spanish Presidency of the Council of the EU, Spain organised a workshop for European agencies on the topic of triangular cooperation and aid effectiveness.

Spain is also developing a new relationship with the countries that no longer receive aid and are closing their Technical Cooperation Offices (e.g. Argentina, Brazil, Chile and Venezuela). This is done within the framework of *new generation agreements in development cooperation*, wherein a relationship of "equal development partners" exists.

This type of cooperation is carried out according to the document "*Lineamientos de cooperación triangular*" and AECID is also developing a Protocol to guide the implementation of projects under this modality.

The Third Executive Plan of Spanish Cooperation (2009-2012) already promoted this instrument based on the fact that a number of traditional middle-income partners of Spanish cooperation already have the institutional capacity to act as donor countries and improve the effectiveness of cooperation, with higher comparative advantages for the region.

On the other hand, the Fourth Executive Plan (2013-2016) reaffirms the continued commitment to support SSC and TRC and there has been a distinct shift of focus between the Third and Fourth Executive Plans. While the Third Plan defines the modality as an additional instrument, albeit with special interest for collaboration with middle-income countries, in the current plan it is integrated into support to SSC.

The objectives of TRC between AECID and its partners in the region are summarised below¹³:

Table 3: Objectives of AECID Triangular Cooperation

1. Improve aid quality, effectiveness and impact in partner countries;
2. Privilege the consolidation of middle-income countries in the system of international cooperation, in order to allow them to develop as donors and play a central role in the Busan Global Partnership for Effective Development; and
3. Advance the procurement of International Public Goods, using TRC to form alliances for the achievement of goals in areas such as the environment, peace and security and human rights, among others.

Spain has developed a TRC framework through the negotiation and signature of political agreements with participating governments, according to which both partners commit from the outset to horizontality while establishing broad outlines along which the triangular programmes develop (objectives, M&E mechanisms, financing systems, etc.). Priority is however placed on flexibility and it is hoped to develop this instrument with more partner countries in the future.

Memoranda of Understanding (MoU) have been signed with Argentina, Brazil, Chile and Mexico as the countries that have best institutionalised their experiences in the field of cooperation, as well as having the most experience as providers of SSC. Spain has also started to collaborate with partners that have consolidated their roles as development partners at a later stage, i.e. Costa Rica, Ecuador, Uruguay and El Salvador (see Table 4 for a list of agreements signed on TRC to date). Despite the political impetus reflected in the extensiveness of the Agreements, currently the financing of TRC in Latin America accounts for just 1% of AECID cooperation in the region.

¹³ Source: "Lineamientos de la cooperación triangular de la DCLAC (AECID)", PowerPoint presentation by Dolores Pérez Medina, Technical Advisor of the Department of Cooperation with Andean Countries and the Southern Cone at AECID, Madrid, 3 December 2014 .

The following table summarises the Memoranda of Understanding so far signed between Spain and partner countries in the region¹⁴.

Table 4: Memoranda of Understanding signed between Spain and Middle-Income Countries

COUNTRY	AGREEMENT
Argentina	Exchange of Verbal Notes (6 and 14 February 2011)
Brazil	Memorandum of Understanding between the Government of the Kingdom of Spain and the Government of the Federal Republic of Brazil for the Creation of a Joint Programme of Triangular Cooperation (26 May 2011)
Chile	Memorandum of Understanding between the Kingdom of Spain and the Republic of Chile for an Association on Triangular Cooperation (20 October 2009, renovated in 2014)
Ecuador	Memorandum of Understanding between the Spanish Agency for International Cooperation and Development (AECID) and the Technical Secretariat for International Cooperation of Ecuador (SETECI) for the Creation of a Programme of Triangular Cooperation (11 November 2014)
El Salvador	Memorandum of Understanding between the Kingdom of Spain and the Republic of El Salvador (22 September 2011)
Mexico	Memorandum of Understanding between the Ministry of Foreign Affairs and Cooperation of the Kingdom of Spain and the Secretariat for Foreign Affairs of the United States of Mexico for the Creation of a Joint Programme for Triangular Cooperation (23 May 2012)
Uruguay	Memorandum of Understanding between the Government of Spain and the Government of Uruguay for the Creation of a Joint Programme for Triangular Cooperation (23 February 2011)

Mixed and diverse funding is used for cooperation in third countries. Percentages vary, with a 50%-50% balance in Spain-Mexico but a baseline of 70%-30% in Spain-Chile (although this last mixed fund has recently also reached a 50%-50% approach). Subsidies have also been granted by the Spanish state for certain projects, including through the Development Promotion Fund (FONPRODE). The majority of these agreements make provisions for other sources of financing, ranging from international organisations to private companies.

To date there have been hardly any evaluations of these mechanisms of triangular cooperation, although some exist of specific projects¹⁵. It is thus important to aim to improve the quality of triangulation, be more selective when arranging TRC and reinforce staff capacities to identify, formulate and support the execution and monitoring of partner operations. There is need to insist on the incorporation of lessons learnt into operational guidelines, as well as maintaining rigid support to the Ibero-American Programme for Strengthening South-South Cooperation, in which Spain participates actively¹⁶.

¹⁴ Source: "Lineamientos de la cooperación triangular de la DCLAC (AECID)", PowerPoint presentation by Dolores Pérez Medina, Technical Advisor of the Department of Cooperation with Andean Countries and the Southern Cone at AECID, Madrid, 3 December 2014

¹⁵ Mixed Triangular Cooperation Fund Chile-Spain. Final Evaluation of the Triangular Project Chile-Spain-Paraguay: Strengthening of the management and development of individuals in the public sector at the service of the citizens of Paraguay, 2009-2013. This project is included in the TTSCC Case Studies of the DAC. <http://www.southsouthcases.info/casestudies/cslac04.php>

¹⁶ Freres, C. "La cooperación con los países de renta media en América Latina. Marco para "conectarse" con la Cooperación Sur-Sur" in "La cooperación Sur-Sur y triangular en la Agenda Post-2015: Propuestas para la cooperación española", workshop organised by the IUDC at AECID, Madrid, 3 December 2014.

7. Mapping of existing experiences in support of South-South Cooperation and Triangular Cooperation in European Cooperation toward Latin America and the Caribbean

7.1. Regional Programmes

In the framework of this study six EU regional programmes with Latin America have been analysed: ALFA III, AL-INVEST IV, COPOLAD I, EUROCLIMA, EUROSOCIAL II and URBAL III. The six programmes are managed in a centralised manner from Brussels. In the majority of cases the participating countries are the 28 Member States of the European Union and the following 18 countries of Latin America: Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Cuba, Ecuador, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama, Paraguay, Peru, Uruguay and Venezuela.

The regional programmes respond to the political cooperation priorities of the EU in Latin America and the Caribbean while structurally supporting regional integration. The emphasis on regional integration is probably one of the factors that explains the extensive development of cooperation among Southern actors in the framework of these programmes. However, only the EUROSOCIAL programme has so far developed a follow-up system for the South-South activities it produces.

For the purpose of the mapping exercise, the Task Managers of the six programmes were interviewed and the most recent evaluations (Final or Intermediate) of each programme were analysed. In the case of EUROCLIMA the two Results-Orientated Monitoring (ROM) Reports done so far (in 2011 and 2012) were studied since the programme has not completed an evaluation to date (one is foreseen for April 2015).

As can be seen from Table 5, none of the Terms of Reference of the completed evaluations mentioned the keywords "South-South Cooperation" or "Triangular Cooperation". However, the terms are sometimes mentioned in the evaluation reports:

Table 5: Mentioning of the terms "South-South" and "Triangular" in the documents analysed (excluding their annexes)

DOCUMENT	"SOUTH-SOUTH"	"TRIANGULAR"
ToR Mid-Term Evaluation COPOLAD 2013	No mention	No mention
Mid-Term Evaluation COPOLAD 2013	Page 33	No mention
ToR Final Evaluation URBAL III 2014	No mention	No mention
Final Evaluation URBAL III 2014	Pages 14, 44 and 76	Page 86
ToR Final Evaluation AL-INVEST IV 2014	No mention	No mention
Final Evaluation AL-INVEST IV 2014	No mention	Pages 6 and 91
ToR Mid-Term Evaluation EUROSOCIAL II 2013	No mention	No mention
Mid-Term Evaluation EUROSOCIAL II 2013	Pages 6, 8, 27, 36, 40, 41 ¹⁷ 43, 44, 45, 65, 71, 75 and 82	Pages 6 and 8
ROM Report 2011 EUROCLIMA	Pages 5 and 7	No mention
ROM Report 2012 EUROCLIMA	Pages 3 and 4	No mention
ToR Mid-Term Evaluation ALFA III 2010	No mention	No mention
Mid-Term Evaluation ALFA III 2010	Pages 21, 39 and 51	No mention

¹⁷ Including a tabular comparison of SSC activities.

The Mid-Term Evaluation (MTE) of EUROSOCIAL II most frequently mentions SSC, while the final evaluation of URBAL III only rarely mentions either SSC or TSC. The final evaluation of AL-INVEST IV includes the term “triangular”. Notably, the EUROCLIMA ROM reports (which cannot exceed 6 pages) mention SSC on various occasions.

Until 2012 the Background Conclusion Sheet (BCS) of the ROM process included the following question:

“Are there innovative ways in the support of technical cooperation (for example peer evaluation, South-South cooperation, public-private cooperation, twinnings, networks, etc.)?” (BCS 6.2.i).

However there is no evidence that responses to the question were ever useful to the follow-up of EC support to SSC since no relevant guidelines or specifications were ever formulated¹⁸. The question was deleted from the BCS in 2013.

However, all of the evaluation reports include references to different types of TRC modality that match those of other cooperation institutions. As an example, the South-South Cooperation Handbook¹⁹ of the Special Unit for SSC of the UNDP establishes four TRC modalities that largely resemble the modalities developed in the framework of the Regional Programmes.

Table 6: Triangular modalities described in the SSC Handbook of the UNDP Special Unit

Triangular Approach	Modality
Triangular Approach 1	Hosted Training and Study
Triangular Approach 2	Technical Advice for Recipient
Triangular Approach 3	Networking (including multilateral exchanges)
Triangular Approach 4	Partnership and Sharing (including Twinning)

The team considers that while these definitions do not correspond exactly to those found within the different programmes, they do serve as a form of orientation in regard to each modality.

Table 7: Definitions of triangular modalities in the SSC Handbook of the UNDP Special Unit

TRC modality	Definition
Hosted Training and Study	Definition: Hosted training and study means that participants travel to a host institution in a different developing country for a workshop, seminar, conference or study tour. The approach includes meetings and conferences, study tours and holding <i>ad hoc</i> courses and workshops in a host institution or country.
Technical Advice for Recipient	Definition: The advisory services approach involves sending long-term or short-term experts from one country to another in order to train counterparts, transfer skills or technology or directly supervise projects to be turned over to national management at a later date. Approach 2 has an institutional focus unlike Approach 1, in which individuals benefit from cooperation arrangements. An institution or programme in one country benefits from technical advice provided by one or more developing countries. Approach 2 initiatives are one-way (as in Approach 1). There may be several recipients of a single one-way cooperation initiative. The recipient approach is also a fairly traditional approach.
Networking	Definition: A network means that participating institutions establish a modality of multilateral exchanges and institutional capacity building for the transfer and dissemination of information and technology. Networking arrangements require considerable logistical support. However, once established, they can be very flexible and innovative. Thus, they can offer high potential for added value through the sharing of expertise and best practices among member institutions.

¹⁸ GFA Consulting Group GmbH/IDOM (2012) *Technical Cooperation Reform and Capacity Development Information from ROM Reports 2011, Final report*. Support to Quality Monitoring Systems & Methodologies of Projects and Programmes of External Assistance Financed by the European Community.

¹⁹ <http://handbook.southsouthconference.org/>

TRC modality	Definition
Partnership and Sharing	Definition: A partnership for sharing means a relationship established between a providing and a recipient country (or institution) for the purpose of solving (a) specific problem(s), reaching a common benefit or transferring the results of a best practice. Twinning and "sister city" arrangements are examples of partnerships for sharing. Partnerships also offer a variety of innovative sub-types and favour the greatest use of developing country resources. Partnership options include forums to bring together potential partners, creating one-way bilateral partnerships or organising multiple relationships.

First a selection was made of the different terms that could correspond to these modalities of cooperation in the different programmes. Most notably this exercise has highlighted the need to incorporate another term that is frequently used by EU/LAC Regional Programmes: *Exchange of experiences*, (or *Exchange* as a more generic term applied to each programme (for example "academics" in the case of ALFA or "business exchanges" in the case of AL-INVEST). This term will substitute the "hosted training and study" used by the UNDP Handbook. In the case of the Regional Programmes this "Exchange" modality (which could be either North-South (between Europe and LAC) or South-South (between LAC countries)), is referred to as "Result" in a few of the logical frameworks (e.g. for EUROCLIMA, URBAL and AL-INVEST).

Based on the analysis of the Reports the following classification of the four TRC modalities for Regional Programmes is proposed: 1) Technical Assistance; 2) Networking; 3) Partnership; and 4) Exchange of Experiences. Table 8 lists the various phrases searched for in both Spanish and English under each of the modalities in the documents analysed.

Table 8: Phrases searched for under each TRC modality

Modality	Search Phrases
Technical advice	"asistencia técnica", "asesoría especializada"
Networking	"redes", "red", "networking"
Partnership	"asociación" "asociaciones", "partenariado", "twinning" "hermanamiento" ²⁰
Exchange of Experiences	"visita de estudio", "pasantía" "training mission", "exchange of experiences", "intercambio de experiencias", "visita de intercambio" "academic exchanges", "intercambios empresariales", "intercambio de datos/ideas/conocimientos/buenas prácticas/entre expertos" (in the case of the EUROCLIMA ROM Report)

Table 9 lists the pages on which some of these terms are mentioned.

Table 9: Terms corresponding to the four triangular modalities in the evaluation reports

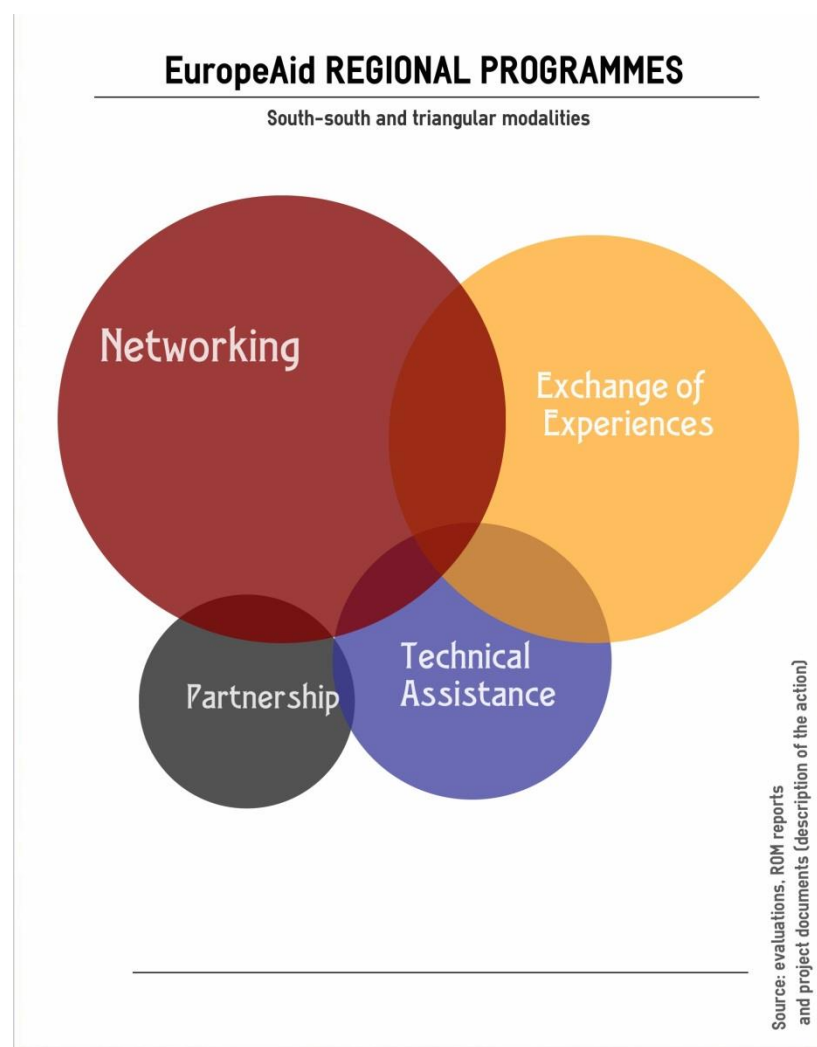
DOCUMENT	Technical advice	Networking	Partnership	Exchange of Experiences
Mid-Term Evaluation COPOLAD		10, 46, 60, 68	20, 39	10, 50, 63, 67
Final Evaluation URBAL III	44	1,2,5,14,15,16, 17, 19,28, 29, 48, 49, 50, 70, 85	3, 6, 17, 22, 23, 24, 26, 51, 52, 69, 82, 85, 86, 87,71, 72, 73	3,4, 14, 17, 22, 23, 35, 43, 44, 52, 70, 76, 6, 14, 15, 43, 44, 45, 50, 51, 52, 56, 70, 76, 83, 85
Final Evaluation AL-INVEST IV	1, 3, 23, 38, 39, 42, 44, 49, 57, 71, 73, 79	1, 5, 11, 12, 16, 20, 24, 26, 28, 32, 33, 38, 39, 45, 51, 55, 60, 64, 70, 72, 73, 76, 78, 79, 84, 85, 86, 90, 92, 94		5, 6, 7, 30, 38, 41, 45, 51, 60, 68, 72, 73 74, 86, 87, 91
Mid-Term	5, 24, 37, 39,	6, 32, 40, 43, 44, 58, 59,64,		5, 37, 41, 43,

²⁰ This concept is only mentioned in the cases of URBAL III and COPOLAD.

South-South Cooperation Study

DOCUMENT	Technical advice	Networking	Partnership	Exchange of Experiences
Evaluation EUROSOCIAL II	43, 44, 47, 49, 52, 71, 74, 76, 83	82		38, 40, 41, 46, 47, 70 31, 38, 40, 43, 44, 45, 65, 69, 76, 82
ROM Report 2011 EUROCLIMA	1	3, 5, 7, 8, 3, 5, 7, 8, 3, 5, 7, 8, 3, 5, 7, 8, 3, 5, 7, 8		2, 5, 6, 7, 2, 5, 6, 7, 2, 5, 6, 7, 2, 5, 6, 7, 2, 5, 6, 7
ROM Report 2012 EUROCLIMA ²¹	2, 3, 4, 5, 2, 3, 4, 5, 2, 3, 4, 5, 2, 3, 4, 5, 4, 5, 2, 3, 4, 5	2, 3, 4, 5 2, 3, 4, 5 2, 3, 4, 5 2, 3, 4, 5 2, 3, 4, 5		2, 3, 4 2, 3, 4 2, 3, 4 2, 3, 4 2, 3, 4
Mid-Term Evaluation ALFA III		II, V, VI, 4, 5, 7, 12, 18, 24, 35, 36, 38, 39, 40, 41, 42, 55, 69, 72		8, 17, 53, 54, 55, 62, 71

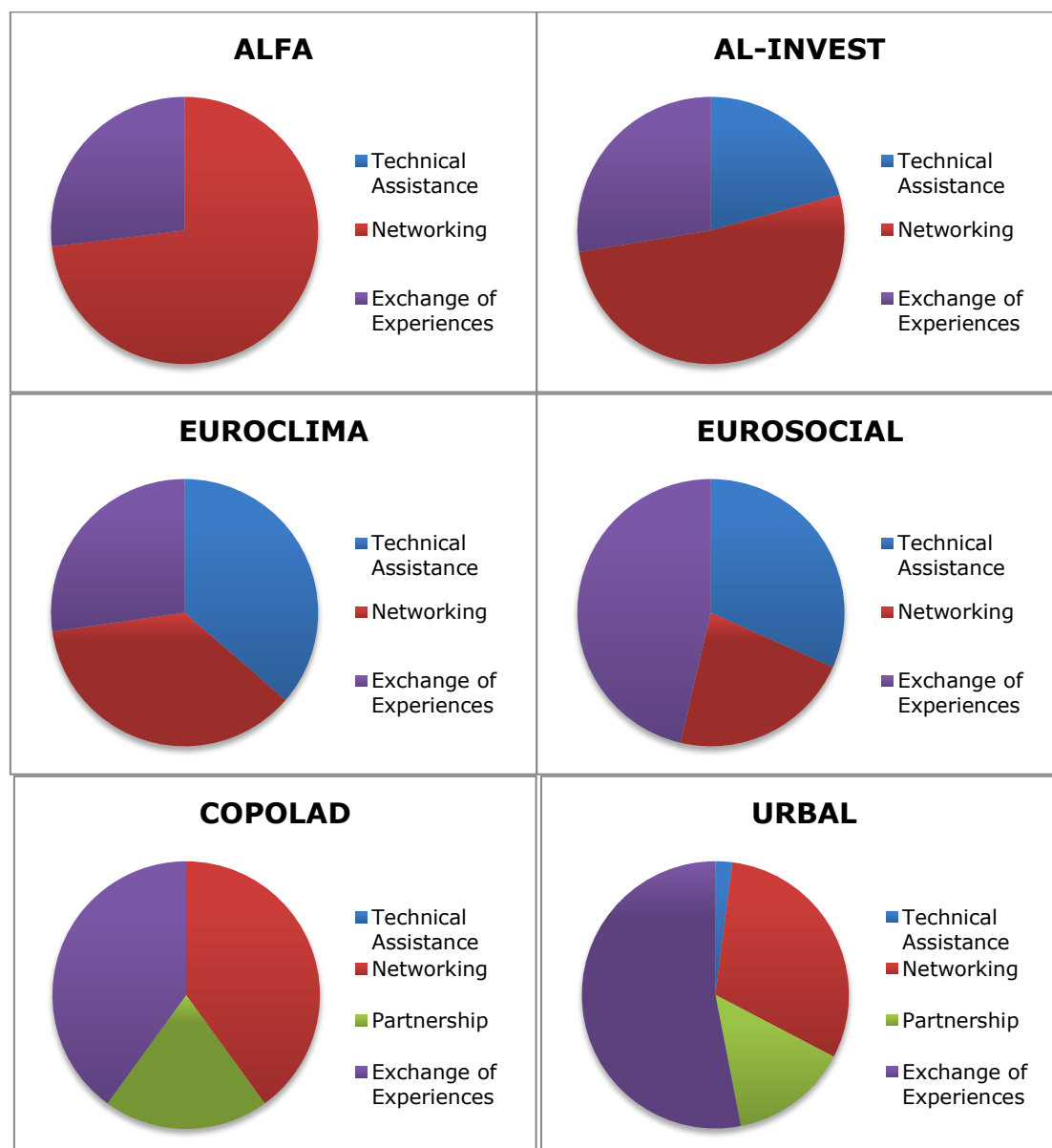
Figure 3: Presence of different triangular modalities in the Regional Programmes

²¹ Results from the EUROCLIMA ROM Reports have been adjusted to correspond to the evaluation reports.

European cooperation through regional programmes clearly uses 2 main triangular modalities: *Networking* and *Exchange of experiences*.

An analysis of all programmes shows the use of the various TRC modalities to be as follows (see Figure 4):

Figure 4: Approximate distribution of triangular modalities among the Regional Programmes



7.1.1. ALFA

ALFA, now in its third phase (ALFA III) is a programme of cooperation between the Higher Education Institutions (HEIs) of the EU and Latin America which aims to contribute to more equitable socio-economic development in Latin America. It finances a diversity of projects to improve the quality, relevance and accessibility of higher education in Latin America and further regional integration through the creation of a higher education area.

The programme has expanded in both budget and scope since the first €31 million phase (1994-1999), increased to €54.6 million in the second phase (2000-2006). The €75 million third phase (2007-2013) funds 51 projects involving 494 institutions (153 from the EU and 341 from Latin America).

The programme has based its strategy on the development of university networks to enhance the exchange of experiences. The programme documents do not mention the concepts of SSC or TRC, but those responsible recognise that this kind of cooperation occurs in the programme:

*"... the regional cooperation that we have been doing has always been triangular, in my view. It is on a voluntary basis, political agreements... It is not something imposed, I feel that the calls for proposals we have promote the willingness of the countries to cooperate among themselves"*²².

In fact one of the specific objectives of the programme²³ is the promotion of regional integration (an element strongly tied to South-South Cooperation²⁴, as seen above).

Table 10: General and Specific Objectives of ALFA III (2010)

2010 General Objective	2010 Specific Objectives
To contribute to the development of Higher Education (HE) in Latin America (LA) as a means of stimulating the most balanced, fairest economic and social development in the region.	<p>To help improve the quality and relevance of, and access to, Higher Education in LA, particularly for the most vulnerable groups</p> <p>To contribute to the strengthening of the process of regional integration in the field of HE in LA, by fostering the move toward the creation of a common Higher Education space in the region and by developing synergies with the EU's system</p>

According to the Mid-Term Evaluation, participants value the collaboration-network concept, a characteristic feature of ALFA programmes. The networks are presented as powerful cooperation tools that permit the creation of personal as well as institutional relations.

The programme has enabled sub-regional collaboration: *"Yes, they have always highly valued working at sub-regional levels, between them, a willingness to recognise and meet in the same sub-region, and share common problems, etc..."*.

In 2014 an ALFA seminar was held with the coordinators of Erasmus Mundus (to present Erasmus Plus) at which demand arose among the participants to increase coordination and contact between sub-regions. The need to learn from one another emerged as a common issue for the majority of the regions and subsequent sub-regional seminars were organised.

Those responsible for the programme agreed that models applied by Latin American countries among themselves are more easily adaptable and better understood among the participants. An example mentioned a project for the strengthening of university administrative offices that was coordinated by Colombia: *"Some projects are coordinated by offices in the region and in these particular cases the transmission of knowledge is mainly done among Southern partners"*. This is a clear advantage of South-South cooperation.

²² Source: Interview with Task Manager.

²³ Source: European Commission (2010). *Mid-Term Evaluation ALFA III*.

²⁴ "Report on the State of SSC developed by the Secretary General of the United Nations in 2012" (A/66/229).

Another example is a gender project, coordinated by Costa Rica, under which Argentina has greatly advanced and has organised conferences and seminars on the topic. In the opinion of those responsible for the programme, this is clearly an example of SSC.

The programme also includes two large-scale projects under which South-South Cooperation is encouraged: the "ALFA Tuning Latin America Project" and "ALFA Puentes", a huge project in which almost 150 universities are involved and which is organised by sub-regions (including MERCOSUR). Finally, the intermediary evaluation mentions the project "KICKSTART: New Ways to Teach Innovation" as an example of good practice in SSC that should be applied to other ALFA projects:

- The HEIs of the more developed Latin American countries serve as mentors for weaker universities (South-South Cooperation);
- Networking is a powerful strategic tool;
- KICKSTART II is related to other ALFA projects (PILA, JELARE, EL GATE), as well as AL-INVEST and EULAKS under the Seventh Framework Programme (FP7) seeking synergies, joint actions and greater visibility.

7.1.2. AL-INVEST

The AL-INVEST Programme began with a 2-year pilot phase in 1994. Since then it has become a flagship programme of EU cooperation with Latin America, facilitating the internationalisation of thousands of Latin American small and medium-sized enterprises (SMEs) in collaboration with their European partners in order to contribute to greater social cohesion in the region.

There have been three phases in the run-up to the current AL-INVEST IV: AL-INVEST Phase I (1995-1999), AL-INVEST Phase II (1999-2004) and AL-INVEST Phase III (2004-2007). Initially, the AL-INVEST Programme funded "business meetings" almost exclusively. However, in recent phases the scope of the funding has diversified considerably to include institutional building activities for network operators. Training and technical assistance, among other types of tools, constitute an integral approach to assisting SMEs.

The AL-INVEST IV programme involves 20 countries in Latin America alone and serves almost 60,000 SMEs with a total recorded of 72,902 direct beneficiaries in three consortia. AL-INVEST IV represents a considerable and quite remarkable effort in terms of both geographical coverage and the scale of the beneficiary population, especially considering the Latin American context. Sectors served by the programme cover a range of major areas of activity of Latin American SMEs, including traditional sectors (agriculture), crafts and technology-intensive sectors (ICT, etc.).

The total contribution of the EC to the AL-INVEST IV programme has been €50 million (80% of the total cost). The programme has dealt with three geographical consortia by block: a) Mexico, Cuba and Central America; b) the Andean Community; and c) MERCOSUR (Argentina, Chile, Paraguay, Uruguay and Venezuela). These were formed by intermediary business organisations (mainly Chambers of Commerce and business associations) and each is led by a partner. These "sub-regional" consortia have *de facto* promoted cooperation among their partners, albeit with differing results.

AL-INVEST IV has never had an explicit strategy for either SSC or TRC. Those responsible for the programme do not uniquely define either type of cooperation, but instead aim to adopt a pragmatic approach. They report that there has been a considerable amount of SSC since the beginning, mainly through exchanges between partners of the consortia in Latin America. For example, in the Andean Community small Chambers of Commerce that have participated with larger ones and have received institutional support. This resulted in the formation of an informal network of Chambers of Commerce which is still convened two years on.

The Andean network functioned best, with Ecuador and Bolivia (among others) making links and connections that have continued beyond the programme. This phenomenon was regularly seen within this consortium. It is interesting to underline that in this case collaboration was mainly developed on a South-South level, among peers, or "equals".

In the case of the Andean consortium, TRC has not taken place since European participation has been limited. It is however interesting to outline a remarkable case of TRC where on behalf of a

European partner the recipients managed to execute a substantial part of the budget (more than €2 million). Transfers of methodology were made by German cooperation to the countries in the region and a lot of support was received from Brazilian consultants who had benefited from the German methodology in the past (under a different cooperation programme).

Following completion of the programme a delegation of Ecuadorian businessmen requested Commission support (through the EUD) to accomplish cooperation with the Bolivians as a continuation of their experience under AL-INVEST. Those responsible for the programme asked: *"Could this be an example of TRC in the context of a bilateral agreement? If this were to be formalised, not necessarily...given that we could be solely contributing financially, because we are not realising a joint analysis with the Bolivians on how we could support the Ecuadorians, or vice versa"*.

One example of successful use of SSC under the AL-INVEST programme is the methodology of "Business Clusters" (Núcleos empresariales). According to the Final Evaluation of the programme, the focus of the design on clusters was crucial to its effectiveness, because the use of this approach allowed for the formalisation of thousands of companies (with over 12,000 starting their process of internationalisation and more than 1,000 effectively managing to internationalise themselves).

The final evaluation includes interesting points that may be considered when making future decisions on TRC, such as:

*"It is necessary to redefine the role that can be played by European entities and companies in a future programme. This would have to focus on responding to the needs identified in Latin America. As such, the role and identity of the European partners should be defined subsequent to the identification of the needs in Latin America"*²⁵.

This highlights the need for a demand-driven approach on behalf of the recipient of the cooperation.

As we have seen, the AL-INVEST programme has partly based its strategy on support from the networks. *It is underlined in the final evaluation that "it is necessary to promote coordination and networking between companies from different regions immediately, something which does not occur in a spontaneous manner"*²⁶.

Finally, the evaluation signals that after more than 20 years as a programme of EU cooperation in Latin America, AL-INVEST has become a recognised trademark and brand that represents the work of both in the region. It is recommended to capitalise on this through the development of a variety of mechanisms, including i) the creation of an "AL-INVEST" prize for the best practice in business relations between the two regions; and ii) the promotion of interregional triangular interrelation, e.g. between Brazil and the EU, to encourage trade with Paraguay or Bolivia, etc.

7.1.3. COPOLAD

In accordance with the Multi-Annual Regional Indicative Programme for Latin America 2007-2013, the European Commission currently fully finances the "Cooperation Programme between Latin America and the European Union on Drugs Policies" (COPOLAD) with almost € 6.6 million from its Development Cooperation Instrument (DCI). COPOLAD (which will hereunder be called "COPOLAD I" for the sake of distinction from the proposed follow-up action "COPOLAD II") is managed via direct centralised management through a grant contract awarded to a consortium led by Spain, following a Call for Proposals open to all EU Member States and Latin American countries. The programme's implementation period will come to an end in June 2015, after an initial 42 months plus a 13-month extension.

The overall objective of the on-going phase of COPOLAD I is to contribute to improving the coherence, balance and impact of policies related to drugs in Latin America, while the specific objectives aim to strengthen capacities and encourage the different stages of the process of elaborating these policies in Latin American countries by improving the dialogue and reinforcing

²⁵ European Commission. (2014b). European Union Latin America AL-INVEST IV Final Evaluation, Executive Summary, June 2014, p. 5

²⁶ European Commission. (2014b). European Union Latin America AL-INVEST IV Final Evaluation, Executive Summary, June 2014, p. 94

the cooperation of the national agencies and other actors responsible for global and sector drugs policies in Latin American and EU countries.

Table 11: General and Specific objectives of COPOLAD I

Overall objective

To contribute to improved coherence, balance and impact of drugs policies in LAC countries, as well as to strengthen bi-regional dialogue and the effectiveness of joint efforts to tackle the world drug problem.

Specific objectives

To facilitate the rapprochement and cooperation of the national agencies in charge of global drugs policy making in LAC and EU countries, so as to strengthen capacities and encourage the different stages of the process of elaborating drugs policies in LAC countries.

To facilitate exchange and cooperation between agencies and national actors in charge of sectoral drugs policies in LAC and EU countries, so as to contribute to building the capacities of competent authorities in LAC countries.

These objectives are meant to be achieved through activities in four major areas of intervention (components):

- Consolidation of the national drugs observatories of Latin American countries;
- Capacity building in the reduction of drug demand;
- Capacity building in the reduction of drug supply;
- Consolidation of the EU-CELAC Coordination and Cooperation Mechanism on Drugs.

During the course of this research different sources provided different information concerning possible South-South cooperation supported under this programme. The relevant TA team considers the programme to lack a South-South component given that the programme focuses mostly on bi-regional dialogue. The logical framework of COPOLAD I is not as decisive in terms of defining the “exchange of experiences” as those of other regional programmes. Nevertheless, other sources do highlight the importance of cooperation between the Southern agents in the context of the programme.

The intermediate evaluation signals that the regional approach is very important to COPOLAD I²⁷, but reflects a number of the obstacles frequently encountered to development cooperation between Southern countries. Firstly, since not all countries participate in all activities, the potential to develop regional systems is reduced. Some countries in some cases have only accomplished their own development and have not shared “South-South” proposals. This is particularly common among the activities aimed at reducing demand, which do not include follow-up discussions or trial implementations (as pointed out in various evaluation interviews). In many cases activities do not consider sustainability, do not produce formal conclusions and make no proposals for exchange.

Notably, the final evaluation recommended a strengthening of the regional dimension:

“The key significance of COPOLAD I lies in the development of regional spaces including active participation of the EU Member States. More time is needed to achieve this objective, and the programme should also revise some methodologies and contents to facilitate a clearer view of the progress on a regional and sub-regional level.

It is also necessary to analyse more extensively the sub-regional realities and incorporate different processes to achieve a common synchronisation of the results. It could be particularly interesting to strengthen the exchange of proposals within CELAC, and even design activities with a common perspective”

The programme has included some elements of TRC with Germany. These are:

²⁷ European Commission (2013), Mid-Term Evaluation of COPOLAD.

- Strengthening of capacities among competent authorities in alternative development (systems of certification of products of alternative development, including preventive alternative development and an analysis of livelihoods in areas of coca cultivation);
- The exchange of experiences and best practices in relation to synthetic drugs (early warning systems, forensic analysis, precursors, forensic and criminal investigation, legal framework and international cooperation);
- Police investigation, prevention and control of the diversion of precursors and police investigation of the maritime trafficking of cocaine, with special emphasis on trafficking using containers.

The networks (particularly among the National Observatories for Drugs) and exchanges foreseen by COPOLAD I are valued very positively. It is important to underline that in the case of delicate matters such as drugs, the establishment of mechanisms of mutual confidence is fundamental to cooperation. The participants in the programme value both the networks and the partnerships (occasionally called "twinings") as they enable the building of confidence.

According to the intermediate evaluation, the current methods for transmitting and facilitating the coordination and flow of information could be improved. The establishment of a network of contact points that act as "independently functioning mailboxes", which enable the continuous flow of information to all actors concerned independently of changing personal circumstances, would be a good example. The COPOLAD e-room would offer an excellent foundation based on which to establish this network.

7.1.4. EUROCLIMA

EUROCLIMA is a regional cooperation programme between the EU and Latin America which focuses on climate change and aims to facilitate the integration of climate change mitigation and adaptation strategies and measures into Latin American public development policies and plans.

EUROCLIMA is implemented by four partners:

1. The Economic Commission for Latin America and the Caribbean (ECLAC);
2. The Inter-American Institute for Cooperation on Agriculture (IICA);
3. The Joint Research Centre of the European Commission (JRC); and
4. The United Nations Environment Programme (UNEP).

EuropeAid (EC DG DEVCO), supported by Technical Assistance, provides overall supervision and coordination.

According to the Task Manager, *"one of the key principles of EUROCLIMA's implementation consists of promoting South-South cooperation. Considering that climate change is a global and cross-cutting issue and that countries vary greatly in their approach to tackling climate change, a lot can be done in exchanging and sharing information and experiences between countries"*.

The programme has seen important developments in the area of SSC, but these have not been quantified (although this is an element that should be implemented shortly by the programme). Between the first and the second phase there has been a considerable increase in activities focused on exchange (due to the normal trajectory of the programme, which needed an initial phase to fire up).

Similarly to AL-INVEST, EUROCLIMA has partially based its implementation strategy on the development of networks and the exchange of experiences. The theme of the programme (climate change) has an obvious transnational component given that there are "no boundaries for climate". This has encouraged a clear regional focus of programme activities, thereby strengthening actions among Southern partners. In a number of cases the programme also has a "global" component given that it has intervened in the international sphere beyond LAC-EU cooperation, e.g. by participating in the UN Conference on Sustainable Development, Rio + 20 and the UN Framework Convention on Climate Change (UNFCCC)²⁸.

Another reason why the programme has promoted SSC is the huge variation in approaches to climate change among Latin American countries, which leaves a lot of space for mutual learning.

²⁸EUROCLIMA, Newsletter, n°5, August 2012.

The questionnaire filled out by the EUD in Brazil mentions numerous examples of SSC within the EUROCLIMA programme and also underlines that EUROCLIMA has been relatively successful, as it helps facilitate the dialogue in the context of international negotiations in the UNFCCC.

As regards Desertification, Land Degradation and Drought (DLDD) it is important to mention that the JRC has the following objective within the framework of EUROCLIMA: *"Achieve capacity building and South-South Cooperation on DLDD through case studies, workshops and specific training sessions"*. As such most of the activities have been directly implemented by the Latin American institutions themselves in close collaboration with (or under supervision by) the JRC.

The objective of EUROCLIMA-Water is to establish and define standardised methodologies for data processing and information management in the water resource sector in Latin America. The sharing of data, information and methodologies in the region among scientific and technical institutions should be the first step toward establishing a coherent regional analysis (to be used as a next step by decision makers in the water sector). Implementation of the EUROCLIMA-Water component has thus focused from the outset on the development of scientific capacity-building activities around the LAC water sector in order to strengthen research and technical institutions by promoting a South-South Cooperation approach.

In its chapter on Effectiveness, the 2011 ROM Report commends the promotion by EUROCLIMA of SSC between regional scientific centres (water, land, drought) including the establishment of professional contacts and agreements and the creation of technical networks to serve as a basis for the regional harmonisation and integration of existing information based on national data. Local institutions such as CAZALAC (Chile) are thereby empowered as future focal points for the DLDD component to harmonise the pluviometric data of these countries.

Thus, the 2011 ROM encourages the promotion of stronger linkages between the Focal Points of the 18 countries, including virtually (e.g. through some form of online conference). This would allow them to share critical factors and thus to better accomplish the enhancement of South-South Cooperation. There are very interesting opportunities to strengthen capacity building by taking advantage of tools that are already in use by teachers and civil servants in Latin America, such as the e-learning used by the IICA and ECLAC, that remain unexplored.

The 2012 ROM reports that there is underdeveloped potential in terms of innovative approaches to technical cooperation. Examples refer to the use of TA from other countries which are more versed in climate change through strategies of SSC and peer-learning, such as the exchange of civil servants and research staff. In the chapter on Recommendations the ROM report suggests that the added value of the EUROCLIMA programme lies in its capacity to position itself as an instrument for the exchange of political management and research, thereby serving the regional dialogue on climate change: *"If differentiated strategies of cooperation are followed, innovative effects on South-South and North-South cooperation could arise in the next phase"*²⁹.

The Newsletter produced by the programme also mentions a number of specific cases of South-South Cooperation (see Table 12). The topic of SSC was more explicitly discussed at the fourth regional seminar of the programme. The references below are a clear signal of the increased attention being given by the programme to South-South Cooperation.

²⁹European Commission (2012). ROM Monitoring Report – EUROCLIMA Initiative. It is worth mentioning that the research team had to use the ROM reports of 2011 and 2012 since the report of the evaluation carried out in April 2015 was not available. Some comments may thus be slightly out of date since further decisions might have already been taken by the programme.

Table 12: References to South-South Cooperation in EUROCLIMA Newsletters

Newsletter n°5:

The IDB document "Vulnerability and adaptation to climate change" tackles, among other aspects, the necessity to coordinate cooperation efforts in this field in the region. The technical cooperation and international institutions are advocating the topic of climate change in the region. Both the United Nations system as well as multiple multilateral and bilateral organizations support projects linked to adaptation, both on a national, trilateral or sub-regional level, for example for the Central American Isthmus. Adaptation to climate change and vulnerability has been diagnosed by the IDB with particular emphasis on Mesoamerican countries. The document is a contribution to the construction of support programmes for the formulation of policies for climate change adaptation and South-South cooperation in this field.

Newsletter, n°6:

Furthermore, effective coordination is required between the wide range of government institutions with responsibilities for climate change. For example, the Ministries of Finance should have teams that specialise in this theme. Therefore, the strengthening of national capabilities, including through South-South exchange, is essential to ensure effective and efficient management of finance. This also entails greater inclusion of other actors who specialize in the development of capabilities relating to climate finance management: the private sector, civil society and academia.

Newsletter n°6:

This second workshop served as a platform for training, capacity building and regional networking. It aimed at reinforcing the participation of Latin America countries in the development of an integrated DLDD Observatory for the region and to ameliorate South-South cooperation and knowledge exchange. The event brought together more than 30 meteorological, agro-meteorological, drought and land degradation experts from the countries participating in the EUROCLIMA Programme and other interested parties aiming at bridging the gap between scientific research and technological application of methodologies and systems to monitor, assess and mitigate the problems of desertification, land degradation and drought in Latin America.

7.1.5. EUROSOCIAL

In terms of its contribution to South-South cooperation, EUROSOCIAL is considered the most important of the regional programmes of European Cooperation in Latin America and the Caribbean. According to the programme itself:

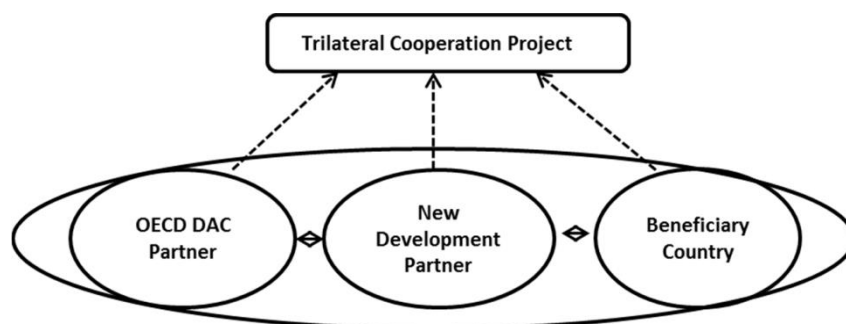
"Its objective is to contribute to changes in public policy that advance social cohesion through peer-learning, and the exchange of experiences between equivalent institutions in both regions."

It is the sole regional programme that has initiated a process of follow-up specifically for its South-South activities, which has led to the recent development of the Report on South-South cooperation under the programme: *European Commission (2014a) South-South Cooperation in EUROSOCIAL*. The report seeks to summarise the characteristics of the SSC fostered under EUROSOCIAL II, with special mention of the outstanding participation of certain Latin American countries that have acted as transferors of knowledge to other countries in the region. It also commends other exchanges of special significance in terms of the learning process and/or the results obtained. The importance of the South-South component was already mentioned during the intermediate evaluation of the programme, as seen above in Table 3. The evaluation also contained a Table of SSC activities.

The exchange of experience and peer learning developed extensively during the first phase of the programme (2005-2010) and has evolved exponentially under the current second phase. This is reflected in the follow-up and evaluation of the programme. According to sources at the Ibero-American Foundation of Public Administration and Policies (FIIAPP), which is responsible for the management of the programme, advances are continuously being made in the reporting of peer learning activities to allow both qualitative and quantitative follow-up.

The programme defines itself as being “demand-driven”, which (as we have seen) corresponds well to triangular cooperation. Since its first phase, EUROSOCIAL has used a TRC approach to some extent by making meeting spaces available to the European and Latin American countries. This has been defined by some academics as a bottom-up dynamic: *“On a technical level, three experts from a beneficiary country, a new development partner and an OECD DAC country might meet at an event and exchange experiences and ideas on a certain topic. From this initial coincidental meeting, concrete project ideas arise and with high-level political backing from all three sides, a joint trilateral cooperation project is initiated”*³⁰.

Figure 5: Bottom-up dynamic of the triangular modality extensively used by EUROSOCIAL



Indeed, spaces of multi-country mutual understanding have been promoted in most of the Programme’s activity areas, especially during the formulation phase, which formed the basis of the actions planned and undertaken.

The programme has also established a number of categories of different South-South “activity” that are easily adaptable to the characteristics of the programme itself:

- Latin American public institution acting as operating partner;
- Latin American public institution providing on-going TA to others in the region;
- Latin American public institution sharing their experience with peer institutions.

Despite the extensive information available on different types of TRC (networks, study visits, TA, etc...) its analysis has not been prioritised. This can be explained by the aforementioned lack of definition of TRC by the EC. Given its track record and on-going development, EUROSOCIAL could compile highly relevant information for use in the definition and categorisation of different TRC modalities, which could then be applied to other programmes and lines of cooperation (e.g. bilateral cooperation).

However, the South-South Cooperation Report makes specific reference to the development of networks by the programme:

“Alongside these interventions, which can be quantitatively measured, it is necessary to pay special tribute to the role of EUROSOCIAL in promoting collaborative network spaces. EUROSOCIAL promotes policy dialogue and collective learning in Latin American networks, not only through reflection and debate but by supporting progress in building common responses. These include strategic frameworks for public policy at the regional level, adoption of agreements, declarations or joint guidelines, protocol development and other common products.

Some networks are natural partners of the programme and an intrinsic part of its activities, such as COMJIB, AIAMP, AIDEF, ICJ, OEI, CIAT and OLACEFS. Others are external networks supported and promoted by EUROSOCIAL, including the Ibero-American Network of Fiscal Policy, the Tax Education Network, the Latin American Network of Regional Development, the Public Defenders’ Network, and the Network for Transparency and the Fight Against Corruption. In any case, their agendas and interests largely converge with those of EUROSOCIAL; thus, the Programme and the networks mutually reinforce each other. On the one hand, the networks put high on their agenda issues of strategic interest to EUROSOCIAL and on the other, the Programme supports the implementation and rollout of agreements reached on these matters within these networks”.

³⁰ Source: Piefer, N. (2014). Triangular cooperation – Bridging South-South and North-South Cooperation?

The intermediate evaluation of the programme focuses on SSC within three evaluation criteria: efficiency, effectiveness and sustainability³¹:

"In efficiency the following stands out: levels of flexibility achieved; the capacity to respond to the changing needs of participating countries, the stimulation of processes with a wider potential (for which all cite as most important: stimulation and support for South-South cooperation); gradual recuperation (with an important increase in 2013) of effectiveness and management capacity of the model on behalf of the actors concerned. These are all examples of instances where the model serves the process while at the same time illustrating the difficulties a model conceived in such a manner faces."

The evaluation highlights how South-South Cooperation has given rise to tangible results while also signalling the importance of the autonomous processes of inter-institutional cooperation that are emerging in the meeting spaces presented by the programme. Some good practices in South-South Cooperation are mentioned in the evaluation:

Table 13: References in the Mid-Term Evaluation to relevant cases of SSC within EUROSOCIAL

Some of the South-South Cooperation activities have presented more tangible results. Some relevant examples: i) the transference on behalf of Argentina of the informatics platform of the Employment Offices of Colombia, which was initiated in May 2014; ii) The strengthening of Public Defenders in Ecuador, Guatemala and Honduras focusing on individuals deprived of their liberty, with support of their Costa Rican homologues; iii) The stimulation of two regional networks, Red CESLAC and REDPLAN, on behalf of Brazilian institutions with relevant expertise; and iv) The launch of a pilot project in Peru applying the Brazilian model of "Youth Competencies" in the framework of professional insertion by holders of the PTC. And in a more relevant context, the development of an action on Fiscal Education framed within South-South cooperation.

The activities accomplished until now have also led to the rise of more or less emerging processes of cooperation between homologous institution in the margins of the EUROsocial II intervention. Relevant examples are: i) The Costa Rican Ministry of Labour, in a non-formalised manner, has shared its youth training in soft skills programme with its Chilean homologue; ii) The Secretariat for Social Development of Honduras, with the support of the Brazilian Cooperation Agency, are coordinating a joint action to strengthen the capacities of the technical experts on social protection policy, together with the Ministry of Social Development and the Fight against Hunger of said country; iii) The study visits to Brazil in the field of project-budget linking, generated in the framework of EUROSOCIAL activities, financed with funding from other donors.

A final element to underline in the evaluation of EUROSOCIAL II as promoter of South-South Cooperation is its role of generator of replicable experiences. Numerous reform process of public policy that are being supported, or that are foreseen to be supported, have a calling to be shared with homologous institutions of countries that plan actions among the same lines. This is the case with the implantation of Work Centres on behalf of the Colombian Ministry of Labour, which defines itself as an experience that can be replicated in Peru and Ecuador. Another example is the Monitoring System for Measurement of Equality in Healthcare, which will be developed in the Ministry of Healthcare in Uruguay and aims to be adapted to the needs of Colombia and Costa Rica initially. In the same vein, the Judicial Power of Costa Rica aspires to act as a provider in terms of limiting barriers to equal access to justice for persons with an auditory impairment or psychological disability, with a process which is completely innovative for the region, supported by the Programme.

Finally, the significant presence of South-South activities in the programme is considered an indicator of high potential for sustainability:

*"A lot of political decision makers and bureaucrats feel that EU-Latin American cooperation can provide models and roadmaps for the structuring of future systems of triangulation and South-South Cooperation, which will become the dominant force of technical cooperation in public policy in the coming decades"*³².

³¹ Source: European Commission. (2013c). *Mid-term Evaluation of the Programme for Social Cohesion in Latin America, Eurosocial II Final Report – Volume 1, Project N° 2013/318896 – Final Version*.

³² European Commission. (2013c): *Mid-Term Evaluation of the Programme for Social Cohesion in Latin America, Eurosocial II Final Report – Volume 1, Project N° 2013/318896 – Final Version*, p. 82.

7.1.6. URBAL

The URBAL III Programme 2009-2013 was an innovative decentralised cooperation programme for regional cooperation with Latin America whose general goal was to contribute toward increasing social cohesion between local, regional and provincial governments in Latin America. Its specific goal was to consolidate and promote public social cohesion policies and processes that can serve as benchmarks.

The third phase of the URBAL Programme was structured in two Lots:

- **Lot 1:** 20 projects for the promotion and consolidation of social cohesion policies and processes in Latin America (€ 44 million); and
- **Lot 2:** 1 project to provide the coordination, technical support, training and animation of networks and the dissemination of results for actions funded under Lot 1 (€ 6 million). Lot 2 was made up of a consortium called OCO (Oficina de Coordinación y Orientación), whose leader was the Diputación of Barcelona.

Geographical coverage: Actions are implemented in countries of the EU and 16 countries of Latin America: Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Cuba, Ecuador, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Paraguay, Peru and Uruguay.

The logical framework of the URBAL programme mentions both the exchange of experience and the creation of networks:

Expected results

- Result 1: The **exchange of experiences** concerning social cohesion policies between a significant number of cities and territories of EU and LA have been strengthened, together with their degree of cooperation and their economic and political relations;
- Result 2: In a defined number of LA cities and territories the local governments have, with the participation of civil society, implemented projects and activated processes that generated a higher degree of social cohesion;
- Result 3: Building upon Result 2, networks of EU and LA cities and local entities willing to share experiences and seek solutions to social cohesion problems at the local/regional level have been set up.

As illustrated by the Mid-Term Evaluation of URBAL III, the programme served as a laboratory for new models of development cooperation. The programme documents do not mention TRC, but the consortia were obliged to include at least one partner from the North (European) and two from the South (Latin American) in line with the regional and South-South dimension of the programme. The promotion of replicability of projects between similar municipalities was also considered important.

The European-Latin American consortia were formed according to exploratory scenarios for different types of TRC (networking, partnerships and exchange of experiences). URBAL III also introduced regional entities alongside local entities, who had been the protagonists in the earlier phases of the programme.

The dynamics developed between the North and the South differ from those observed by other programmes mainly due to the type of actors that intervene in URBAL. A number of obstacles to the development of SSC were detected such as the fact that the protagonists were small-scale local authorities who were more willing to "receive" support from the North than to cooperate with peers. Exceptions to this rule included the participation of large-scale local governments (Santa Fe o San José).

An interview with the Task Manager reported that when the consortium leader was European, the SSC did not function as well as it did when the leader was from Latin America. This is important and corresponds with the characteristic TRC triangle, whereby the first provider (an actor from the South) is situated in the highest point of the triangle (see Figure 1 above).

The best-functioning form of SSC was the transborder version between similar local entities, as in the following projects:

- Promotion of social cohesion and regional territorial integration of border municipalities of Central American Trifinio;
- Cohesion, inclusion and social development through sustainable tourism. "Fronteras Turísticas"; and
- International Line Project "Union of Two Peoples" between the neighbouring cities of Pedro Juan Caballero (Paraguay) and Ponta Porá (Brazil). Proyecto Línea Internacional, "Unión de Dos Pueblos" entre las ciudades limítrofes de Pedro Juan Caballero (Paraguay) y Ponta Porá (Brasil).

In the majority of these projects the European partner did not play a very active role.

The partnerships formed under the programme have struggled to continue since its closure. This contrasts with the potential of the networks, through which programme extension has been achieved both geographically and sustainably. The partnerships are also more structured than the networks.

The final evaluation focuses on the topic of SSC under the criteria of effectiveness, coherence and complementarity. The team has reproduced the following significant paragraphs:

Table 14: References to SSC in the Final Evaluation of URBAL III

Effectiveness:

The activities that facilitated an exchange between the LA partners (South-South) have been achieved, and some of them have encountered results that stand out. Such is the case for Santiago de Surco in the project "La Basura Sirve" which is a successful model recognised by all partners, or the model of urban space management by Habitar Goes, reproduced in Florida. In other cases the transference of South-South know-how has not been as effective (3x1 model for migrants in the case of Valparaíso in Mexico). There are a number of reasons the evaluation mission has been able to outline why higher levels of effectiveness have been hampered. The first and most important element has been the one-sided relationship between the Coordinator and the Partner which has hindered good communication between them. Despite the exchanges that have occurred, the fruit of an *ex-post* relationship between the partners has not been witnessed. In the case of the transfer of South-South knowledge, the process has not been effective because the partners meant to receive this knowledge have found themselves unprepared for this. The effort was there, but it remained little more than some exercises in capacity building. The differences in context have also been alluded to as the explanation for the lack of reproduction of certain models, as was the case of Arica in the "Proyecto La Basura Sirve", to replicate the models of Cuenca and Surco. This was due to the size (lack of economies of scale for the valuation of waste) and the distance to the recycling plants.

Coherence and complementarity

Support to exchanges between regions, cities and relevant partners to determine good practices and joint actions. The exchange of experiences has been a tool of constant use in the development of projects, both between partners and for the ensemble of Actions promoted by the OCO. Latin American partners came into contact with best practices of European cities that functioned as examples and inspiration for the projects. Not only North-South cooperation enjoyed the benefits, with the Programme also promoting South-South cooperation, albeit regrettably with less success.

The ROM report of 2010 on one of the 20 projects: PS (2010): "MELGODEPRO: modelo Euro-latinoamericano de gobernanza local para el desarrollo productivo" also recommends the development of SSC:

Recommendations: [...] 6. Fine-tune the process of North-South transference, adapting it to local realities within each Municipality. Give preference to the processes of South-South transference, both within the project, as well as with other projects of Lot 1.

As seen in the introduction to the mapping of regional programmes, the element of partnership is integral to the URBAL Programme. The strategy is based on the configuration of "consortia" between Latin American and European partners. In some cases the programme mentioned the term "twinning" in a strictly urban context (i.e. the twinning of cities). The evaluation report

mentions the concept of “partnership” as well as the more specific concept of “twinning”, although the terms are used generically. The Latin American partners saw this as an opportunity for their regions to establish twinning initiatives (a large number of which are non-formalised, although they are active on a daily basis in practice). This international experience broadened approaches and allowed partners to discover new means of successfully confronting challenges of social exclusion in their region.

The evaluation of URBAL included the following question:

“Are the agreements of twinning encouraged by the Programme functioning in practice?”

It can generally be said that the consortia did not conform to the ideal at the beginning of the programme, as some were formed by partners who had no prior relation to each other (due to the requisite of the programme that participants form “consortia” in order to receive funds). While the evaluation could not address this in depth, it did highlight a number of elements that improved the work of the consortia in terms of efficiency:

- **Prior knowledge:** the consortia that enjoyed greater success were characterised by prior collaboration between the European partner and one or multiple Latin American partners;
- **A common interest:** their clear drive to assemble (or reach) beyond the Programme made the rules of engagement easier, as well as helping to clarify the objectives of their joint work;
- **Territorial symmetries between Latin American partners:** in general the consortia that were more successful were those involved in homogeneous regions (whether large, medium or small);
- **Non-multilevel:** the consortia formalised only by municipal governments were more successful than those that included different levels of government.

Given these elements, the evaluation mission identified only a very limited degree of successful twinning. The *Integration* and *RESSOC* projects are highlighted as being the most plausible and worth mentioning.

7.2. Bilateral Cooperation

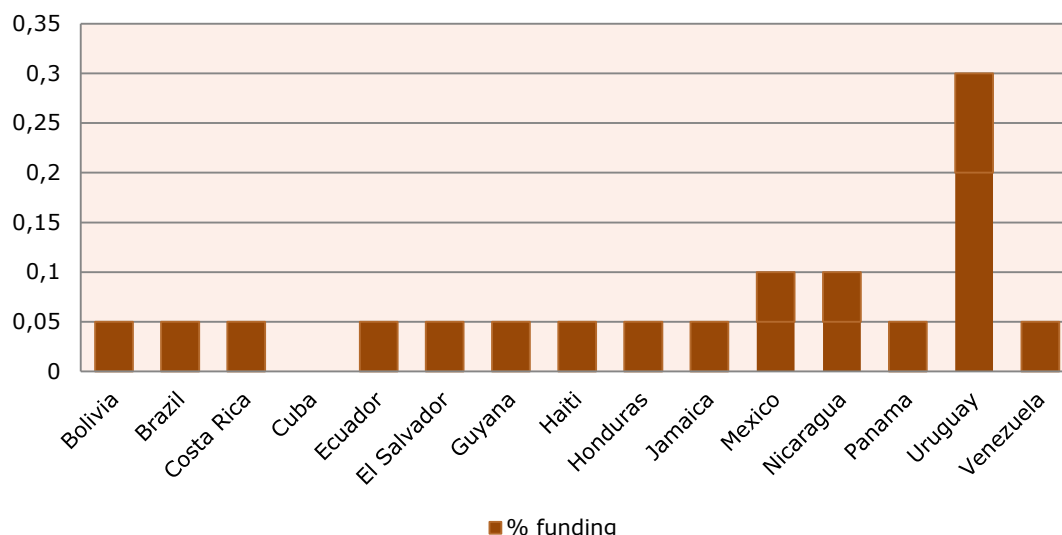
The collaboration between experts of the region in the projects we manage is done in the context of capacity building. We seek the know-how where it is available, and we go to Latin America, firstly because we share the language, and secondly because the experience of similar countries that have gone through the same situations is more useful.

Head of Cooperation EUD

7.2.1. Mobilisation of South-South expertise

As part of this research the EUDs in the region were consulted re. their capacity to mobilise South-South expertise between LAC countries. On numerous occasions EUDs have financed the participation of officials or experts from other Latin American and Caribbean countries. In most countries where the EUDs responded to the received questionnaire it has been estimated that 5% of financing available under all modalities (bilateral cooperation, budget support, regional programmes, thematic lines) was dedicated to covering the cost of the participation of officials from other Latin American and Caribbean countries in events, seminars, reunions, internships, courses and the exchange of experience, among others (as can be seen in Figure 6). Mexico and Nicaragua reported close to 10%. The case of Uruguay is highlighted as it reported having dedicated an estimated 30% of its funding to the financing of officials from other countries in the region.

Figure 6: Approximate % of funds allocated to the participation of public servants from other Latin American and Caribbean countries



According to the EUDs, funding earmarked for the participation of officials from other countries of the region is sourced from:

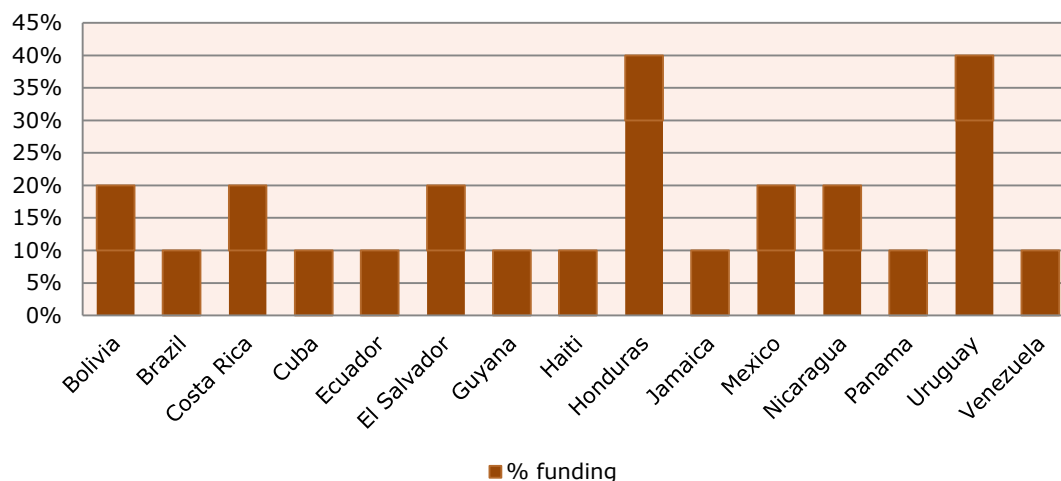
- To a large extent, Regional Programmes (e.g. EUROSOCIAL);
- Thematic Programmes (such as the ENRPT budget line), particularly those concerning the environment and climate change (Brazil);
- Bilateral cooperation (as with the Social Cohesion Programme in Mexico); and
- Cooperation with regional bodies such as MERCOSUR (with an important percentage of exchanges, meetings and seminars among public servants from the member countries).

It was emphasised by several EUDs that these data are approximate. Reasons for this include: i) a lack of specific data on this "type of implementation" ("type d'utilisation"); ii) the fact that a more accurate figure would require a detailed analysis of a broad portfolio of projects; iii) the information is not necessarily available to the EUD (in this case project units would be required to provide precise figures); and iv) approximately 60% of the EUDs' budget is earmarked for Budget Support and the Delegations do not control these funds.

Finally, in Venezuela a minimum amount of coverage is given to this kind of cooperation and this modality is recommended to achieve the desired impact of European cooperation.

As can be seen in Figure 7, the mobilising capacity of South-South experts on the market has slightly increased compared to Figure 6 (Public servants). For the purpose of this study, it was asked which percentage of the cost of all modalities of cooperation (bilateral, budget support, regional programmes, thematic lines) covered the participation of experts from other Latin American and Caribbean countries in TA activities, seminars, consulting and reporting, among others. Over half of respondents reported 10% with 5 countries reporting around 20%. Two countries (Uruguay and Honduras) indicated 40%.

Figure 7: Approximate % of funds allocated to the participation of experts and/or consultants from other Latin American and Caribbean countries



Mobilisation of experts in the region is again divided among the different modalities of European cooperation:

- Regional Programmes (some EUDs indicated that the majority of experts are focused here);
- Thematic Programmes;
- Some Framework Contract (FWC) missions (for example Public Expenditure and Financial Accountability (PEFA) in Ecuador); and
- Technical Assistance to Budget Support (e.g. PASES I in Ecuador, PAAPIR in Honduras).

It was again indicated by a number of EUDs that this is a rough estimate, largely for the same reasons as above (e.g. the information being the property of the project units). In the case of Nicaragua, it is noted that several of the international experts involved in the Proyecto de Apoyo a la Producción de Semillas de Granos Básicos para la Seguridad Alimentaria en Nicaragua (PAPSSAN), Proyecto de Apoyo a la Cadena de Valor (CAVAMA), Criminal Justice, Proyecto de Apoyo a la Calidad y a la Aplicación de Medidas Sanitarias y Fitosanitarias en Centroamérica (PRACAMS) and Proyecto de Apoyo a la Integración Económica Centroamericana (PRAIAA) initiatives are from the Latin American and Caribbean region, but this is not really considered "international cooperation". Venezuela emphasises once again that it would be advisable to increase the recruitment of experts in the region to focus efforts and improve potential impact. Notably, the EUD to Haiti reported problems recruiting consultants from the Latin American and Caribbean region for linguistic reasons (few speak French and even fewer speak Creole).

7.2.2. Projects identified by the EUD where cooperation between Southern countries occurs

The questionnaire requested the EUDs to mention projects that included collaboration between the country concerned and other Latin American and Caribbean countries and to state which were the most successful. These are reproduced in the following list, while complete answers including descriptions of the corresponding projects can be found in the responses to the questionnaires provided in Annex 7.7.

Country	Name of the Project
Bolivia	Monitoreo social y fortalecimiento a la institucionalidad y la independencia del sistema de justicia en Bolivia
Bolivia	Apoyo al proceso de desarrollo legislativo e implementación del derecho a la consulta y participación de los Pueblos Indígenas en Bolivia
Bolivia	Fortalecimiento e incremento de la independencia del sistema judicial en Bolivia
Bolivia	Fortalecimiento de las capacidades del Estado y de la Sociedad Civil en la Gestión de los Conflictos y la Prevención de Crisis y Articulación entre actores sociales y estatales
Bolivia	Fortalecimiento de la independencia del sistema judicial boliviano
Bolivia	Fortalecimiento de las capacidades institucionales del Estado boliviano en prevención de crisis, gestión constructiva de conflictos y diálogo
Bolivia	Fortalecimiento de capacidades en prevención de crisis y gestión de conflictos en organizaciones de la Sociedad Civil y promoción del diálogo entre los actores sociales y estatales
Bolivia	Asistencia técnica al programa de Apoyo a la Conservación Sostenible de la Biodiversidad (PACSBIO) cuya modalidad de ejecución será el apoyo presupuestario sectorial
Bolivia	Apoyo presupuestario PACSBIO – DESEMBOLSOS TRAMO FIJO Y TRAMOS VARIABLES
Bolivia	Implementation of an Observatory of Protected Areas in Bolivia
Bolivia	Programa de Capacitación en Gestión de Áreas Protegidas
Bolivia	Estudio Mecanismos de Gestión Compartida en Áreas Protegidas de Bolivia
Bolivia	Estudio de Valoración Económico de Áreas Protegidas
Bolivia	Numerosos apoyos presupuestarios hacen uso de expertos de la región para aprovechar el intercambio de experiencias, gestión del conocimiento etc. (e.g. Agua, gestión de cuencas)
Brazil	Regional programme: EUROSOCIAL
Brazil	Regional programme: URBAL III
Brazil	Regional programme: ALFA II
Brazil	RALCEA: Latin American Network of Knowledge Centres in the Water Sector
Brazil	EUROCLIMA Initiative: Foster climate change dialogue between the two EU-LA regions, enhancing a mutual understanding for future multilateral negotiations and alliances
Brazil	EUROCLIMA Second Phase
Brazil	EUROCLIMA
Brazil	Agricultura Sostenible, Seguridad Alimentaria y Cambio Climático en América Latina: Fortalecimiento de las capacidades de los actores clave para adaptar el sector agrícola al cambio climático y mitigar sus efectos
Brazil	EUROCLIMA Asistencia Técnica

Country	Name of the Project
Brazil	Regional Project of Watershed and Coastal Management in the context of Climate Change in Latin America and the Caribbean (WATERCLIMA-LAC)
Brazil	Support to the implementation of the Amazon Ecosystem-based Conservation Vision to the benefit of local communities and the preservation of ecosystem services in the Amazon region
Brazil	Guyana Shield Facility (GSF)
Brazil	Plataforma para el Desarrollo Rural Sostenible: fortaleciendo alianzas y señalando nuevos caminos para la promoción del desarrollo rural de base ecológica y para enfrentar la crisis socio-económica y ambiental en América Latina
Brazil	Promoting Low-Emission Urban Development Strategies in Emerging Economy Countries. URBAN LEDS
Brazil	Advancing a legal and sustainable global timber trade through the EU FLEGT Action Plan
Costa Rica	Asistencia Técnica Internacional al proyecto PROCALIDAD
Costa Rica	CENIBiot – Centro Nacional de Innovaciones Biotecnológicas
Costa Rica	Assistance Technique au projet PROMESAFI
Cuba	Programa de Intercambio de Expertos UE-Cuba
Cuba	Gestión integral participativa y sostenible para el desarrollo local del Centro Histórico y la Bahía de La Habana
Cuba	Programa de Apoyo al Fortalecimiento de Cadenas Agroalimentarias a nivel local (AGROCADENAS)
Cuba	BASAL: Bases Ambientales para la Sostenibilidad Alimentaria Local
Cuba	Demarcation and Establishment of the Caribbean Biological Corridor
Cuba	Caribbean Local Authorities: sustainable waste management for a better life
Ecuador	Regional programme: EUROSOCIAL
Ecuador	Asistencia Técnica Programa de Apoyo al Sistema Económico, Solidario y Sostenible del Plan Nacional de Desarrollo 2007-2010 de la República del Ecuador – PASES I (EUD Colombia)
Ecuador	PEFA – Public Expenditure and Financial Accountability
El Salvador	Programa de Recuperación Económica para El Salvador
El Salvador	SAFIM (from Guatemala)
Guatemala	Proyecto AGEF
Guatemala	Programa de Apoyo Presupuestario de seguridad alimentaria
Guyana	Guyana Shield Facility (GSF)
Guyana	Coconut industry development for the Caribbean
Haiti	Proyecto binacional Haití-República Dominicana (23228) y en particular el programa CEDA (295834)

Country	Name of the Project
Honduras	Asistencia Técnica PAAPIR
Honduras	Programa EUROLABOR
Honduras	Programa de apoyo al sector seguridad – PASS
Jamaica	Institutional Support to the National Authorising Office of Belize
Jamaica	Elaboration of a Banana Competitiveness Strategy for Belize
Jamaica	Training in Negotiation Techniques for the Ministry of Trade based on the proposed Partial Scope Agreement between Belize and Mexico
Mexico	ASISTENCIA TECNICA PARA EL PROGRAMA DEL LABORATORIO DE COHESION SOCIAL FASE II – MEXICO
Mexico	Alianza de Autoridades Locales Latinoamericanas para la Internacionalización y la Cooperación Descentralizada
Mexico	Protección y promoción de los derechos humanos de las personas migrantes en tránsito, desde la gestión local y a través de la articulación de organismos públicos de derechos humanos y organizaciones de la sociedad civil
Mexico	PROGRAMA DE PREVENCIÓN DE LA MIGRACIÓN IRREGULAR EN MESOAMÉRICA
Mexico	Conservación y manejo sustentable de tierras (MST) secas en Mesoamérica: Contribución a la lucha contra la desertificación, la adaptación al cambio climático (CC) y la reducción de emisiones por deforestación y degradación
Nicaragua	Alianza en Energía y Ambiente con Centro América (EEP)
Nicaragua	Programas multilaterales: “Fortalecimiento de la capacidad local para el manejo de los recursos hídricos en cuencas trans-fronterizas, Nicaragua y Honduras”
Nicaragua	Conservación y gestión efectiva de la biodiversidad marina con mejora de condiciones de vida para el sector de pesca artesanal en comunidades del ecosistema trinacional Golfo de Fonseca (Golfo)
Nicaragua	PAPSSAN
Nicaragua	CAVAMA
Nicaragua	Criminal Justice
Nicaragua	PRACAMS
Nicaragua	PRAIAA

Some of the above projects are considered to be particularly successful:

Some projects have been identified as best practice simply due to their promotion of South-South exchanges of regional and sub-regional expertise (e.g. the Caribbean). EUDs emphasise that harnessing the expertise of officials from other countries in the region can improve the effectiveness, impact and sustainability of projects aimed at institutional strengthening. The exchange of experience often relates to particularly successful projects. High levels of ownership are often associated with good performance. In addition to this a positive trend exists toward improving coordination and complementarity with other initiatives. Cases where the emphasis lies on successful leadership by countries in the region of projects with SSC components (e.g.

Mexico in a programme on Local Authorities, also mentioned in interviews concerning the Local Authorities Thematic Line) are also mentioned. Unfortunately the time and resources available to this study did not allow a thorough analysis of all of these projects.

Some projects were mentioned by two or more Delegations as cases of special interest, such as the "Guyana Shield Facility" implemented in Guyana, Suriname, Brazil and French Guyana and highlighted by the EUDs of Brazil and Guyana as an example of successful management and excellent local ownership. Cooperation projects with South-South and/or triangular components tend to generate political capital that facilitates negotiations in other forums, including with the EU. Indeed this study has repeatedly identified the influence of regional programmes such as EUROSOCIAL or URBAL in the generation or reinforcement of these positive dynamics³³.

7.3. Thematic Programmes

7.3.1. DCI Thematic Programme: Non-State Actors and Local Authorities

The envelope that is foreseen for local authorities looks particularly at the peer-to-peer exchanges. We are shifting our intention from the role of European partners to the role of Southern local authorities. If you look at it from a South-South angle, is another way of offering opportunities and entry points for south-to-south actors to cooperate and come with ideas, proposals and activities.

Source: Interviews

The present study takes place during the transition period between the former programme (2007-2013) and the current programme (2014-2020) which at the time of writing is defining and publishing its first Calls for Proposals. This chapter analyses firstly the provision of support to South-South and triangular cooperation under the previous programme, and secondly the lines of action that could be developed by such cooperation within the current programme.

Thematic Programme: Non-State Actors and Local Authorities in Development (2007-2013)

The emphasis of the former programme lay at national level. In the area of civil society, EUDs have focused on the promotion of projects that specifically supported either local partners or European civil society organisations (CSOs) to work in-country with local partners. To this end, partnerships were mainly formed between European and non-European organisations.

A group of multi-country projects was however also financed. These were implemented in more than one partner country, thus paving the way for support to SSC or TRC. The objectives of these projects varied and depended on the priorities laid out by the CSOs and LAs, among which the following objectives entailed working in two or more countries: defining areas with similar problems; including populations with similar problems; investigating general tendencies in a sector under different contexts; replicating successful experience in a different country, etc.

The mapping exercise uncovered a few examples of multi-country projects that included some sort of support to SSC and/or TRC under the thematic line of local authorities and civil society in Latin America and the Caribbean and whose logic or main results entailed the transfer of know-how among southern partners or emphasised the regional dimension of their objectives.

³³ Other projects identified as good examples of SSC supported by the EU have been mentioned by some EUDs while reviewing the draft report, such as the following: SEFRO, Support to ESCA 2012, PRESANCA, PRESISAN and CASAC I & II.

Table 15: Multi-country projects that support South-South and triangular cooperation in the framework of the thematic programme NSA-LA

"Human Rights, State and Civil Society: Construction of citizenship" (CRIS code 167631)

Countries: Argentina, Brazil, Paraguay, Uruguay, Venezuela, Bolivia, Chile and Peru. Implementing Partner: Morón Municipality (Argentina)

The network of Mercociudades has as an objective to achieve the participation of the municipalities of MERCOSUR member and associate states and simultaneously encourage exchange and cooperation between cities in the region. The project originates from the pioneer experience of the Municipality of Morón (seat of the Regional Coordination of the Human Rights Network Commission) in the development of public policy aimed at the promotion and defence of Human Rights, representing the first step in delimiting the strategic lines of the Commission based on the Morón experience. In particular, R1 is aimed at the strengthening of knowledge, supporting the debate on Human Rights and strengthening the ties between local states and between these and their communities. Related activities include regional workshops and exchanges of experience, as well as the use of an informational tool to communicate in network with the different cities.

Constructing strategies and actions against femicide and gender-based violence (GBV) in Central America (CRIS code 149627)

Countries: El Salvador, Honduras, Nicaragua and Guatemala

Implementing Partner: Christliche Initiative Romero E.V.

The project has as expected result 4: "A North-South and South-South exchange that has allowed familiarisation with best practices and the definition of combative strategies against gender-based violence and femicide". In relation to this, the ROM Report points out that "the added value of the regional character of the project is expressed through the importance of the exchange of information and experiences (lessons learnt), the creation of regional organisational networks, the sharing of research topics in the regional context (misogyny) and the coordination of forums and campaigns with the publication and massive disclosure of materials and information".

In the eyes of all: The Citizen Comptroller and Social Monitoring (CRIS code 258924)

Countries: Argentina, Chile, Paraguay and Uruguay

Partner: Municipal Administration of Cerro Largo (Uruguay)

The four main axes of the strategy are (results): sensitisation and strengthening of public administrations, capacity building of civil society organisations, creation of spaces of expression between public administration and citizens and exchange of best practices between municipalities of different countries.

Table 16: Projects mentioned by EUDs in the framework of the thematic programme NSA-LA

Platform for Rural Sustainable Development: strengthening alliances and flagging new paths for the promotion of rural development on ecological foundations to face the socio-economic and environmental crisis in Latin America (CRIS code 286520)

Delegation: Brazil

Description: Broaden and articulate the prevalence of civil society organisations for the reorientation of agricultural policy and programmes toward rural development based on socio-economic and environmental sustainability.

Integral participative and sustainable management for the local development of the Historic Centre and the Bay of Havana (CRIS code 345669)

Delegation: Cuba

Partner: Oficina del Historiador de la Ciudad de la Habana (OHCH)

Description: The objective of the Action is to contribute to participative and sustainable local development in Cuba, supporting the OHCH via innovation, excellence and inclusive processes to develop the territory through two participative initiatives of local development that actively incorporate the work of national and international networks.

Caribbean Local Authorities: sustainable waste management for a better life (CRIS code 227760)

Delegation: Cuba

Partner: CAMPANIA

Description: Capacity building of local authorities to empower them in solid waste management and reverse unsustainable practices among urban populations.

The following projects mentioned by the EUDs can be highlighted as significant:

Both the EU Delegation to Mexico as well as people interviewed mentioned the AL-LAS Project (the Alliance of Latin American Local Authorities for Internationalisation and Decentralised Cooperation (CRIS code 303739)) as having been particularly successful. The general objective of this action is to support the collective capacity of local authorities in Latin America, as well as their networks and associations in current international relations, to improve the quality and development of their public policies. The project is co-financed with the support of the EU with contributions from members of the network (Belo Horizonte, Mexico City, Lima, Medellín, Montevideo, Morón, Quito, CUF, FAMSI, AMAIE, ARRICOD, IFAL, the University of Rosario and the University of Yucatan, Rio de Janeiro). It is coordinated by the Government of Mexico City with the participation of various partner cities that lead specific activities.

AL-LAS has three specific objectives:

- Strengthen the institutional capacity of the local authorities of Latin America to establish a professional public policy of international relations and work as a coordinated network;
- Elaborate strategic participative plans for internationalisation as well as multi-party mechanisms for consensus building in international cooperation;
- Accompany projects of decentralised cooperation in three fields: sustainability, social inclusion and territorial appeal,

The actions promoted by the project are:

- Construction of a new and internationally active network of Latin American cities;
- Implementation of training workshops and exchanges for institutional strengthening;
- Publication of a collection of Notebooks for the Internationalisation of the Cities of Latin America; and
- Creation of a Technological Platform for the management of knowledge linked to the project's themes.

Finally, ROM reports on multi-country projects in Latin America have been scanned for possible references to South-South cooperation dynamics:

Table 17: References to South-South cooperation dynamics in the ROM reports within the framework of the thematic programme NSA-LA

Project	Partner	Excerpt
MR (2012): "Building Civil Society Capacities to Prevent Conflict at Local Level in the Andean Region"	International Alert (IA)	<u>Recommendations:</u> [...] In the little time remaining the exchange of South-South experiences between the actors should be fostered to benefit from the best experiences, positive as well as negative. Attempt to benefit from successful experiences in Colombia, developing exchanges between actors at all levels: baseline organisations, authorities and collaborators.
MR (2011): "A South-South Approach to Protecting Human Rights by Resolving Land Conflicts on Communal Land in Colombia and Guatemala"	MERCY CORPS SCOTLAND LBG	<u>Efficiency:</u> Expected Result 1: Transfer of the Colombian experience. Five transversal visits between the Fundación Darien (Colombia) and JADE were organised (final goal: 6), as well as two of the six visits planned by community leaders. A virtual network of South-South cooperation , dedicated to the exchange of knowledge of the land in Latin America was established: http://redtierra.ning.com/

Thematic Programme: *Non-State Actors and Local Authorities in Development (2014-2020)*

The Thematic Programme "Non-State Actors and Local Authorities in Development" (NSA-LA) 2014-2020 has its legal base in Regulation n°233/2014 of the European Parliament and of the Council of 11 March 2014 establishing a Financing Instrument for Development Cooperation (DCI). The DCI defines the objective of the Programme as: *to strengthen non-state actors and local authorities in partner countries and, when their actions relate to Development Education and Awareness Raising (DEAR) of European citizens, in the Union and beneficiaries eligible under the Instrument for Pre-accession Assistance (IPA) Regulation*. It can fund activities in *all developing countries*, including in countries that no longer benefit from bilateral EU development assistance (the so-called "graduated countries")³⁴.

The new thematic programme has three priorities that correspond to i) national level in the partner countries; ii) regional-global level; and iii) European level (with the latter focusing on support to projects for sensitisation and development education). The beneficiaries in the majority of partner countries are Non-State Actors, local authorities and networks.

The new thematic programme has extended the scope of the previous programme (2007-2013) in a number of ways. The number of countries covered has increased from 84 to 126 and the budget has also increased to € 1,907 billion. The programme logic includes a greater variety of both eligible partners and types of support on behalf of the EC. The aim of this new programme to more extensively promote the dynamics of SSC and TRC among NSAs and LAs in partner countries is clear. The evaluation processes have contributed to this new approach, with the URBAL III final evaluation for example expressly recommending the promotion of SSC and TRC under this thematic line.

In relation to civil society, the range of eligible partners (eligibility criteria) has gradually grown from exclusively European NSAs (2007) to local organisations in the past programme, while the current programme seeks to promote, in a given country, the participation of NSAs from other partner countries as applicants or co-applicants to encourage South-South partnerships. The promotion of peer-to-peer approaches and the expansion of the concept of Civil Society Organisations (to include for example unions) responds to a logic of facilitation of interactions, diffusion of best practices and promotion of exchanges between diverse actors from partner countries.

³⁴ European Commission (2014). *Multiannual Indicative Programme for the Thematic Programme "Non-State Actors and Local Authorities" for the period 2014-2020*

A significant aspect of this programme is Objective 2, which has a regional character and is dedicated specifically to the strengthening of regional and global networks of NSAs and local authorities (approximately 5-10% of the total budget). This drive to promote the regional and global dimensions of local authorities and NSAs originates from an evaluation of the previous programme, which concluded that multi-country projects were not taking sufficient advantage of their impact potential and recommended to elaborate a strategic, regional or structural focus.

The new Call for Proposals seeks to emphasise the role played by partner countries in global development while being managed from Brussels. Emphasising support to actors (not actions) in their task of connecting local dynamics to global dynamics will include strong promotion of the regional dimension of NSAs as networks. While supporting the organisational strengthening of these networks, the Call seeks to improve their unifying capacity, promote internal capacity building processes and improve the internal governance of the members, among others. The process is intended to build linkages between North-South and South-South Cooperation.

The foreseen envelope specifically seeks out peer-to-peer exchanges among local authorities, with a shifting focus from the role of European partners to that of Southern LAs. Partnership Agreements have been signed with 5 regional and global local authority networks.

The main good reasons to work with civil society networks or municipalities are their significant impact at different levels (national, regional and international) and the fundamental role they play in the exchange of experiences and best practices, as well as in policy dialogue. In Latin America there are three joint local authority networks that have worked to support the process of integration and municipal movement. An international association of municipalities also exists and has positioned itself very well in recent years in the context of the post-2015 dialogue, with clear transmission of the message that development runs through local development³⁵.

The evaluation mentioned above confirms this: “[*Networks and platforms*] have received favourable evaluations, although there are weaknesses. They provide permanent and necessary knowledge, networking, advocacy, training, skills development, capacity building in general, support to the definition of strategies, policies and their implementation, exchanges of best practice and dissemination of information, strengthening multiplier effects – and assist with the sustainability of the entire concept of the involvement of civil society and LAs”³⁶.

The main added value of the participation of the European Union in networks with NSAs and LAs lies in its role of exchange facilitator: “*The most important element is to formally facilitate the experiences among local authorities and civil society, which could otherwise be slow to take off. The EU is capable of imposing the framework wherein the partners can exchange experiences... The tendency is being inverted: before there were always Europeans, but now we are leaving the space to them*”.

7.3.2. DCI Thematic Programme: Instrument contributing to Stability and Peace (IcSP)

The EU has acknowledged that just as there can be no sustainable development without peace and security, without development and poverty eradication there will be no lasting peace. It has also stated that this “nexus” between development and security should inform all EU strategies and policies in order to contribute to the coherence of EU external action. Thus, when deciding on strategic cooperation priorities under this instrument, their impact on human security has been a determining factor³⁷.

The Instrument contributing to Stability and Peace (IcSP) is the main instrument under which EU support is provided to security initiatives and peace-building activities in partner countries. It came into force in 2014, replacing the previous Instrument for Stability (IfS) and several earlier instruments that focused on illegal drugs, landmines, uprooted people, crisis management, rehabilitation and reconstruction.

³⁵ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions (2013): Empowering Local Authorities in partner countries for enhanced governance and more effective development outcomes.

³⁶ Mid-Term Review (p. 62).

³⁷ Instrument contributing to Stability and Peace (IcSP) Thematic Strategy Paper 2014-2020, p.7

The IcSP can provide short-term assistance (Art. 4), for example in countries where a crisis is unfolding, or long-term support (Art. 5), notably to mitigate a variety of risks, tackle global and transborder threats and build capacity for lasting socio-economic development. Its activities complement those of the EU's geographical instruments³⁸. The main aspects of the IcSP can be seen in Table 18 below.

Table 18: IcSP components, objectives, characteristics and activities

Component	Objectives and characteristics	Activities
Art. 4. Assistance for conflict prevention, crisis preparedness and peace-building	<p>Aims to prevent conflict, support post-conflict political stabilisation and ensure early recovery after a natural disaster.</p> <p>It can only be triggered in a situation of crisis or emerging crisis, in order to re-establish the conditions necessary to the implementation of the Community's development assistance under other long-term instruments.</p> <p>Around 70% of the total budget.</p>	<ul style="list-style-type: none"> • Advancing the development of democratic and pluralist state institutions • Supporting international criminal tribunals • Promoting independent and pluralist media • Helping victims of the illicit use of firearms • Mitigating the impact of anti-personnel landmines on the civilian population
Art. 5. Addressing global, trans-regional and emerging threats	<p>Aims to assist in addressing global and trans-regional threats and emerging threats.</p> <p>Around 30% of the total budget.</p>	<p>Threats to law and order, to the security and safety of individuals, to critical infrastructures and to public health:</p> <ul style="list-style-type: none"> • Fight against organised crime • Protection of critical infrastructures • Countering terrorism • Security and climate change <p>Mitigation of and preparedness for risks, whether of an intentional, accidental or natural origin, related to chemical, biological, radiological and nuclear materials or agents:</p> <ul style="list-style-type: none"> • CBRN risk mitigation – Centres of Excellence • Bio-safety/bio-security • Border management • Export control of dual-use goods • Scientific engagement

³⁸ The scope of the activities associated with global and trans-regional threats and emerging threats is defined in Article 5 of the Regulation establishing the Instrument contributing to Stability and Peace. Article 5 falls under the remit of DG Development/EuropeAid. Activities linked to crisis management and peace-building are managed by the Foreign Policy Instrument (FPI).

The IcSP deals with problems that regularly bypass the national field of action. The IcSP Regulation is based on both Article 209 "Development Cooperation" and Article 212 "Economic, Financial and Technical Cooperation with Third Countries" of the Treaty on the Functioning of the European Union, granting the IcSP a worldwide scope of action which allows it to support global and trans-regional actions with the potential to involve all kind of countries (i.e. fragile, developing, emerging, in-transition, industrialised, candidate or potential candidate countries). The primary aim of EU assistance under Articles 4 and 5 of the IcSP Regulation is on the one hand to prevent conflict, build peace and build crisis preparedness capacities; and on the other hand to address specific global, trans-regional and emerging threats that have a destabilising effect (such as terrorism, organised crime, illicit trafficking, threats to critical infrastructure, climate change, sudden pandemics, chemical, biological, radiological and nuclear risks)³⁹. The programme thus deals with the problematics of trans-regional threats through the provision of trans-regional solutions.

It is thus in the interest of this study to identify support to SSC and/or TRC between partner countries that has occurred or is planned to occur under IcSP. With European cooperation such support is characterised by the promotion or provision of spaces for networking, partnerships, the exchange of experiences and TA among Southern partners. Both components of IcSP (i.e. short-term assistance in crisis situations and long-term support in stable contexts) have ample potential to facilitate South-South and triangular cooperation.

Evaluation of the programmatic and strategic documents revealed that in 2009 a study of the crisis preparedness component of the IfS (predecessor to the IcSP) recommended to: "[...] *Increase emphasis on organisations working in various geographical contexts in relation to thematic or transversal issues that support the capacity building of local partners and generate learning benefits for the peace-building sector as a whole*". This alludes to a clear transnational or trans-regional component that constitutes a highly enabling environment for support to SSC and TRC between partner countries.

Another statement underlines: "*Therefore, there is a continuing need to build up the EU's own capacities in this regard and to develop both concepts and operational models for EU actions in conflict and crisis situations and to ensure their compatibility and inter-operability with those of other relevant actors*". Numerous interviews highlighted one of the added values of TRC or support to SSC to be the fact that some Southern countries are equipped with more adaptable expertise than the EU on certain issues ("*in some cases countries like Chile or Mexico have experience in topics that we don't; Security is very clear...we are now working with Colombia and they are going to help us implement the programme*"). It is also well known that one of the benefits of cooperative learning is the fact that people who have gone through the process of adequately resolving a problem are better disposed to explain how they arrived there.

The current Multiannual Indicative Programme includes objectives, results and indicators for the 2014-2017 period that both implicitly and explicitly mention the promotion of SSC. As could be expected, a number of components include the exchange of experience, expertise and best practices as well as the improvement of coordination among partner country organisations. This is coherent with information that emerged in interviews during this research, which highlighted the experiences of similar South-South countries as particularly relevant (even more so than the European input) to peace-building processes. A number of objectives, results and indicators that more explicitly mention SSC or TRC are mentioned below:

³⁹ IcSP Thematic Strategy Paper 2014-2020, p.5

Table 19: IcSP components, priorities, expected results and principal indicators that explicitly mention the South-South approach

Component	Priorities	Expected results	Principal indicators
Fight against organised crime and illicit trafficking	Enhancing local ownership and consensus building on effective drug policies and operations, in particular through the improved sharing of best practices, <u>peer review</u> , embedding operational cooperation in regular political dialogue.		Number of training courses and mentoring activities (<u>train-the-trainer</u> ; on-the-job training; exchange programmes) carried out by EU and third-country experts ('North-South' and 'South-South' <u>cooperation</u>).
Maritime security	Involving likeminded countries in joint maritime security capacity building actions; [...] Mentoring activities should <u>promote the "South-South" approach</u> as much as possible.	Increased and locally driven trans-regional cooperation.	Training activities favour the train-the-trainer approach ⁴⁰ .

Detailed active examples of support to South-South cooperation include:

The Cocaine Route Programme

The Cocaine Route Programme was launched in 2009 and is implemented by international and regional organisations as well as consortia of EU Member States. The Cocaine Monitoring and Support (CORMS) body assures the coherence of the different projects and offers expert advice on organised crime. Its current focus is on transnational organised crime and drug trafficking in Latin America, the Caribbean, Africa (essentially West Africa) and Europe. The programme deals with trans-regional threats using trans-regional responses and combats organised crime through 7 projects:

Project	Objective	Areas
AIRCOP: Airport Communication Programme to strengthen anti-drug capacities at selected airports in Africa, the Caribbean and Latin America	Preventing the inflow of drugs and other illicit goods at points of entry	Trans-regional
SEACOP: Seaport Cooperation Project, strengthening cooperation in addressing maritime trafficking in West Africa, and soon the Eastern Caribbean	Preventing the inflow of drugs and other illicit goods at points of entry	Trans-regional
AMERIPOL-EU: Strengthening cooperation among law enforcement, judicial and prosecuting authorities in Latin America and the Caribbean	Facilitating the exchange of information among law enforcement agencies and judicial authorities	Latin America and the Caribbean
PRELAC: Prevention of the diversion of drug precursors in the Latin American and Caribbean region	Preventing the inflow of drugs and other illicit goods at points of entry	Latin America and the Caribbean

⁴⁰ The focus on training of trainers is coherent with South-South Cooperation.

Project	Objective	Areas
GAFISUD-EU: Supporting Anti-Money Laundering and Financial Crime Initiatives in Latin America	Preventing criminals from enjoying the proceeds of crime	Latin America
WAPIS: Facilitating the collection, centralisation, management, sharing and analysis of police information in West Africa	Facilitating the exchange of information among law enforcement agencies and judicial authorities	West Africa
AML-WA: Supporting Anti-Money Laundering and Financial Crime Initiatives in West Africa	Preventing criminals from enjoying the proceeds of crime	West Africa

The reviews of the Cocaine and Heroin Route Programmes have confirmed “[...] *the general validity and impact of the actions. On-going interventions under former Article 4.1. include programmes fighting organised crime along the cocaine and heroin routes; the proliferation of small arms and light weapons; capacity building in regions afflicted by terrorism and enhancing maritime security and safety along critical maritime routes. These programmes focus on security-related capacity building in close consultation with beneficiary countries*”.

In the case of the Cocaine Route Programme, the promotion of technical cooperation between Southern countries constitutes a tool for the achievement of long-term objectives, to which end communication, experience sharing and best practice are being promoted. Considerable numbers of Southern experts are also being mobilised and the creation of a platform of experts is foreseen in order to share experiences between countries.

The Cocaine Route Programme includes a strong component for improved communication, coordination and cooperation between partner countries. The underlying principle of the PRELAC project is the achievement of regional cooperation through workshops, experience sharing and information systems. AMERIPOL is supporting an informal regional organisation to implement an information system similar to EUROPAL which should enable units from different countries to exchange information on security issues.

As seen from the SEACOP project, meetings and regional capacity building workshops in Latin America and the Caribbean are based on the exchange of experience. An exchange between the directors of maritime agencies and the strengthening of the network is recommended.

The EU has also promoted cross-border projects in countries where the processes and issues to be addressed are very similar (and are specified through the project actions). In the case of GAFISUD, a visit from Colombia to Cape Verde, Senegal, Ghana and Nigeria was organised, resulting in the signing of a Memorandum of Understanding (MoU) between countries to bring together joint efforts.

An analysis of the two newsletters so far produced by the Cocaine Route Programme sheds substantive light on the presence of elements of support to South-South and triangular cooperation.

Newsletter 1:

- *AIRCOP: 18 members of the JAITF of Benin, Cape Verde, Gambia, Ghana, Mali, Nigeria and Togo participated in a training session from 10-13 June 2014 in Senegal concerning the import of drugs for commodities and postal services. The training was led by experts of the Senegalese, French and Belgian customs services [...] The JAITFs of Cape Verde, the Dominican Republic and Panama participated in an international operation in Brazil during the last two weeks of June during the World Cup football, at which the exchange of best practices was facilitated.*
- *AML-WA: The four countries involved in the project (Nigeria, Cape Verde, Ghana and Senegal) each received financial analysts from one of the other three in their Financial Intelligence Units during a long week of training and inter-regional activities. [...] The project team has developed an online course with the aim of presenting lessons on AML, financial investigation and the general international image and has also created a forum where students and experts could debate problems and allow peer-to-peer learning.*
- *GAFISUD: Delegations from the 16 Member States of GAFISUD (Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Cuba, Ecuador, Guatemala, Honduras, Mexico, Nicaragua,*

Panama, Paraguay, Peru and Uruguay) and Interpol undertook a biannual exercise concerning typologies from 20-22 May 2014. This provided an opportunity to present the case studies that were of interest to the region and which promoted cooperation between participating countries. [...] The Inter-institutional Seminar for police and prosecutors specialising in money laundering and organised crime was the culmination of the closest cooperation efforts between the two projects that were initiated in 2013. Experts from Italy, Spain and the United Kingdom provided support during the event, which also included presentations by an Argentinean judge and a General Prosecutor from Uruguay.

- *SEACOP: Following a successful meeting last year with the Colombian authorities SEACOP is promoting a cooperation agreement so that Colombia can provide expert support to SEACOP in future.*

Newsletter 2 of the programme was published in February 2015 with the editorial title: *Champions of South-South Cooperation*⁴¹. The newsletter described in detail the incentives being provided in Colombia and Nigeria to South-South Cooperation in the framework of the programme. Additional reference was made to triangular cooperation that Colombia would like to develop with the European Union.

- **AMERIPOL:** Judges from Argentina and Venezuela similarly developed a presentation of a joint investigation which was established within the context of the project *Operation Toto-Tiburón* as an example of best practices in police, prosecutor and judicial cooperation in drug trafficking and asset laundering.
- **GAFILAT-EU: Activities:** Internships for Exports of Financial Intelligence Units of Cape Verde, Ghana, Nigeria and Senegal were organised at the Colombia UIAF (in coordination with AML-WA) in Bogotá from 4-8 August 2014. Similar internships for UIF experts from Cape Verde were held at the COAF in Brasília (also in coordination with AML-WA) from 26-28 August 2014. An International Workshop on Risk-Based Supervision was held for financial supervisors from Ecuador, Bolivia, Costa Rica, Guatemala, Honduras, Nicaragua and Panama on 23-25 September at which presentations were given by experts from Peru and Mexico and the team from GAFILAT-EU Guayaquil (Ecuador). Lastly a workshop on Financial Intelligence was held from 7-9 October in Managua for representatives of the Financial Intelligence Units of Nicaragua, Costa Rica, Guatemala, Honduras and Panama at which presentations were given by experts from the UIAF of Colombia.
- **SEACOP:** A coordinated effort is already being made in South Africa (particularly in Cape Town) where lessons can be learnt from the approach implemented in the other three countries.

The European Union brings added value to these projects in the form of both financial capacity and European experience, which in turn inspires experiences in the region (such as the case of AMERIPOL and EUROPOL) as well as the establishment of a platform for exchanges.

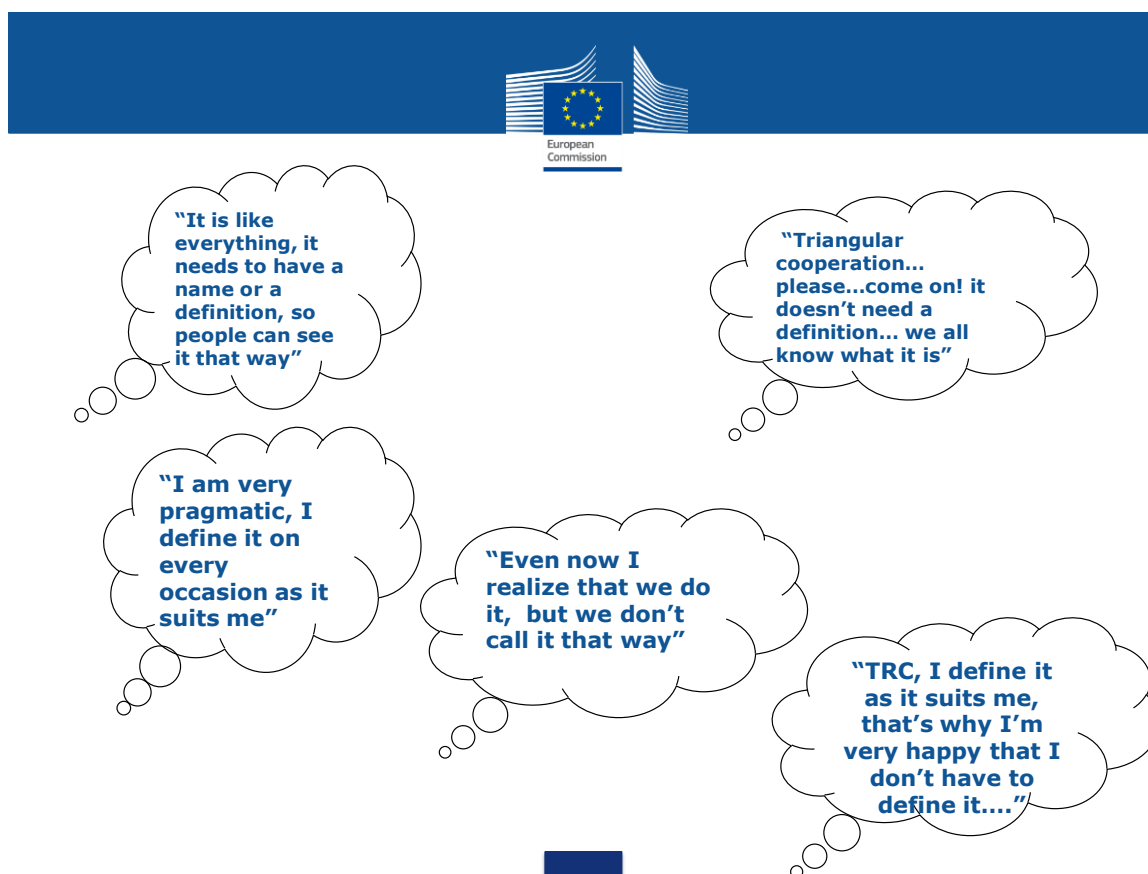
8. Conclusions and recommendations

8.1. On the terminology “South-South Cooperation” and “Triangular Cooperation”

Similarly to what was observed in the ToR, the study identified varying interpretations among DEVCO services of the concepts of SSC and TRC and in some cases even a clear rejection of the latter term. Figure 8 presents some of the comments made by the respondents:

⁴¹ <http://www.cocaineroute.eu/wp-content/uploads/2015/02/FINAL-Newsletter-2-ES1.pdf>

Figure 8: Status of the conceptual debate around SSC and TRC within EC services



The conceptual challenges surrounding both definitions exist in all environments and among all donors (UN, OECD, SEGIB, etc.). This is mainly due to their status as conceptual processes that are under continuous construction and mutation. Terms used to describe SSA and TRC included "the cosmovision", "Official Development Assistance (ODA)", "International Cooperation" and "Development Cooperation".

Some of the study respondents highlighted that the term "triangular cooperation" seemed to be in some way sense reviled, perhaps due to the fact that it was associated with the *triangular trade of African slaves and the enrichment of European colonists during the 19th century*⁴².

Interestingly, the EC seems more inclined to use the term SSC than that of TRC. However, the EC is not a South-South cooperation player as such and from the moment it becomes involved the cooperation becomes triangular.

By using the term "support to SSC", the EC also aligns itself with other donors that consider TRC to be an instrument of support to SSC, as is the case of Spain and SEGIB (as described in the relevant chapters). In other forums however (e.g. in the case of Germany), TRC is rather considered a link between North-South and South-South cooperation.

The EC's choice to use the term "support to SSC" also reflects its political mandate to support regional integration. The Agenda for Change refers to the link between regional integration and South-South initiatives as follows:

⁴²<http://vanesa-ecosdelpasado.blogspot.be/2012/04/el-comercio-triangular-de-esclavos.html>

"**Regional development and integration** can spur trade and investment and can foster peace and stability. The EU should support regional and continental integration efforts (**including South-South initiatives**) through partners' policies in areas such as markets, infrastructure and cross-border cooperation on water, energy and security. Support will be offered to tackle gaps in competitiveness as part of the EU's substantial and growing **Aid for Trade activities, Economic Partnership Agreements** and **other free trade agreements** with developing regions".

It can therefore be surmised that the EC interprets the promotion of regional integration in Latin America and the Caribbean as a form of South-South cooperation.



In the South however, the EC's presence is felt in regional programmes, bilateral cooperation and the thematic lines and is therefore perceived to be characteristic of triangular cooperation. From a Southern viewpoint, the triangular perspective is clearly defined.

A large number of official EU documents refer to both terms:

European Parliament Resolution, 2013:

"Urges the EU and the MS to support SSC initiatives and to participate in TRC projects where the BRICS countries are present".

Council conclusions on the EU contribution to the High-Level Event on SSC and Capacity Development, Bogotá (2010):

"The cooperation of developing countries between themselves or with emerging economies is normally known as "South-South cooperation"; when SSC includes the support of one or more developed countries, it is known as "triangular cooperation".

In fact the DCI does not mention triangular cooperation, but does mention SSC.

The Development Cooperation Instrument 2014-2020:

*"Evaluations of **current (2007-2013) continental programmes** in Latin America have consistently shown their value, particularly in terms of improving capacities of local counterparts, access to services and evidence-based changes in policies and regulations. Programmes have also earned credibility with political and social leaders, with scaling-up of results achieved and strong links with continuity plans by partner governments. Current regional programmes have focused to an important extent on knowledge transfer and peer learning (between the EU and Latin American countries, but also among Latin American countries). Such an approach is relevant for **addressing the different development needs of all countries in the region, in particular poverty reduction**. It allows ample scope for **South-South cooperation**, and for fostering regionally owned solutions to regional challenges.*

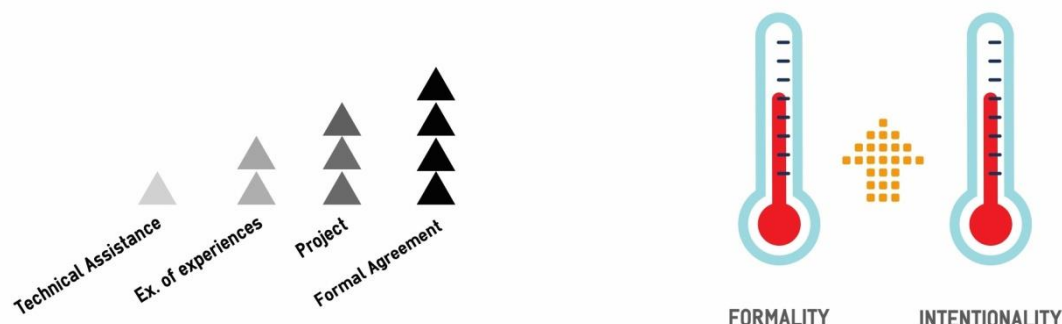
*The EU should **build on this experience** in light of the **new regional context** and policy framework (I.2).*

*Moreover, **South-South cooperation** between countries in the region and other Latin American countries will be promoted (II.5)".*

In summary, the EU's perceptions of triangular cooperation tend to coincide with a strict model of triangulation. For triangular cooperation to exist, there must be a high degree of formality (emphasis on contractual and/or administrative aspects) as well as a high degree of intent (i.e.

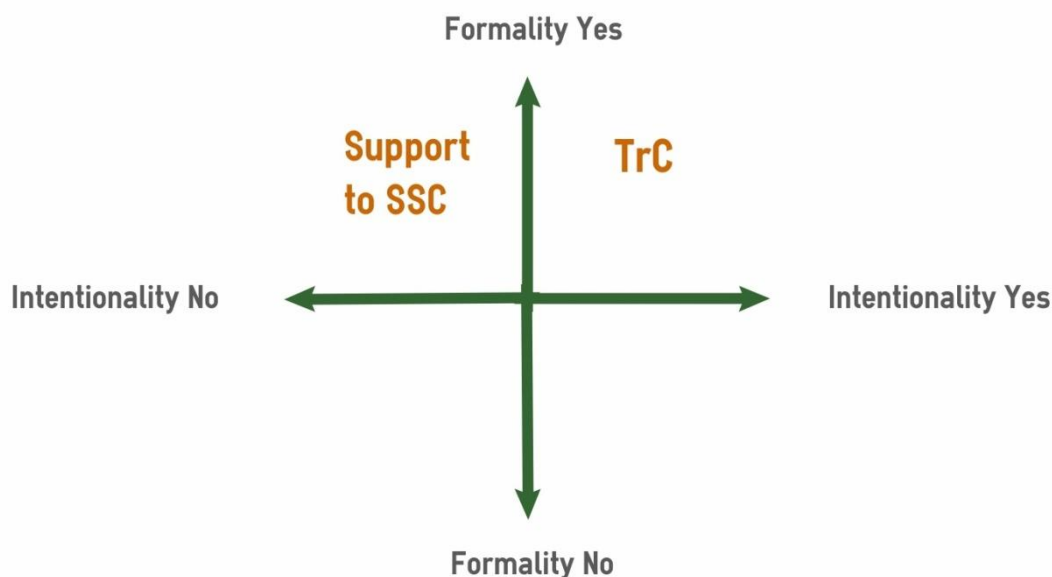
where the promotion of triangular cooperation is not explicitly expressed, it is not recognised).

Figure 9: Elements included in the concept of triangular cooperation as perceived by the EC



Surprisingly South-South expertise mobilised by European cooperation is considered neither SSC nor TRC by EC officials. Thus, in the diagram below, it would fit in the space where there is neither intentionality nor formality. In some cases, technical cooperation between partner country officials is considered neither South-South nor triangular cooperation.

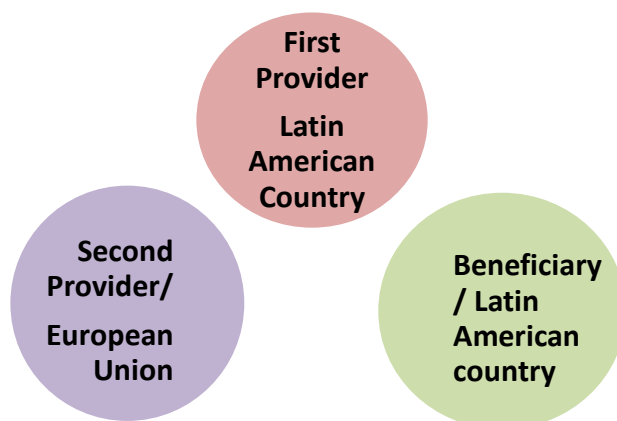
Figure 10: Influence of Intentionality and Formality on SSC and TRC within the European Commission



When TRC is considered in the context of new relationships with middle-income countries, a defining factor in its classification as triangular is the contribution of resources by a provider from the region. On occasion, cooperation is only considered triangular when both contribute equal amounts of technical and financial cooperation. In cases where triangulation implies financial cooperation on behalf of the EU and technical cooperation on behalf of the partner country, doubts arise as to whether the cooperation is truly triangular due to the risk of the EU becoming a "mere financier" of SSC.

However, in obvious cases (such as regional programmes) where triangulation has occurred, it remains uncustomary to employ the term. This very strict conceptual approach is unusual in forums where experiences of horizontal triangular cooperation are being developed (whether in the United Nations or among the EU Member States themselves). Cases where there are three roles: first provider (financial and/or technical), second provider (financial and/or technical) and beneficiary, are more frequently considered to be triangular cooperation.

Figure 11: Description of the distribution of roles within Regional Programmes



This is the situation most commonly found in the case of Regional Programmes.

When referring to either SSC or TRC, the Commission services are recommended to take a pragmatic approach and to use flexible terminology that is broadly accepted in the international ODA context given that *de facto* the Commission has been involved in both types of cooperation for some time now.

8.2. Possible Methods of Triangular Cooperation

In general, successful TRC that has so far been developed (in Regional Programmes as well as among EU Member States) assumes the concept of *horizontality*. This is *demand-driven* and both corresponds to and seeks complementarity with the partnerships to which all actors in the triangulation contribute. The prevailing OECD evaluation criterion that is applied to South-South and triangular cooperation mechanisms in the context of regional programmes and bilateral cooperation is that of effectiveness.

EFFECTIVENESS

There is a rich conceptual debate within DEVCO and it is important to nourish future decisions regarding the quality of the triangulations that can be established, as per the image below:

Figure 12: Conceptual debate within the EC services as a positive element for future decision making



Lessons Learnt from the conceptual debate within • DEVCO:

Two importante elements
**INTENCIONALITY and
FORMALITY**

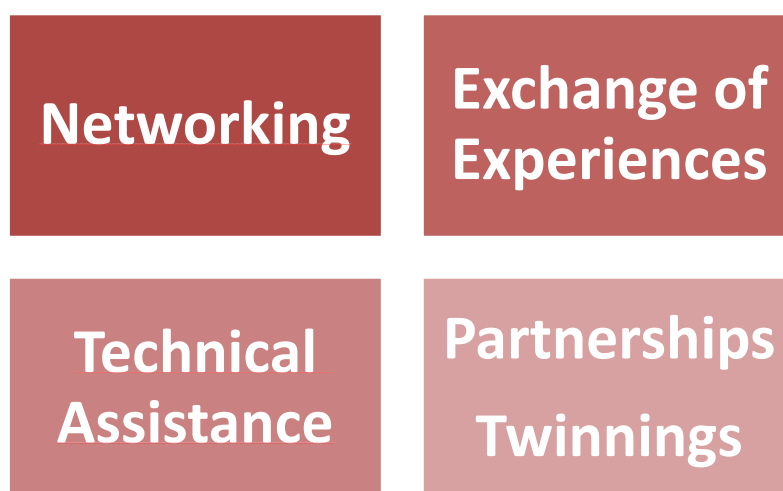
**The debate is a good nutrient for
future decision making.**

**It is important to safeguard a
High quality for the triangulations**



It would be advisable for DEVCO to move toward a comprehensive and flexible working definition around 4 modalities of triangular cooperation: Networking, Exchange of Experiences, Technical Assistance and Partnerships/Twinings (see Figure 13). Such a definition would help practitioners, programme managers, desk officers, beneficiaries and stakeholders in general to adopt a common approach to the initiatives as well as to count on a common terminology for follow-up and monitoring.

Figure 13: Four potential modalities for classification of TRC at DEVCO



It would also be advisable to incorporate objectively verifiable indicators, both quantitative and qualitative, for SSC and TRC in the reporting and monitoring system. It would appear most convenient to re-incorporate them into the ROM system as well as exploring ways to include them in the Terms of Reference of evaluations.

8.3. Relevance of developing South-South and triangular experiences: countries and sectors

One purpose of this study was to define which countries and which sectors would be interested in developing South-South and triangular experiences. The report responds to this question based on various sources; mainly the circulated questionnaire, interviews with Desk Officers at DEVCO and the information obtained at the meeting organised by the External Action Service.

The following two figures show the information collected by this study as regards the potential interest expressed by countries of the region in cooperating with other partners in SSC or TRC models, as well as their sectors of interest. It should be noted that no distinction has been made between whether their interest lies in playing the role of provider or that of recipient.

The figure below illustrates the possible partners:

Central American region (as shown in the diagram below);

- *Trans-regional logic*: Mexico and Brazil have shown interest in cooperating with partners from other regions (Africa and Asia). The diagram below shows how these trans-regional collaborations can be linked to specific sectors in which another country has relevant experience (such as Haiti and Vietnam);
- *Regional integration*: Besides the geographical and sectoral logic (which overlap to some extent as shown in the diagrams above and below), there is also interest in promoting regional integration processes (e.g. the case with Bolivia with ALBA countries).

The map below documents the sectors in which Latin American and Caribbean countries are interested to cooperate both as providers and as recipients in either South-South or triangular mechanisms. Some countries such as Jamaica focus on interrelated sectors (the environment, climate change and rural development), while others (such as Mexico) are interested in social cohesion, disaster prevention, energy, infrastructure and health. On some occasions the interest in cooperating with certain countries is linked to particular sectors: i) Haiti with Vietnam in agriculture; ii) Brazil with PALOP countries in human rights, with Bolivia in social sectors, and with Cuba in issues related to the rights of sexual minorities; and iii) Chile with Central America in security, with Paraguay in taxation and with Haiti in food security. EC services showed their interest in developing TRC experiences in energy (clean and renewable) and security. As well as being priority sectors for European cooperation, energy and security are also sectors in which some Latin American and Caribbean countries have valuable expertise (e.g. Costa Rica and Panama) that could be shared with others. In particular, Costa Rica could contribute to natural resources and climate change while Panama could share its experience (new to the region) in penitentiary systems and reintegration⁴³.

⁴³ Source: EC Services comments to the Draft Report.

Figure 4: Potential sectors for SSC and TRC cooperation initiatives in Latin America and the Caribbean



8.4. Experience of the Advantages and Disadvantages of the establishment of SSC and TRC: Added value for the EU

As regards the advantages and disadvantages of developing support mechanisms for South-South cooperation in Latin America and the Caribbean, the European Commission's services largely correspond with the visions of bilateral and multilateral donors as well as with academic literature on the subject. These highlight that cooperation between Southern players increases

ownership of the action performed since the players are on an even playing field that generates peer-to-peer learning. The beneficiaries of the action generally tend to be open to experiences in similar contexts and are likely to welcome those whom they perceive to have superior knowledge of the situation in the region since they share the same historical and cultural roots, similar economic conditions and (in most cases) the same language.

Also highlighted is the importance of encouraging South-South cooperation for promoting not only regional integration (a priority objective of the European Union) but also self-development in the region by bolstering associations between players at different levels of development. It additionally benefits countries who are both donors and recipients, thus breaking through the traditional "donor-recipient country" dichotomy.

As regards triangular cooperation, the opportunity to combine expertise from Latin America and the Caribbean with that of Europe seems evident in terms of its potential for good efficiency and effectiveness. Specific sectors that are known to work well with this modality include energy, social cohesion and human rights. Reference is also made to greater knowledge of some sectors among Latin American countries than in Europe, for instance of citizen security. The European Union could share its solid experience as a donor in international development cooperation while capitalising on the experiences of its Member States in triangular cooperation and positioning itself as an innovative donor. As emphasised by the Agenda for Change, this is especially relevant to new "graduate countries" since it would enable the continuation of bilateral relations with countries that no longer engage in bilateral cooperation while responding to demands on behalf of certain countries who call for a shift toward a more horizontal relationship with the EU.

Regarding the potential disadvantages of promoting SSC and TRC, views also concur with other donors and with what is indicated in the academic literature on the subject, although the EC has certain specific views. Firstly, it fears a loss of control, leadership and visibility and the risk of becoming a mere financier of various actions. It is also wary of the participation of countries in the South as providers/donors, in that they may lack the commitment and structural strength to maintain cooperation interventions that could in turn affect the beneficiary countries. The potential for monopolisation of the provision of cooperation by just a few countries is also feared.

Generally speaking, the risk of negative effects on management, coordination etc. is linked to the entry of new players in the South. Views from the field include a fear of "nepotism", rooted in the fact that in some small regions the experts know each other and could collaborate to the detriment of innovation. Lastly, both in the field and at headquarters, reference is made to the regulatory difficulties that may stem from the current definition of funding tools, and particularly from the Commission's action as a "second provider" in the terminology used in triangulation mechanisms.

When referring to either SSC or TRC, the Commission services are recommended to take a pragmatic approach and to use flexible terminology that is broadly accepted in the international ODA context given that *de facto* the Commission has been involved in both types of cooperation for some time now. It is recommended that DEVCO formulate a comprehensive and flexible definition valid for all regional programmes of the following types of TRC: Networking, Exchange of Experiences, Technical Assistance and Partnership.

It would also be advisable to have both quantitative and qualitative monitoring indicators for SSC and TRC and to request their analysis by evaluations. This would benefit the monitoring, assessment and visibility of these actions. As regards the risks involved in making further progress on TRC methods it is recommended to maintain high standards in the various TRC prerequisites, both to ensure the technical quality of the triangulations and, from a political standpoint, to ensure that the EU plays its desired role in this type of cooperation.