ENHANCING MANAGEMENT PRACTICES IN SOUTH-SOUTH AND TRIANGULAR COOPERATION

STUDY ON COUNTRY-LED PRACTICES

United Nations Office for South-South Cooperation

JICA

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FOREWORD

LEVERAGING THE CURRENT GLOBAL development cooperation environment, emerging countries are exploring new avenues for fostering development cooperation. South-South and triangular cooperation are playing a greater role than ever before in tackling the daunting challenges faced by developing countries.

With just two years to go until the 2015 target year of the Millennium Development Goals, global demand is at an all-time high for successful South-South and triangular development solutions.

In November 2012, international partners began implementing the project 'Capacity Development in Management of South-South and Triangular Cooperation'. The partners include the Brazilian Cooperation Agency of the Brazilian Ministry of Foreign Affairs (ABC) and the Japan International Cooperation Agency (JICA) together with the United Nations Office for South-South Cooperation (UNOSSC), with financial support from the Japan-UNDP Partnership Fund. The aim of the project aims is to develop the capacity of Southern practitioners engaging in technical cooperation, including South-South and triangular cooperation.

One of the most important activities of the project, peer-learning training on management of South-South and triangular cooperation was held in March 2013. Participants at this event requested careful analysis of the cases shared during the training, echoing the global interest in good solutions offered by South-South and triangular cooperation to development cooperation. In a direct response to the request, this study was commissioned by long-time partners JICA and UNOSSC. The study details objectives, rationale, roles and responsibilities of concerned parties and other specifics of managerial arrangements and practices that contribute to our understanding of how to more effectively implement South-South and Triangular cooperation.

We would like to extend our sincere appreciation to the representatives of the Brazilian Cooperation Agency and every organization engaged in the cases analysed in this study. Without their kind cooperation and advice, this work would not have been possible.

We hope that this study will offer food for thought to all those interested in learning more about dynamism of South-South and triangular cooperation and lead to their improvement to better serve to the poorest and vulnerable communities in the developing countries.

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TABLE OF CONTENTS

TABLES AND FIGURES

ACRONYMS AND ABBREVIATIONS

ABC	Agência Brasileira de Cooperação
ACMECS	Mekong Economic Cooperation Strategy
AGCI	Agencia de Cooperación Internacional
AMEXCID	Agencia Mexicana de Cooperación Internacional para el Desarollo
BAPA	Buenos Aires Plan of Action
CePED	Centre de Partenariat et d'Expertise pour le Développement Durable
CSO	Civil Society Organization
Embrapa	Brazilian Agricultural Research Corporation
ENAP	Escola Nacional de Administração Pública
FOSIS	Solidarity and Social Investment Fund
FSA	Faculté des Sciences Agronomiques de l'Université d'Abomey-Calavi
Fundecooperación	Foundation for Sustainable Development
HR	Human resources
IEC	Information Education and Communication
INBio	National Biodiversity Institute
JBPP	Japan-Brazil Partnership Program
JICA	Japan International Cooperation Agency
LAC	Latin America and the Caribbean
LDC	Least developed countries
M&E	Monitoring and evaluation
MIC	Middle-income countries
MIDELAN	Ministry of Planning and Cooperation
MYFF	Multi-year funding framework
NGO	Non-governmental organization
NMC	National Mushroom Center
ODA	Official development assistance
OECD-DAC	Organization for Economic Cooperation and Development – Development Assistance Committee
PP	Partnership Program
PPP	Public-private partnership
PRO	Public relations officer
PSC	Programme for South-South Cooperation on Sustainable Development
PSSC	Partners in South-South Cooperation
QCPR	Quadrennial Comprehensive Policy Review
RBM	Results-based management

SAG	Agriculture and Livestock Service
SAGA	Semiautonomous Government Agencies
SDAs	Sustainable Development Agreements
SDS	Sustainable Development Secretariat
SOP	Standard Operating Procedures
SS-GATE	South-South Global Assets and Technology Exchange
SRE	Secretaría de Relaciones Exteriores
TCPR	Triennial Comprehensive Policy Review
TCTP	Third Country Training Programs
TICA	Thailand International Cooperation Agency
UN	United Nations
UNDP	United Nations Development Programme
UNOSSC	United Nations Office for South-South Cooperation
WSSD	World Summit on Sustainable Development

EXECUTIVE SUMMARY

THE SIGNIFICANT PROGRESS IN achieving development goals, the rapid expansion of economic activities, and the deepening of South-South relations have motivated developing countries to actively share their experiences and engage in development cooperation initiatives with their peers. All countries, regardless of their current economic development status, have unique experiences to offer and stand to gain through the various types of horizontal investment, trade, technical exchanges and expertise exchanges. Capacity constraints have not stymied the resourcefulness of developing countries in producing relevant contributions to South-South and triangular cooperation (SSC/TrC) and creating innovative forms of SSC/TrC management. Nonetheless, these countries still face many challenges in managing the increasing development cooperation flows, scaling up initiatives, and realizing the full potential of SSC/TrC in line with their national priorities and their partners' priorities.

Delegates at the 2008 High-level Directors-General Meeting on South-South Cooperation recognized the need to enhance the management practices of development cooperation agencies and other entities in charge of South-South and triangular cooperation in order to consolidate and scale up results. Following the meeting, the Brazilian Cooperation Agency (ABC) confirmed its support to these organizations, particularly those of the least developed countries (LDCs), and pledged to enhance their managerial skills in SSC/TrC. Next, ABC formulated a partnership proposal with the technical contribution from other developing countries, and the United Nations Office for South-South Cooperation (UNOSSC) joined this commitment. In November 2012, ABC, the Japan International Cooperation Agency (JICA), and UNOSSC - supported by the Japan-UNDP Partnership Fund - launched the project 'Capacity Development in Management of South-South and Triangular Cooperation.' The aim of the project is to develop the capacity of practitioners engaging in technical cooperation, including SSC/TrC, in middle-income countries (MICs) and least developed countries (LDCs), and to improve the quality of that technical cooperation.

This study analyses how enhanced management practices in SSC/TrC (i.e. legal and institutional frameworks, institutional management and coordination mechanisms, project and programme management, human resources management and communication skills) have helped to yield visible results, scale up projects and contribute to the sustainable development of countries. The study focuses

on the lessons learned from concrete in-country examples presented during the first peer-learning Training on Managing SSC/TrC held in Brasilia, 11-15 march 2013 (part of the project "Capacity Development in Management of South-South and Triangular Cooperation), thus contributing to increase knowledge-sharing and learning on SSC/TrC management, and to formulate evidence-based policies.

The study presents six experiences of how development cooperation agencies and other organizations in charge of SSC/TrC in Benin, Bhutan, Brazil, Chile, Mexico, Costa Rica, Japan, Kenya, and Thailand introduced enhanced management practices in SSC/TrC. It further addresses key questions about SSC/TrC management practices:

- How did these management practices contribute to the achievement of the expected results?
- How can management practices positively influence the following key aspects of SSC/TrC[1]: i) demand-driven approach, ii) ownership and leadership; iii) broad-based partnership; iv) innovation; v) efficiency and effectiveness; vi) sustainability; and vii) scalability?

The methodology of the study adopted a participatory approach. A concept note containing the analytical and methodological approach was prepared by the author and reviewed by JICA and UNOSSC, with contributions from the Brazilian Cooperation Agency. This concept note was further shared with representatives of development cooperation agencies and other organizations in charge of SSC/TrC, who participated in the first peer-learning Training on Managing SSC/TrC. The author then conducted a desk review and analysis of key documents, videos and notes prepared by the countries for the training, among other relevant materials. In-person and online interviews centered on the six country experiences were conducted with representatives of development cooperation agencies and other organizations in charge of SSC/TrC. The interviews also helped delineate the scope of each key aspect of SSC/TrC, based on the countries' experience in managing SSC/TrC initiatives.[2] The advanced draft

1 Identified by the case study support team in UNOSSC, and inspired by the general principles enshrined in the Nairobi outcome document of the High-level United Nations Conference on South-South Cooperation, adopted by the United Nations General Assembly on 21 December 2009.

2 Some of the key aspects identified are common to SSC/TrC as well as other modalities of development cooperation. Whenever this is the case, the guiding research questions prepared for this study helped define the unique attributes of SSC/TrC more clearly. The guiding research questions were developed based on declarations, studies, global and regional SSC/TrC processes (including the High-Level Meeting on SSC/TrC), and were inspired by the general principles contained in the Nairobi Outcome Document (2009). The guiding research questions are available in Annex 1.

of the study was discussed with ABC, JICA, UNDP and UNOSSC, and with collaborators in the organizations featured in the study and in UNDP.

The experiences analysed provide lessons to countries interested in how to develop, expand or enhance their capacity in SSC/TrC management. These lessons convey both the successes and the challenges faced by these countries when introducing enhanced management practices. Though these lessons may be applicable to other countries' experiences, they should not be generalized to all SSC/TrC initiatives. The main lessons learned from the six case studies are:

ENHANCING MANAGEMENT PRACTICES IN SSC/TRC IS AN ONGOING TRIAL-AND-LEARNING PROCESS. The case studies show that partners spent many years strengthening the relationship and developing the necessary managerial infrastructure to run joint programmes, projects and other SSC/TrC initiatives, and those efforts to perfect this infrastructure are still underway.

ORGANIZATIONS IN CHARGE OF SSC/TRC BENEFIT FROM LEADERSHIP WITH CLEAR AND STRONG INSTITUTIONAL MANDATES. The domestic development challenges that SSC providers still face coupled with growing pressure on domestic resources pose difficulties for the governments in these countries when they tried to communicate the rationale for SSC/TrC and justify such initiatives to their parliaments and society. The case studies show how clear mandates and accountability lines can help mainstream SSC/TrC across the government, and how leadership can prompt public support for innovative modalities of SSC/TrC. Leadership can catalyze political and public support in favor of such initiatives.

LIGHT, AUTONOMOUS, AND DECENTRALIZED INSTITUTIONAL ARRANGEMENTS FACILITATE THE RAPID IMPLEMENTATION OF SSC/TRC INITIATIVES TAILORED TO PARTNER COUNTRIES' NEEDS. Development cooperation agencies have a central role in linking the expertise available across the government and beyond with the demand for cooperation in the partner country. The case studies demonstrated how dedicated units for SSC/TrC management within development cooperation agencies coupled with domestic/international collaborative networks can be maintained with relatively low inputs.

INTEGRATED COORDINATION MECHANISMS FACILITATE THE DELIVERY OF THE SSC/TRC EXPECTED RESULTS. SSC/TrC providers often face coordination challenges, as often multiple ministries and actors are involved in delivering development cooperation. Likewise, ensuring policies from different areas of

government do not undercut or contradict one another is a key factor for the successful delivery of development cooperation. Coordination mechanisms are critical to ensure the consistency and coherence of SSC/TrC initiatives. The cases show examples of how coordination at the working level can support SSC/TrC initiatives, and establish upstream linkages with policy making.

COORDINATION MECHANISMS IN THE PARTNER COUNTRY'S DEVELOPMENT PLANNING PROCESS CAN FURTHER HELP DELIVER THE SSC/TRC EXPECTED RESULTS. One of the key challenges concerning effective coordination of development cooperation is that SSC/TrC is often led and dealt with by the Ministries of Foreign Affairs, while other forms of development cooperation are usually dealt with and managed by the Ministries of Finance and/or Planning. The case studies provide examples of SSC/TrC integration with the development planning process in partner countries with regards to the coordination of development projects and their alignment with national strategies and priorities. They further highlight the importance of these countries to prioritize requests for SSC/TrC according to their own development plans and strategies

DOMESTIC EXPERIENCES CAN BE ADAPTED TO INTERNATIONAL COOPERATION FOR DEVELOPMENT AND DIFFERENT COOPERATION MODALITIES CAN BE COMBINED, INNOVATING SSC/TRC. The legal framework that governs development cooperation can create an enabling environment for innovative SSC/TrC management. The case studies highlighted the need for legal frameworks that allow for more flexible development cooperation spending and cost sharing arrangements, and the combination of different modalities, thus offering more options to the management of SSC/TrC.

NON-STATE ACTORS CAN BE A RESOURCE NOT ONLY IN THEIR CAPACITY AS DELIVERERS OF SSC/TRC BUT ALSO AS DEVELOPMENT ACTORS IN THEIR OWN RIGHT. The involvement of organizations beyond central governments in the management of SSC/TrC varied considerably in the case studies. Overall, the case studies analysed tend to emphasize government-to-government projects with fewer robust mechanisms to engage with non-state actors beyond project execution.

COMPLEMENTARITY BETWEEN NORTH-SOUTH AND SOUTH-SOUTH COOPERATION IS ENHANCED WHEN PARTNERS EXCHANGE KNOWLEDGE ABOUT DEVELOPMENT SOLUTIONS AS WELL AS OFFICIAL DEVELOPMENT ASSISTANCE (ODA) AND SSC/TRC MANAGEMENT. North-South and South-South cooperation can

complement and leverage each other through different mechanisms and approaches. The case studies show examples of both harmonized management practices, and more autonomous (e.g. with fewer codified and common practices) approaches to TrC management. In both cases, the trust fostered among the partners throughout the years created an enabling environment for the exchange of knowledge on development solutions and management practices.

HUMAN RESOURCES DEVELOPMENT AND INVOLVEMENT OF PROFESSIONALS OUTSIDE THE GOVERNMENT ARE VITAL TO OVERCOME CAPACITY 'CEILINGS' AND TO THE LONG-TERM SUSTAINABILITY OF SSC/TRC INITIATIVES. SSC providers often face capacity constraints in relation to the availability of public sector expertise and to the management of SSC/TrC. Investments in training on functional/technical skills, mentoring programmes, performance assessments and other initiatives can help attract and retain qualified human resources for SSC/TrC. The increased use of professionals from academia, local governments, civil society organizations and the private sector can further expand the supply of SSC/TrC. The case studies pointed to the need for capacity development, performance appraisal and information systems to be embedded in human resources policies, conferring more institutional stability over time and across changes of government.

AN INTEGRATED, RESULTS-BASED COMMUNICATIONS STRATEGY INCREASES THE VISIBILITY OF SSC/TRC AND FACILITATES ITS IMPLEMENTATION. Communications help mainstream SSC/TrC policy in the government and raise awareness of how SSC/TrC can help deliver national development goals by capitalizing on existing programmes and activities, and by leveraging partnerships.

Enhancing management practices in SSC/TrC is an ongoing process that demands continued investments in investigation, research and debate. Additional research and documentation of experiences and challenges in managing SSC/TrC would contribute to expanding the knowledge base on how to manage SSC/TrC more effectively. These case studies could focus on each priority area for capacity development in SSC/TrC management, allowing for comparisons among the different models and lessons learned. Such information can be easily gathered, synthesized and made accessible to other countries facing capacity constraints to managing the increasing development cooperation flows, scaling up initiatives and realizing the full potential of SSC/TrC. The United Nations, through UNOSSC and UNDP, could facilitate this process in

partnership with locally-based actors in governments, academia, civil society organizations and the private sector.

Other possible efforts for moving the debate in SSC/TrC management forward are using existing online platforms and communities of practices to share experiences in SSC/TrC management. A community of practice for SSC providers could be managed by UNOSSC and UNDP. The community of practice could build on existing spaces such as the Directors-General online space and the 3-in-1 Multilateral South-South Support Architecture. It could be used to deepen the debate on selected topics in SSC/TrC management, share and access information, and/or to engage in peer-to-peer learning and peer review on a regular basis. The High-level Forum of Directors-General for Development Cooperation, as well as the project 'Capacity Development in Management of South-South and Triangular Cooperation' could be used to further deepen the debate, define common priorities, develop joint agendas and follow-up mechanisms, and coordinate efforts on SSC/TrC management ahead of and in-between global meetings on development cooperation on a more regular and permanent basis.

INTRODUCTION

DELEGATES AT THE 2008 High-level Directors-General Meeting on South-South Cooperation recognized the need to enhance the management practices of development cooperation agencies and other entities in charge of South-South and triangular cooperation in order to consolidate and scale up results. Following the meeting, the Brazilian Cooperation Agency confirmed its support to these organizations, particularly those of the least developed countries, and pledged to enhance their managerial skills in SSC/TrC. Next, ABC formulated a partnership proposal with the technical contribution from other developing countries, and the United Nations Office for South-South Cooperation (UNOSSC) joined this commitment. In November 2012, ABC, the Japan International Cooperation Agency, and UNOSSC - supported by the Japan-UNDP Partnership Fund - launched the project 'Capacity Development in Management of South-South and Triangular Cooperation.' The aim of the project is to develop the capacity of practitioners engaging in technical cooperation, including SSC/TrC, in middle-income countries and least developed countries, and to improve the quality of that technical cooperation.

A project planning workshop, held in Brasilia 10-11 January 2013, identified the supply and demand of capacity development needs in SSC/TrC. Representatives from 26 development cooperation agencies, among other entities with SSC/TrC mandates, discussed the areas for capacity development in SSC/TrC management in their countries and shared examples of practical experiences within each area. These areas had been pre-identified in the project document. A needs assessment survey provided to development cooperation agencies and other entities in charge of SSC/TrC in 80 countries further confirmed the capacity development areas. The needs assessment survey was conducted through questionnaires sent to the SSC/TrC focal points in the local government by the Brazilian Embassy in the country. Nearly 25 percent of the questionnaires were answered, providing a strong framework for assessing the capacity development needs of these institutions.

The planning workshop was followed by the first peer-learning Training on Managing SSC/TrC, held in Brasilia 11-15 March 2013. During the training, thirty-five participants from 33 middle-income countries and least developed countries discussed practical experiences regarding SSC/TrC management. These experiences were clustered in five priority areas for capacity development

in SSC/TrC management: i) legal and institutional framework; ii) institutional management and coordination mechanisms; iii) project management; iv) human resources skills; and v) communications skills and tools. The three partners further selected 18 country experiences showcasing these five themes, and invited representatives from these countries to impart their experiences in the form of case studies during the training.

These international meetings and the project 'Capacity Development in Management of South-South and Triangular Cooperation' confirm the growing desire of developing countries to systematize and share their experiences in managing SSC/TrC. Upcoming events include the sixth Global South-South Development Expo, taking place in Nairobi, Kenya, 28 October to 1 November 2013, and the second peer-learning Training on Managing SSC/TrC, a few weeks later in Brasilia, Brazil, 25 to 29 November 2013.

This study was commissioned as part of the effort to compile practical experiences on SSC/TrC management presented during the first peer-learning Training on Managing SSC/TrC. It responds to the demand for the systematization and analysis of country-led, policy-relevant practices in SSC/TrC management.

The objective of the study is to increase the knowledge-base of management practices that have helped SSC/TrC yield visible results, scale up projects and contribute to the sustainable development of countries. It focuses on the lessons learned from concrete in-country examples presented during the first peer-learning Training on Managing SSC/TrC, thus contributing to increasing knowledge-sharing and learning on SSC/TrC management, and to formulating evidence-based policies. The study does not endeavor to evaluate whether the country examples are 'good' or 'bad' or to suggest any sort of guidelines that countries should adopt.

The study introduces six management practices in development cooperation agencies[1] and discusses how they contributed to the achievement of the expected SSC/TrC results. These practices were introduced either in the case study format or via presentation at the first peer-learning Training on Managing SSC/TrC and were selected based on their i) strong country-focus; ii) critical approach; iii) regional and thematic balance. The study further analyses how management practices can positively influence key aspects of SSC/TrC[2]:

1 Including other entities in charge of SSC/TrC

2 Identified by the case study support team in UNOSSC, and inspired by the general principles enshrined in the Nairobi outcome document of the High-level United Nations Conference on South-South Cooperation, adopted by the United Nations General Assembly on 21 December 2009.

i) demand-driven approach, ii) ownership and leadership; iii) broad-based partnership; iv) innovation; v) efficiency and effectiveness; vi) sustainability; and vii) scalability.

The methodology of the study adopted a participatory approach. A concept note containing the analytical and methodological approach was prepared by the author and reviewed by JICA and UNOSSC, with contributions from the Brazilian Cooperation Agency. This concept note was further shared with representatives of development cooperation agencies and other entities in charge of SSC/TrC, who participated in the first peer-learning Training on Managing SSC/TrC. The author then conducted a desk review and analysis of key documents, videos and notes prepared by the countries for the training, among other relevant materials. In-person and online interviews centered on the six management practices were conducted with representatives of development cooperation agencies and other organizations in charge of SSC/TrC. The interviews also helped delineate the scope of each key aspect of SSC/TrC, based on the countries' experience in managing SSC/TrC initiatives.[3] The advanced draft of the study was discussed with ABC, JICA, UNOSSC and collaborators in the organizations featured in the study and in UNDP.

The study proceeds as follows:

Chapter 1 introduces the concept of capacity development within the context of SSC/TrC management. The chapter further outlines seven key aspects of SSC/TrC that along with the management practices form the analytical framework of the study.

Chapter 2 introduces six management practices in the format of case studies, outlining the background of the management practice, how the practice contributed to delivering SSC/TrC results, and the main challenges to the introduction of the management practice. Each management practice was drawn from a thematic session at the peer-learning Training on Managing SSC/TrC, with the addition of one original case study.

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3 Some of the key aspects identified are common to SSC/TrC as well as other modalities of development cooperation. Whenever this is the case, the guiding research questions prepared for this study helped define the unique attributes of SSC/TrC more clearly. The guiding research questions were developed based on declarations, studies, global and regional SSC/TrC processes (including the High-Level Meeting on SSC/TrC), and were inspired by the general principles contained in the Nairobi Outcome Document (2009). The guiding research questions are available in Annex 1.

CASE 1: The creation of the Chilean International Cooperation Agency, selected from the Legal and Institutional Framework session, introduces AGCI's challenge to position itself as a technical (rather than politically-driven) organization capable of mobilizing and managing resources, developing partnerships, and employing expertise in a timely fashion, while respecting the principles of SSC. The case further discusses how AGCI's decentralized institutional arrangement and regional strategy based on Chile's expertise, domestic capacity and triangular cooperation supported the agency's repositioning and the delivery SSC/TrC results.

CASE 2: The 'Mexico for Haiti Alliance' model of public-private partnership, selected from the Institutional Management and Coordination Mechanism session, introduces the Mexican government challenge to harness and coordinate society-wide humanitarian efforts. The case discusses how the partnership model established by the Mexican Government and seven private foundations to reconstruct Haiti after the 2010 earthquake helped deliver infrastructure projects in Haiti.

CASE 3: Benin, Bhutan and Costa Rica: Monitoring a triangular cooperation project in agriculture, selected from the Project Management session, introduces the experience of three developing countries in managing the 'Programme for South-South Cooperation on Sustainable Development' (renamed 'Partners in South-South Cooperation) and how common monitoring and evaluation mechanisms helped the PSSC-supported project known as 'Non-Timber Forest Products' deliver its expected results.

CASE 4: Selecting and managing talent in Thailand International Development Cooperation Agency volunteer programme, selected from the Human Resources Skills session, recounts the agency's experience in managing the 'Friends from Thailand Programme' and how volunteerism helped the agency to select and manage specialized human resources while diversifying its South-South cooperation modalities.

CASE 5: Creating and implementing a communications strategy in Kenya, selected from the Communication Skills and Tools session, introduces the challenge of the Ministry of Planning and National Development to propel the Vision 2030 to the forefront of the minds of Kenyans. The case further discusses how enhanced government-wide communications efforts helped bridge infor-

mation gaps at various levels of the government, scale up public outreach initiatives, and develop meaningful partnership in support of SSC/TrC initiatives.

CASE 6: The Japan 'Partnership Program' model of triangular cooperation, an original case on triangular cooperation programme design, formulates a TrC framework with consolidated management instruments. This case draws on examples from the 'Japan-Brazil Partnership Program' in order to understand how a TrC programme can deepen partnerships, enlarge cooperation and contribute to achieving SSC/TrC results.

Chapter 3 provides the overall lessons learned from the six case studies for enhancing management practices in SSC/TrC. Though these lessons may be applicable to other countries' experiences, they should not be generalized to all SSC/TrC initiatives. The chapter concludes with the limitations faced in the study, and suggestions for areas for further investigation.

CHAPTER 1

THE RELEVANCE OF ENHANCED MANAGEMENT PRACTICES IN SOUTH-SOUTH AND TRIANGULAR COOPERATION

THE CONCEPT AND PRACTICE of SSC/TrC has evolved rapidly in recent years to include a comprehensive array of multifaceted horizontal partnerships, in addition to technical cooperation. The Buenos Aires Plan of Action (BAPA) resulted from the first United Nations Conference on Technical Cooperation among Developing Countries (Buenos Aires, 1978). The action plan emphasized for the first time that cooperation among developing countries should follow the premises, conditions and objectives specific to their historical and political contexts, along with the needs and expectations with the aim of achieving and strengthening national and collective self-reliance. The BAPA further defined SSC as a manifestation of solidarity among peoples and countries of the South by way of partnerships, involving sharing of knowledge and experience, training, technology transfer, financial and monetary cooperation as well as in-kind contributions.

More recently, the UN High-level Committee on South-South Cooperation in its seventeenth session (New York, 2012) defined SSC as "a process whereby two or more developing countries pursue their individual and/or shared national capacity development objectives through exchanges of knowledge, skills, resources and technical know-how, and through regional and interregional collective actions, including partnerships involving governments, regional organizations, civil society, academia and the private sector, for their individual and/or mutual benefit within and across regions."[1] The High-level Committee further stated that South-South cooperation is not a substitute for, but rather a complement to, North-South cooperation.

The emphasis on capacity development in the definition of South-South cooperation is worth noting. Capacity development is important in the operationalization of South-South cooperation within the United Nations system. The United Nations and its specialized agencies, funds and programmes maintain by their very mandate a catalytic and supportive role in enhancing capacities in developing countries. In the 2004 and the 2007 triennial comprehensive policy review[2] (TCPR) of operational activities for development of the United Nations System, the General Assembly urged mainstreaming of modalities supporting South-South cooperation that would promote indigenous knowledge, know-how and technology in the South. The 2007 TCPR also highlighted

1 According to the framework of operational guidelines on UN support to SSC and TrC

2 The TCPR evaluates the effectiveness and efficiency of the United Nations development system's support to national efforts of developing countries to pursue their priorities and meet their needs in the context of the United Nations development agenda that emerged from the Millennium Declaration and other global conferences and summits.

that in spite of the progress achieved, further efforts were required to better understand the approaches and potential of South-South cooperation to enhance development effectiveness, including through national capacity development. The 2012 quadrennial comprehensive policy review[3] (QCPR) of operational activities for development of the United Nations system further emphasized the need for enhanced capacity-building for sustainable development. The review "calls for the strengthening of technical and scientific cooperation, including North-South, South-South and triangular cooperation" and "reiterates the importance of human resources development, including training, the exchange of experience and expertise, knowledge transfer and technical assistance for capacity-building, which involves strengthening institutional capacities, including planning, management, monitoring and evaluation capacities."[4]

The United Nations Office for South-South Cooperation is mandated by the General Assembly as a separate entity and coordinator for promoting and facilitating South-South and triangular cooperation for development on a global and United Nations system-wide basis. UNOSSC work on SSC/TrC capacity development focuses on knowledge exchange of SSC/TrC management practices among practitioners, mainly through the systematization of in-country SSC/TrC management practices and peer-to-peer training. SSC/TrC capacity development also underpins UNOSSC 3-in-1 multilateral support architecture for South-South and triangular cooperation,[5] which includes: i) the Global South-South Development Academy, where development solutions, experts and technologies from developing countries are identified, codified and managed; ii) the Global South-South Development Expo, where government, private sector and civil society are able to exchange development solutions and form partnerships; and iii) the South-South Global Assets and Technology Exchange (SS-GATE), where Southern development solutions and technologies are matched, transferred and financed. UNOSSC work on SSC/TrC capacity development is present in the High-level Forum of Directors-General for Development Cooperation, the Directors-General online space, and in the project 'Capacity Development in Management of South-South and Triangular Cooperation' in partnership with ABC and JICA.

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3 Conducted every four years starting 2012.

4 2012 Quadrennial Policy Review (QCPR) of operational activities for the development of the United Nations (A/RES/67/226).

5 The 3-in-1 Multilateral South-South Support Architecture is a UNOSSC platform created to support a *"South-South Cooperation Value Chain"* of discovering, promoting, matching and transferring Southern development experts, solutions and technologies on a demand basis.

UNDP complements and leverages the work of the UNOSSC on SSC/TrC capacity development through its Country Offices with respect to specific operational demands from agencies and ministries from developing countries that wish to enhance their capacities in SSC/TrC management. UNDP began including SSC/TrC as a "driver of development effectiveness"[6] in its Multi-Year Funding Framework (MYFF) in 2001. Following-up on the guidance provided by the United Nations General Assembly in the 2004 and 2007 TCPR, UNDP incorporated support for SSC/TrC in its Strategic Plan for 2008-2011. The Strategic Plan stated that UNDP characterizes its operations by the following key elements: national ownership, capacity development, effective management of development cooperation, and SSC. The new Strategic Plan 2014-2017 revitalizes UNDP's approach to SSC/TrC by increasing the effectiveness and the scale of UNDP's engagement in the area. The new Strategic Plan emphasizes the utilization of SSC/TrC to share knowledge on policy and institutional issues, to build management skills, transfer/exchange development solutions, adapt technologies, and potentially attract investment or financing from public, private and other non-state sources.[7]

Representatives in several UNDP Country Offices identified a growing demand for SSC/TrC-related support from national partners, including institutional capacity development for the country's own development cooperation mechanisms. As highlighted in the first session of the Executive Board of UNDP in 2011, greater support for South-South and triangular cooperation is needed to ensure sustainable local capacity development. Improvement of development effectiveness is directly dependent on the capacity of the developing countries' governments. Qualified human resources, evidence-based policies, sound legal and institutional frameworks, efficient managerial systems, and working processes based on systematized procedures adapted to local circumstances are instrumental in helping countries to fully exercise their ownership of development projects, enhance its effectiveness, and realize the full potential of SSC/TrC.

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6 UNDP Multi Year Funding Framework 2004-2007

7 UNDP strategy to roll out the strategic Plan's approaches to SSC/TrC to programme countries is currently being developed.

CAPACITY DEVELOPMENT IN SOUTH-SOUTH AND TRIANGULAR COOPERATION MANAGEMENT

THE SIGNIFICANT PROGRESS TOWARDS achieving development goals, the rapid expansion of economic activities, and the deepening of South-South relations have motivated developing countries to actively share their experiences and engage in development cooperation initiatives with their peers. All countries, regardless of their current economic development status, have unique experiences to offer and stand to gain through the various types of horizontal investment, trade, technical exchanges and expertise exchanges. Some examples of such countries and their contribution to SSC include Thailand, which remains an active provider of technical assistance for climate change adaptation in the agricultural and water sectors; Mexico and Chile, both dynamic partners in natural disaster mitigation and relief efforts; China in matters of infrastructure and energy; and Brazil in agriculture and food security.[8]

Capacity and resource constraints have not stymied the developing countries' resourcefulness in producing relevant contributions to SSC/TrC and creating innovative forms of SSC/TrC management. Nonetheless, these countries still face many challenges in managing the increasing development cooperation flows, scaling up initiatives, and realizing the full potential of SSC/TrC in line with their national priorities and their partner's priorities. Legal and institutional frameworks, institutional management and coordination mechanisms, project management, human resources management and communications are some of the priority areas for capacity development in SSC/TrC management. Enhanced managerial capacity in these priority areas could, for instance, improve the matching of the demand and supply of development solutions, conceiving cooperation frameworks, preparing and analyzing project proposals, compiling and systematizing information for managerial purposes, and using monitoring and evaluation methodologies and negotiations practices.

An enhanced managerial capacity of practitioners, development cooperation agencies and other entities who engage in South-South and triangular cooperation is therefore instrumental for organizing, institutionalizing, programming and scaling up SSC/TrC initiatives and their results. Capacity development in SSC/TrC management can further reduce the costs and increase the value added of devel-

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8 The countries mentioned are active cooperation partners in several fields, in addition to those mentioned. The reference to these sectors do not necessarily mean that i) these are their only areas of specialization, or ii) that these are priority areas for the cooperation provided by these countries.

opment projects and programmes through sturdier institutional capacities to ar-ticulate policies, design and implement initiatives, coordinate within and outside the government, and promote the inclusive participation of enabled stakeholders.

Box 1: Enhancing the SSC/TrC managerial capacity of the Brazilian Agriculture Research Corporation

The Brazilian Agriculture Research Corporation (Embrapa) is a state-owned company affiliated with the Ministry of Agriculture, responsible for conduct-ing cutting-edge research on tropical agriculture. Embrapa plays a central role in Brazil's SSC/TrC. The organization currently has 78 South-South cooperation agreements with 56 countries and 89 foreign institutions to support, promote and foster social development and economic growth through technology transfer and sharing of knowledge and experiences. Embrapa's own experi-ence in introducing enhanced SSC/TrC management practices illustrates pri-ority areas for capacity development in SSC/TrC management:

Legal and institutional framework. Since 2011, Embrapa's operations abroad have been regulated by the Law 12.383. Until 2011, these operations were guided by technical cooperation agreements signed with each institu-tion interested in cooperating with Embrapa in African, Latin American and Asian countries. This legal framework had limitations to Embrapa's operations and the effectiveness of its projects. For example, stringent requirements for sending or receiving funds for the experiments' setup, the hiring of labour, bank account opening, and basic administrative procedures depended on the signature of legal agreements, which in turn were subjected to embargoes and bureaucracy. The Law 12.383 provided a unified legal framework, confer-ring more autonomy and flexibility for Embrapa to manage and administer its technical cooperation activities abroad.

Institutional management and coordination mechanisms. Embrapa's SSC/TrC initiatives are implemented mainly through technical and scientific coop-eration projects and 'strategic partnerships'. A dedicated division coordinates Embrapa's development cooperation abroad, allowing for both the geograph-ic expansion and the deepening of these projects through coordinated efforts

with ABC, the Ministry of Agriculture and partner institutions. To assist in this effort, Embrapa has established units in developing countries such as Ghana, Panama and Venezuela. These units (also known as Embrapa Africa and Embrapa Americas) support the implementation of specific technical SSC/TrC projects negotiated with different governments in these two regions.

Project management. Embrapa aims to provide results-oriented cooperation, including through scaled-up initiatives and results-based management (RBM) tools. Embrapa is able to leverage the results of its initiatives through 'structural impact projects' [9] — long-term and large-scale initiatives with multiplier effects in the partner country. Embrapa also has been investing in the development and use of RBM tools for its cooperation initiatives, particularly the structural impact projects. In partnership with the National School of Public Administration (ENAP) and ABC, Embrapa has recently trained technicians and leaders of organizations involved in the project 'Programme to Provide Support to the Development of the Cotton Sector in C-4 Countries' in identifying possible strategies and tools for the evaluation of the initiative developed by Brazil together with Benin, Burkina Faso, Chad and Mali. Embrapa also makes use of its partners' structure and network abroad to gain more flexibility and agility in project management (e.g. the United Nations Food and Agriculture Organization offices in some African countries).

Human resources management and communications skills. Embrapa selects its staff through national competitive examinations and retains this staff by offering them well-structured career plans and incentives for specialization. These human resources development mechanisms have helped reduce staff turnover and the discontinuity of medium- and long-term SSC/TrC initiatives. The Ministry of External Relations, via ABC, finances and coordinates Embrapa's technical inputs in the technical cooperation projects of the Brazilian Government with its partners. Embrapa's technical team works under ABC's coordination, at the technical level. The coordination with project partners is ABC's role, and may be performed through the Brazilian Embassy network abroad.

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9 Structural impact projects are the official approach of the Brazilian cooperation (ABC/ministry of Foreign Affairs) and therefore not exclusively adopted by Embrapa.

ASSESSING THE SPECIFIC CONTRIBUTION OF ENHANCED MANAGEMENT PRACTICES TO SOUTH-SOUTH AND TRIANGULAR COOPERATION

ENHANCED MANAGEMENT PRACTICES CAN further contribute to the key aspects of SSC/TrC below, as the case studies in Chapter 2 will endeavor to demonstrate. These key aspects were defined specifically for the purpose of this study, based on the South-South cooperation principles enshrined in the Nairobi outcome document of the High-level United Nations Conference on South-South Cooperation as well as the contributions from the countries featured in the six case studies.[10] The definitions of these key aspects come primarily from the countries' practices and are constantly evolving. These definitions were crafted to highlight the unique characteristics of SSC/TrC over other forms of development cooperation, and the specific implications to partner countries and providers of development cooperation.[11] They further provide a framework to assess how enhanced management practices catalyze the expected results of SSC/TrC, as well as a framework for understanding the challenges that might arise from the introduction of such practices.

1. **Demand-driven approach:** Partner countries have the tools to identify their needs and the capacity to adapt the acquired knowledge in a country-specific context. Likewise, providers of SSC/TrC consider whether they have the capacity to respond to the development partner's needs, and whether this response can be enhanced and maximized to benefit both countries. Demand-driven SSC/TrC initiatives are not to be tied to any specific sector or area, or subjected to previously determined modalities and conditions — unless otherwise agreed by the partners and on their common interest. Instead, they are designed in a way that acknowledges the recipient's needs as a first priority.

2. **Ownership and leadership:** Providers of SSC/TrC are committed to transferring development solutions in an effective and sustainable manner, including through the use of planning, implementation, financial management, and mon-

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10 The guiding research questions prepared for this study helped define the unique attributes of SSC/TrC more clearly. The guiding research questions were developed based on declarations, studies, global and regional SSC/TrC processes, and were shared with all interviewees. The guiding research questions are available in the Annexes.

11 The distinction between providers of development cooperation and partner countries takes into account the often tenuous distinction among the two groups and by no means intends to reproduce the provider-recipient dichotomy of the North-South cooperation model.

itoring and evaluation mechanisms. Partner countries, in turn, remain committed throughout the SSC/TrC initiative lifecycle and beyond, in order to obtain maximum impact or benefit. SSC/TrC initiatives owned and led by partners are based on their national priorities, draw from existing experiences and management practices, make use of national systems, involve other national actors, and clearly define in kind and/or in cash responsibilities. These SSC/TrC initiatives do not impose processes, ideas or conditions that partners cannot meet.

3. **Broad-based partnerships**: The bonds created between providers of SSC/TrC and partner countries — including government authorities, civil society organizations, the private sector, and humanitarian organizations — in order to actionably benefit the society as a whole. SSC/TrC initiatives founded on broad-based partnerships build on the partners' competitive advantages to deepen collaboration, including through innovative funding, mutual accountability, knowledge sharing and other mechanisms within the scope of each of the participating organizations.

4. **Innovation**: The introduction of new, more effective policies, processes, technologies and ideas to deliver SSC/TrC results. Innovative SSC/TrC involves the establishment of platforms, new technologies and practices for knowledge sharing and learning between providers of SSC/TrC and partner countries as well as knowledge co-creation.

5. **Efficiency and effectiveness**: The achievement of expected SSC/TrC results (output, outcome, impact) through cost-effective mechanisms such as the use of adapted local capacity, alignment of SSC/TrC initiatives with national capacity development/technical cooperation plans, knowledge management systems, monitoring and evaluation systems, and project information disclosure to the public. Mechanisms also include procurement practices and information based on national and international practices and legal frameworks.

6. **Sustainability:** The delivery and maintenance of SSC/TrC results in the long run, including through an enabling policy environment; the creation of institutions, systems and mechanisms to sustain the effects obtained by cooperation; leadership; technology; peer networks, and know-how that fits in the needs, capacity, and context of partner countries. Sustainable SSC/TrC initiatives take into consideration the local needs, capacity and knowledge in both project inception and implementation phase.

7. **Scalability**: The ability of a SSC/TrC initiative to respond to a growing demand for development cooperation in a capable manner, or its ability to be enlarged to accommodate that growth. Scalable SSC/TrC initiatives often build on cultural/linguistic similarities between the providers of SSC/TrC and partner countries, the expertise and resources from both South-South and triangular partners, and the adaptation of tested development solutions to the local context.

Figure 1: Assessing the contribution of enhanced management practices to SSC/TrC

CAPACITY DEVELOPMENT IN SSC/TrC MANAGEMENT					
Legal and institutional framework	Institutional management and coordination	Project management	Human resources skills	Communication skills and tools	Programme management

KEY ASPECTS OF SOUTH-SOUTH AND TRIANGULAR COOPERATION						
Demand driven aproach	Ownership and leadership	Broad-based partnerships	Innovation	Efficiency and effectiveness	Sustainability	Scalability

SOUTH-SOUTH AND TRIANGULAR COOPERATION RESULTS

CHAPTER 2

CASE STUDIES

CASE 1: LEGAL AND INSTITUTIONAL FRAMEWORK
The creation of the Chilean International Cooperation Agency

OVER THE PAST 50 years, Chile's international cooperation experienced different stages. Between 1973 and 1990, the official development assistance (ODA) to Chile was considerably reduced due to the relative isolation of the country from the international community during the military regime. ODA disbursed to Chile during this period was mostly channeled through non-governmental organizations to support human rights advocacy groups and strengthen civil society movements.

This trend was reversed with the reestablishment of democracy in 1990. Between 1990 and 1993, net ODA disbursed to Chile totaled $741 million, an increase of 286 percent ($482 million) compared to the previous four years 1986-1989.[1] These resources were channeled through technical assistance projects with the objective to consolidate the Chilean democracy. In 1990, the Chilean International Cooperation Agency (AGCI) was created within the Ministry of Planning and Cooperation (MIDELAN) to manage the increasing flows of ODA to the country. International cooperation management was mostly focused on seeking and receiving resources from the OECD-DAC countries, as well as allocating these resources to projects that would promote Chile's development.

Figure 2: Official Development Assistance to Chile,1960-2011
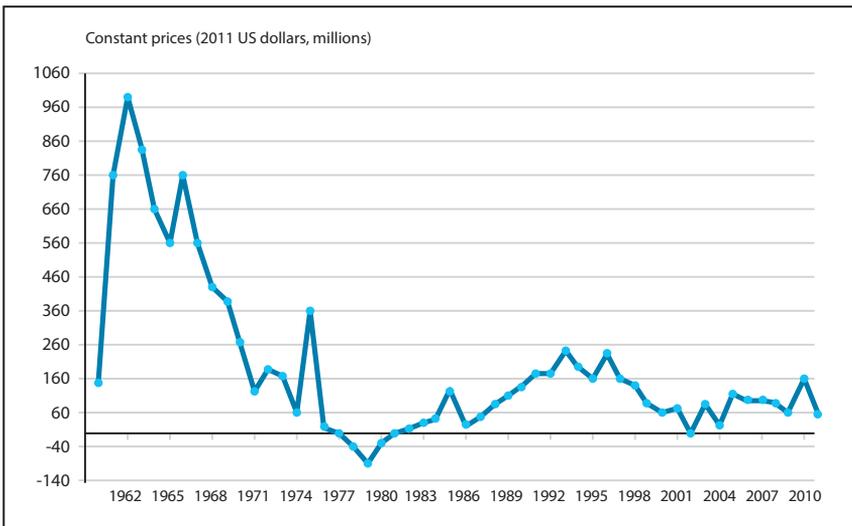
Source: OECD-DAC

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1 All figures are in US dollars. www.oecd.org/dac/stats/idsonline

CHILE'S SOUND POLITICAL AND economic performance in the 1990s attracted the interest of other countries in the Latin America and Caribbean (LAC) region. AGCI´s focus gradually began to shift from managing decreasing ODA inflows,[2] to responding to the calls of other developing countries for increased Chilean cooperation in areas such as public sector management, macroeconomic policy, and democratic governance. In 1993, the AGCI established a Horizontal Cooperation Programme (also denominated South-South Cooperation Programme) to share Chile's development experience with countries of equal or lesser growth in the LAC region. This work was deepened in 2005 when the AGCI became part of the organizational structure of the Ministry of Foreign Affairs, and Chilean cooperation was finally consolidated as a foreign policy instrument.

As an upper middle-income economy, however, Chile still requires support in specific areas to further strengthen its internal development processes. This dual dimension of Chilean cooperation policy—as both South-South Cooperation provider and partner country — helped position Chile as a bridge for triangular cooperation between the OECD-DAC donors and other countries in the LAC region. Between 1994 and 2005, the AGCI contributed $4.1 million for triangular cooperation initiatives. After 2005, AGCI's average funding to triangular cooperation remained more or less constant. The same national resources, however, leveraged increasing amounts of foreign resources as a percentage of total triangular cooperation funding. This trend was enhanced when Chile became a member of the OECD in 2010. In 2011, total funding for Chile's triangular cooperation initiatives significantly increased for the first time in five years. Chile was the second-largest provider of triangular cooperation initiatives in the LAC region in 2011, participating in 22 percent of the triangular projects offered in the region in that year.[3] In 2012, total funding for Chile's triangular cooperation initiatives surpassed total funding for its South-South cooperation initiatives.

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2 Despite the relative decrease of ODA inflows to Chile over the past years, it is important to highlight that funding continues to be received through other forms of cooperation with large donors (including the European Union), and through regional (LAC) programmes. In addition, Germany continues to cooperate with Chile in areas such as concentrated solar power, energy efficiency and renewable energy. The World Bank, through its Adaptation Fund, is also cooperating with Chile in the area of climate change.

3 SEGIB (2012). SSC budget execution in 2011 was considerably lower than 2010 for two reasons: In 2010, more than $820,000 relative to Triangular Cooperation initiatives with Spain and Germany were paid in one single installment; In 2011, AGCI's national budget (consisting of resources allocated by the Ministry of Finance) was significantly reduced compared to the previous year due to the earthquake that struck south-central Chile in February 2010.

Figure 3: Funding for Chile's SSC/TrC technical assistance 2005-2012
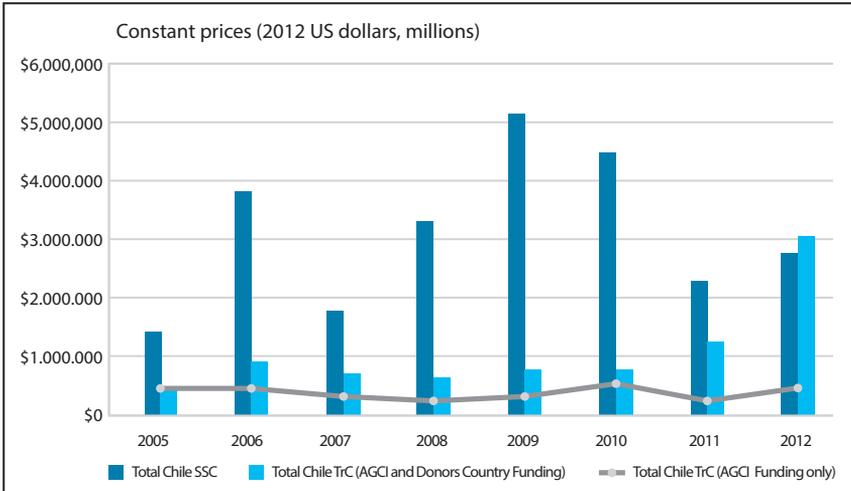
Source: Informe de la Cooperación Iberoamérica Sur-Sur and AGCI data base

How to manage Chile's dual profile in development cooperation?

THE AGCI SOON REACHED a crossroads, challenged with how to manage Chile's dual profile in development cooperation as both South-South cooperation provider and partner country. Decreasing ODA inflows, growing pressure on domestic resources to fund Chile's own development policies, and an increasing demand for South-South cooperation from Chile placed the AGCI at a crossroads. The AGCI had to review its legal and institutional framework and develop a clear rationale for the allocation of domestic human and financial resources for cooperation initiatives with other developing countries. As these resources were apportioned, the AGCI had to seek funding from partners to complement and scale-up Chile's own investments in development cooperation overseas. AGCI's overall challenge was therefore to position itself as a technical (rather than politically-driven) organization capable of mobilizing and managing resources, developing partnerships, and employing expertise in a timely fashion, while respecting the principles of South-South cooperation.

Decentralized institutional arrangement

THE FIRST MANAGEMENT PRACTICE introduced was the deepening of AGCI's decentralized governance mechanism. Since its creation in 1990, through the Law 18.989, the AGCI has been responsible for developing and implementing the international cooperation policy of the Chilean government. Initially, this

policy was focused exclusively on seeking and managing cooperation resources provided by the OECD-DAC countries and international organizations for Chile´s national development. The AGCI was then housed within the Ministry of Planning and Cooperation (MIDEPLAN), through which it reported to the President of the Republic.

In 1995, a presidential directive reviewed AGCI's mandate to include the implementation of Chile's cooperation initiatives in other developing countries, in addition to managing the technical cooperation received. In 1996, the expansion of the AGCI's mandate was signaled through a shift in the organization's internal arrangements, i.e. the creation of the SSC/TrC functional area. The SSC/TrC functional area led by the Horizontal Cooperation Department was responsible for interacting with other countries through international cooperation projects and other activities, as well as providing resources and expertise to countries of equal or lesser development. The other two departments under the SSC/TrC area were the Department of Bilateral and Multilateral Cooperation, responsible for interacting with international cooperation partners, and the Coordination Department, in charge of maintaining the link with Chilean public ministries and services including municipalities, academic and private sector.

In 2005, the Law 19.999 reinforced the decentralized nature of the agency by streamlining AGCI's reporting lines to the President of the Republic and updating the governance of Chile's development cooperation. Despite reporting directly to MIDEPLAN, the Chilean cooperation policy was based more on the country's foreign policy than on the national social policy designed by MIDEPLAN. The Law 19.999 reviewed existing mechanisms through which the AGCI reported to the Central Government - originally through MIDEPLAN and then through the Ministry of Foreign Affairs. As a result, AGCI's relationship with Chilean embassies worldwide was reinforced, particularly with respect to the identification, development and implementation of SSC/TrC initiatives.

The Law 19.999 further confirmed AGCI's key role in Chile's development cooperation. At the top of the organization sits the Council, presided by the Minister of Foreign Affairs and comprised of representatives of the Ministry of Social Development (the former MIDEPLAN), the Ministry of Finance and four members appointed by the President of Chile. At least one of these appointed members must be a representative of a university recognized by the government of Chile. The Council ensures that the AGCI performs the activities prescribed by law in compliance with the stated objectives; approves the annual action plan and

budget allocation; nominates part of AGCI's senior management and higher-level professionals; approves AGCI's internal organizational structure; adopts the necessary agreements for AGCI's operation. They ensure a correspondence link with Chile's foreign policy priorities as well as with other areas of the government. Chilean Ministries receive orientations and instructions at the Presidential level, ensuring SSC/TrC is mainstreamed across the government.

AGCI's Executive Director has the expressed authority from the Council to manage the agency and implement its programmes. The Executive Director is appointed for a period of three years[4] and is advised by a management committee comprised of AGCI heads of department, including the Horizontal Cooperation Department (South-South and triangular cooperation); the Coordination Department (project management for public institutions, private sector and civil society organizations); the Scholarships and Academic Training Education Department; the Department of Bilateral and Multilateral Cooperation (cooperation for Chile's national development); the Finance and Administration Department; the Legal Department; and the Policy and Planning Department.

Immediately below the Executive Director sits the Finance and Administration Department, responsible for ensuring the legality and transparency of AGCI operations; it is directly accountable to the General Controller, the Ministry of Finance and the legislative power. The National Congress approves the AGCI budget each year, based on sound evidence of the agency's delivery of expected results. The AGCI is the only government organization that can receive and manage funds from foreign institutions in order to implement projects within the country, and even develop projects in foreign countries, mostly through triangular cooperation arrangements.

Regional strategy based on Chile's areas of expertise, domestic capacity and triangular cooperation

THE SECOND PRACTICE ENHANCING the management of cooperation received and provided by Chile was the development of a strategy for partnership development and project implementation. The AGCI defined Latin America and the Caribbean as its main area of focus based on two factors: i) Chile's foreign policy objectives; and ii) the smart use of limited human and financial resources on fewer projects with high visibility, sustainability and impact potential over time.

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4 As of 2008, the Executive Director is appointed for three years and may serve two additional terms for three years each. The Executive Director is part of the *Alta Dirección Pública* (for more information, please see Law No. 19.882).

In 2011, AGCI allocated $789,232 to South-South cooperation initiatives - in the form of technical assistance - in the region. In order of magnitude: South America received 37.4 percent of these resources, followed by Central America (37 percent) and the Caribbean (25.6 percent). These resources were implemented through regional programmes on capacity development and volunteerism (37 percent) and through bilateral initiatives (67 percent), mostly with Chile's neighboring countries. Ecuador (11.73 percent) and Bolivia (8.47 percent) were the main partners of AGCI South-South cooperation. Other countries such as Panama (9.55 percent) and Haiti (8.46 percent) have also occupied a privileged place in AGCI's strategy.[5]

The AGCI also defined thematic areas of focus, according to Chile's expertise. In 2011, poverty reduction and social development (68 percent), institutional strengthening and state modernization (21 percent), and innovation and competitiveness (11 percent)[6] were the main areas of focus for AGCI's initiatives in South-South cooperation. AGCI's regional and thematic specialization helps the agency improve project formulation, facilitates the identification of the specific contribution Chile can provide, and formulates the design of initiatives that are more ambitious, systematic and long term.

AGCI's strategy is funded with domestic resources coupled with resources from other countries, usually OECD-DAC donors and countries of equal development, through TrC initiatives. In 2011, the AGCI participated in 16 TrC projects totaling $1.6 million. The AGCI contributed with 17 percent of these resources, and OECD/DAC donors with the remaining 83 percent. Among the OECD-DAC countries, Germany (33.87 percent), the United States (18.28 percent), Korea (15.92 percent), and Japan (15.64 percent) were the main contributors. The regional distribution of Triangular cooperation projects followed the same pattern as South-South cooperation projects, 80 percent being implemented in South America, 16 percent in Central America and 4 percent in the Caribbean. The main partners in AGCI's TrC projects in 2011 were Paraguay (51 percent), Colombia (17 percent), and Guatemala (14 percent). Despite the different country focus, Chile's thematic focus for SSC/TrC follows a similar pattern with 55.23 percent of resources allocated to poverty reduction and social development, followed by innovation and competitiveness (22.39 percent), and institutional strengthening and state modernization (22.38 percent).[7]

5 http://www.agci.gob.cl/attachments/article/655/Cooperacion_Horizontal_otorgada_por_Chile.pdf

6 http://www.agci.gob.cl/attachments/article/655/Cooperacion_Horizontal_otorgada_por_Chile.pdf

7 AGCI (2012). Estudio de la Cooperación Triangular Chilena otorgada por AGCI 2011

AGCI's strategy is implemented through a combination of the needs of the partner country, Chile's thematic expertise, and Chile's capacity to provide this expertise and to mobilize resources. Technical assistance and postgraduate scholarships are the main instruments through which the AGCI implements its SSC/TrC initiatives. Less than 20 percent of AGCI SSC/TrC is implemented through support for participation in seminars, international training, and purchase of equipment – as stand-alone activities.[8]

How the management practices helped deliver SSC/TrC results

THE OVERALL RESULTS OF Chilean SSC/TrC can be observed by the surge in demand from other countries for Chilean cooperation, particularly after the introduction of enhanced institutional and legal frameworks for the management of SSC/TrC in the AGCI. Between 2005 and 2012, the demand for AGCI's cooperation increased by more than 516 percent and had an average annual growth rate of 64 percent.[9]

AGCI's decentralized institutional arrangement and strategy for partnership development and project implementation also contributed to the achievement of key aspects of SSC/TrC. AGCI's **demand-driven approach** is promoted through the participation of different areas and hierarchies of the agency's organizational structure in the process of identifying demand (with partner countries) and matching the demand for Chilean cooperation with Chile's relative capabilities. The demand for Chilean cooperation is received through one of the following mechanisms: i) regular meetings between Chile's line Ministries, sectoral institutions and their counterparts in the partner country; ii) AGCI focal points in the partner countries; iii) regular interactions between the partner country and Chilean institutions; iv) presidential visits; and v) direct request from diplomatic delegations. The AGCI coordinates Chile's response for cooperation based on the specific areas of expertise and availability of the Chilean public and private institutions. First, the AGCI's country focal points formulate the project concept based on demand received and submit it to AGCI's Executive Director. The project concept is then submitted to the Horizontal Cooperation Department for a detailed assessment of its relevance, prospects and viability. Based on this assessment, the Executive Director approves the

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8 AGCI (2012). Estudio de la Cooperación Horizontal Chilena gestionada por AGCI 2011

9 In 2010-2011, AGCI's national budget (the resources allocated by the Ministry of Finance) was significantly reduced compared to the previous year due to the earthquake that devastated the country in February 2010.

Table 1: Demand for AGCI's South-South cooperation technical assistance projects by country, 2005-2012

Country	2005	2006	2007	2008	2009	2010	2011	2012	Total number of projects
Argentina	0	0	1	1	0	0	1	2	5
Bolivia	1	1	4	4	3	9	7	2	31
Colombia	0	0	3	2	2	1	0	0	8
Costa Rica	0	3	2	2	7	1	1	4	20
Cuba	0	0	1	3	2	1	0	1	8
Ecuador	0	1	2	3	2	5	4	8	25
El Salvador	1	0	1	2	2	2	2	1	11
Guatemala	0	1	2	2	4	1	4	2	16
Haiti	0	3	3	3	2	3	0	2	16
Honduras	0	0	1	1	0	0	2	2	6
Mexico	0	0	0	1	10	2	8	0	21
Mozambique	0	0	0	2	3	0	0	0	5
Nicaragua	1	1	1	1	0	1	1	2	8
Panama	2	0	1	0	1	0	6	3	13
Paraguay	0	1	0	2	2	3	0	0	8
Peru	0	5	3	1	0	0	0	1	10
Saint Kitts and Nevis	1	0	0	0	0	0	0	0	1
Dominican Republic	0	0	0	0	5	0	0	4	9
Uruguay	0	1	0	0	1	0	2	3	7
Total	**6**	**17**	**25**	**30**	**46**	**29**	**38**	**37**	**228**

Source: Informe de la Cooperación Iberoamérica Sur-Sur and AGCI data base

project concept and submits it to the Coordination Department. The project manager, the country focal point and the Chilean institution jointly develop the detailed project proposal. The relevant parties sign a formal agreement (e.g. Memorandum of Understanding, Record of Discussion, etc.) detailing a cooperative arrangement and committing funds to implement the specific project. There is less evidence, however, on how the management practices introduced involved partner countries throughout the project inception phase, after AGCI receives the formal demand for cooperation.

Technical assistance programmes carried out by AGCI are established on an individual basis through country programmes, contributing to the **ownership and leadership** of the partner country. Each country programme comprises an average of four areas of technical support and specific projects defined by the AGCI and the partner country based on i) the priorities of the partner country´s national/sectoral development plan; ii) the Chilean institution that provides technical assistance according to their expertise in the area, and iii) the averred capacity to respond. When the AGCI receives a request for cooperation, the agency consults all relevant Chilean organizations to confirm whether they have the institutional capacity to respond to the demand. If this cooperative venture involves a third partner (e.g. triangular cooperation initiatives), AGCI maps the potential partners; conducts an analysis of their comparative advantages; negotiates funding arrangements; and works with national and recipient country counterparts to formulate, implement and evaluate the project. These horizontal relationships are facilitated by the AGCI's decentralized institutional arrangement. There is less evidence, however, on how the management practices introduced helped partner countries lead and coordinate the implementation of the SSC/TrC initiatives.

The AGCI has a dedicated department for partnership development with multilaterals and OECD-DAC countries, and a representative of the academy in its Committee to strengthen collaboration with knowledge-based organizations. Through **broad-based partnerships** the AGCI has been able to leverage the budget for South-South cooperation to achieve international development goals. In 2012, the AGCI contributed with $419,318 from its own budget towards triangular cooperation initiatives (12 percent of total TrC costs) and leveraged an additional $3 million (amounting to 88 percent of total triangular cooperation costs). It was less clear from the case study how the Committee representative of the academia, along with the representatives from other Ministries, in practical terms contribute to connecting the work AGCI does with other national actors, which would enlarge the pool of partners within and beyond government.

With the purpose of increasing the **effectiveness** of its SSC/TrC initiatives, AGCI has been developing a strategy to combine technical assistance with postgraduate scholarships. The agency expects to increase the coherence between AGCI's main instruments of SSC/TrC and the results of its initiatives by giving select project stakeholders the opportunity to study in Chile, acquire the relevant technical expertise, and apply it in a SSC/TrC cooperation project

back in their home country. **Efficiency** is at the core of AGCI's efforts to promote transparent and accountable resource management. The AGCI is guided by Constitutional and infra-constitutional rules and regulations on audit, procurement, administrative contracts, administrative probity and access to information. The AGCI has an internal audit unit, which reviews internal processes (a preventative measure) and prepares the agency's responses to the ministerial reviews, i.e. audits requested by the Minister regarding various issues involving the use of public resources. It was less clear from the case study how the management practices introduced help AGCI make more and enhanced use of local capacities to deliver the programmes, monitoring and evaluation systems and knowledge management platforms.

Sustainability of SSC/TrC initiatives is fostered through coordination mechanisms with partner countries. Through Political Consultation Mechanisms, ministerial-level representatives share cooperation strategies and policies, and define a common agenda of work. The Joint Commissions are director-level meetings to share the overarching criteria and guidelines for bilateral cooperation, evaluate the previous cooperation initiatives and approve thematic areas, project profiles and activities. Bipartite Committees, in turn, are meetings between the AGCI and its counterpart in the triangular partner country[10] to review the progress and commitments of triangular cooperation, aligning the demands of South-South partner countries with the interests, policies and resources of triangular partners.

Challenges to the introduction of the management practices

AS THE COORDINATOR OF the Chile's development cooperation, the AGCI largely depends on the technical expertise and solutions developed in the line ministries and sectoral institutions to design and implement technical cooperation initiatives. Among many others, the Solidarity and Social Investment Fund (FOSIS) and the Agriculture and Livestock Service (SAG) have tradition of cooperation with their counterparts abroad. These entities develop projects and actions jointly with AGCI, and provide solutions by themselves through funding from multilateral agencies or the Chilean Government.

While the AGCI does not intend to manage all aspects of cooperation provided by line ministries and sectoral institutions, it would benefit from improved communications of such initiatives. The Chilean Government is now discussing a

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10 Usually a traditional donor from the ranks of the OECD's Development Assistance Committee (DAC)

public policy on South-South cooperation that translates the work of all involved institutions and embeds results management in the overall performance framework, the project cycle management and the different cooperation instruments used by all entities managing SSC/TrC in Chile. Other ideas being considered to improve cohesion between AGCI and such entities include longer-term training programmes and further inter-institutional coordination around the development of institutional and operational capacities.

As demand for Chilean cooperation increases, the capacity of the Chilean Government to respond becomes a major constraint for AGCI operations. In order to address this challenge, the AGCI requests that partner countries prioritize requests for cooperation based on their own development plans and strategies. To the extent possible, these priorities are included in the country programme and form the basis for an AGCI response to the demand for Chilean technical cooperation. Human resources development and partnerships with non-state actors (to deliver more and enhanced SSC/TrC) are additional options under consideration.

CASE 2: INSTITUTIONAL MANAGEMENT AND COORDINATION MECHANISM

The 'Mexico for Haiti Alliance' public-private partnership

FOR DECADES, MEXICO AND Haiti have been exchanging knowledge and experience for capacity building and institutional strengthening. Between 1995 and 2003, Mexico supported 25 projects in areas such as agriculture, public policy and environment in Haiti. Cooperation between the two countries has also included humanitarian assistance for Haiti's recovery from hurricanes, and political cooperation in conjunction with other bilateral and multilateral partners to improve the coordination of international aid to Haiti.

After the 2010 earthquake in Haiti, cooperation dynamics between the two countries was consolidated through the combination of immediate response initiatives and longer-term support towards reconstruction efforts in the country. Mexico's immediate response initiatives focused on the provision of humanitarian assistance, including the dispatch of Mexican specialists, the donation of 15,000 tons of humanitarian aid, and the construction of two community kitchens. As the emergency situation in Haiti was addressed and the conditions for longer-term interventions emerged, Mexican cooperation began

to focus on medium- and long-term development projects in priority sectors agreed upon with the Haitian Government.

Table 2: Mexico-Haiti cooperation after the 2010 earthquake

Immediate response	Medium- and long-term support to reconstruction
• 1,300 Mexican cooperation agents: paramedics, doctors, rescue workers, engineers and military personnel specialists in population aid actions. • 30 flights to Port-au-Prince and five ships from the Secretariat of National Defense and the Secretariat of the Navy. • 15 thousand tons of humanitarian aid. • Operation of two "community kitchens" of the Secretariat of National Defense and the Secretariat of the Navy, plus one million rations over a two-month period. • Medical and hospital care by the Secretariat of the Navy and the Mexican Social Security Institute staff. • 51,627 tents. • Ten movie shows for a total of 72 thousand viewers (The "Let's go to Cinépolis in Haiti" Program).	• Cooperation projects in five priority sectors agreed between the governments of Mexico and Haiti: agriculture, health, environment, education and socioeconomic development.

Source: 2010 Mexico Report on International Cooperation

How to harness and coordinate society-wide humanitarian efforts?

MEXICO-HAITI COOPERATION AFTER THE 2010 earthquake continued to prioritize capacity building and institutional strengthening, focusing on knowledge and experience transfers and not only the transfer of financial resources. However, the emergency situation in Haiti and the country's long-term recovery needs required broader mobilization of expertise and financial resources, as well as complex logistical arrangements. The social havoc caused by the earthquake in Haiti presented the Government of Mexico with a challenge and an opportunity to mobilize the additional capacity and resources required to deliver larger, high-impact assistance to Haiti. The government of Mexico's overall challenge was therefore to develop innovative instruments to harness and

coordinate society-wide humanitarian efforts based on the comparative advantage and resources of the different actors involved.

Developing public-private partnerships

THE MANAGEMENT PRACTICE INTRODUCED to achieve this goal was the establishment of a public-private partnership between the Government of Mexico and civil society organizations. At the Donors Conference held in March 2010, Mexico announced a $8 million contribution for recovery efforts in Haiti: $5 million would be channeled directly through the Haitian Government, while the remaining $3 million would be implemented through a public-private partnership among the Government of Mexico, private foundations and non-governmental organizations. The idea of combining the work of public and private sectors was promoted by the Director of *Fundación José Cuervo, Unidos por Ellos*, and the Mexican Ministry of Foreign Affairs (SRE).

The 'Mexico for Haiti Alliance' was created in the same year to fund the physical infrastructure for cooperation projects in the education and health sectors in Haiti. In addition to the $3 million from the Government of Mexico, the private foundations *Fomento Social Banamex, Fundación BBVA Bancomer, Fundación José Cuervo, Fundación Azteca, Fundación Televisa*, and *Fundación Chrysler* contributed with $2.5 million. *Grupo Metal-Intra* and *Ericsson Telecom* provided together $4,500 in in-kind contributions. *Fomento Social Banamex* was chosen to receive and manage the financial resources from the other partners. The Haiti-based civil society organizations *Mission Haiti, Petit Boucan, Nuestros Pequeños Hermanos, Mensajeros de la Paz* and *Fond des Blanc* were selected to implement the projects and were coordinated by *Unidos por Ellos*, a national network of approximately 50 companies, foundations and universities that provide post-disaster assistance (e.g. logistics, information management, medical assistance and damage assessments) in Mexico and abroad.

The Alliance was formalized through a mandate contract between SRE/AMEXCID[11] and *Fomento Social Banamex*. The contract established that SRE/AMEXCID would transfer financial resources to *Fomento Social Banamex* to implement the agreed upon "mandate" in conformance with the Federal Law on Budget and Treasury Responsibility and its Regulation. The private sector

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11 The original counterpart was the Ministry of Foreign Affairs (SRE) acting through the Economic Relations and International Cooperation Unit (URECI), assisted by the Directorate General for Technical and Scientific Cooperation (DGCTC). In 2011, URECI transformed into AMEXCID and the DGCTC is now part of the Agency.

foundations, *Fomento Social Banamex, Unidos por Ellos*, and SRE then signed a collaboration agreement. The agreement established that *Fomento Social Banamex* would handle all contractual arrangements with the construction company responsible for building the physical infrastructure for the cooperation projects in Haiti, in addition to managing all resources on behalf of the Alliance. Two separate accounts were created to ensure compliance with the mandate contract and the transparent administration of the resources allocated by other foundations and by *Fomento Social Banamex* itself. *Fomento Social Banamex* handed in tax-deductible receipts to the contributing foundations, in conformance with Mexican legislation.

The collaboration agreement also established a follow-up committee to monitor the cooperation projects funded by the Alliance. The committee was comprised of all the members of the Alliance, with SRE at the technical secretariat. Regular meetings were convened to analyse the proposals for the constructions, cost quotations, amendments to original projects, payment methods, and all aspects related to the successful delivery of the physical infrastructure for the cooperation projects. The Embassy of Mexico in Haiti and the Haiti-based civil society organizations carried out visits to supervise the cooperation projects. *Fomento Social Banamex* and SRE/AMEXCID officers also visited the projects and exchanged views with the representatives of the Haiti-based civil society organizations to guarantee that all parties were aware of the processes and the expected results. *Fomento Social Banamex* and SRE/AMEXCID represented the Alliance in all interactions with the Government of Haiti.

The physical infrastructure was handed over to Haiti-based civil society organizations through specific final delivery (or hand-over agreements) acts signed by *Fomento Social Banamex*, the Government of Mexico, the private foundations and *Unidos por Ellos*. In order to comply with the regulations to which *Fomento Social Banamex* is constrained to in Mexico, the hand-over process was concluded through the affiliates of the Haiti-based non-governmental organizations in Mexico. The Government of Haiti was informed through a diplomatic note to its Embassy in Mexico and participated in the hand-over process as a witness.

How the management practice helped deliver SSC/TrC results

AS PART OF MEXICO'S broader diplomatic relations with Haiti, the public-private partnership received the explicit recognition from the Government of Haiti and gave visibility to Mexican cooperation dynamics. The 'Mexico for Haiti

Alliance' delivered five infrastructure projects in both health and education sectors over the course of two years:

- two orphanage-schools, administered by *Mission Haiti* and *Petit Boucan*;
- one trade school, coordinated by *Nuestros Pequeños Hermanos*;
- two health centres, each administered by *Mensajeros de la Paz* and *Fond des Blanc*.

Figure 4: 'Mexico for Haiti Alliance' implementation schedule
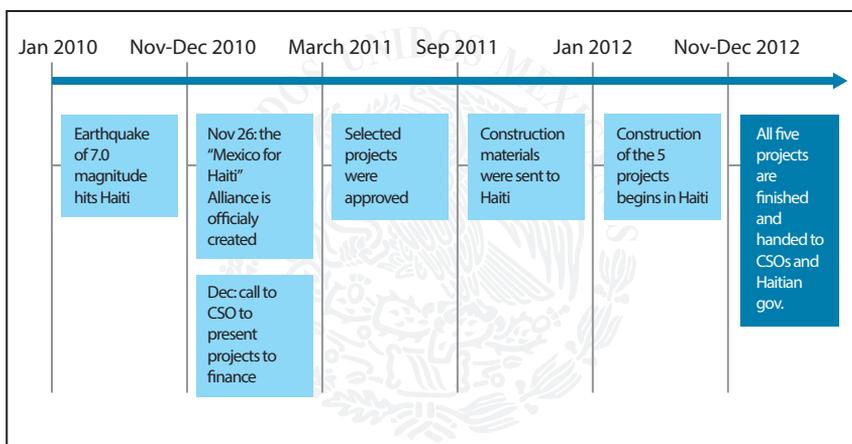
Source: AMEXCID

The 'Mexico for Haiti Alliance' model of public-private partnership also contributed to the achievement of key aspects of SSC/TrC. The **demand driven approach** was promoted through the launch of a competitive process to identify and select project proposals from Haiti-based civil society organizations, given their knowledge of the needs, conditions and limitations of the country; and capacity to lead and implement the projects on the ground. The Government of Haiti worked closely with these civil society organizations, guiding them on the priorities formulated by the government and facilitating the implementation of the projects.

The establishment of a public-private partnership to deliver humanitarian assistance not only fostered **broad-based partnerships** through a clear division of labour formalized in the mandate contract, and mutual accountability mechanisms (e.g. follow-up committee to monitor the implementation of the projects). It also fostered innovation in Mexico's development cooperation. The public-private partnership model used in the Alliance was adapted from previous domestic experiences, leveraged the funding of cooperation projects, and harnessed the comparative advantages of each partner. Inno-

vation was also fostered through the use of modern technology previously tested in Mexico to build the physical infrastructure for the cooperation projects in Haiti. The case collected less evidence on if and how the relationship developed among the various partners in the Alliance was sustained after the projects were delivered, and how such relationships could have possibly contributed to the sustainability of the projects.

Effectiveness and **efficiency** were promoted through the centralization of all financial management and procurement functions in one single partner organization. As the central agent for financial and procurement matters, *Fomento Social Banamex* had good control of the funds received from the various partners, and their disbursement to the different initiatives supported by the Alliance. *Fomento Social Banamex* was also responsible for the delivery of the overall physical infrastructure for the projects, including finding the construction materials and transporting them to Haiti. The use of Mexican materials and Haiti local capacity in the building process helped reduce the expected cost of the projects (e.g. lower operational costs). Close collaboration with the Government of Haiti (e.g. facilitation of customs procedures and concession of construction permits) facilitated projects' implementation and timely conclusion.

The Government of Mexico had only committed to building the physical infrastructure for the cooperation projects. In order to ensure the **sustainability** of the cooperation projects, the Alliance would have to work with organizations with the capacity to run and maintain the facilities in the long run. *Unidos por Ellos* and *Fundación BBVA Bancomer* were responsible for assessing the capacity of these organizations based on criteria such as the number of years these entities had worked in Haiti, and evidence of the results delivery. *Fomento Social Banamex*, the Embassy of Mexico in Haiti, and SRE/AMEXCID also closely monitored the works of the construction company on the ground, facilitating the necessary adjustments to respond to the reality of the area where these buildings were erected, and considering the complex Haitian conditions. The case collected less evidence on why the Government of Mexico committed to deliver the infrastructure only and how this may (or may not) have had an impact on the long-term sustainability of the projects.

The **scalability** of such partnership arrangements largely depends on the motivations for the private sector to participate. The foundations participating in the 'Mexico for Haiti Alliance' originated from major Mexican private companies and received fiscal incentives for joining the partnership.

Scalability also depends on a genuine commitment from the different actors to global development. The news of the earthquake was very striking in Mexico and attracted public attention, making it easier for SRE/AMEXCID to gain the necessary momentum for support and engagement from partners in different societal sectors. The case collected less evidence on if and how the management practice introduced facilitated the adaptation of Mexican expertise and technology to the local context.

Challenges to the introduction of the management practice

THE SRE/AMEXCID HAD NEVER taken advantage of public-private alliances in an international context, which explains the considerable amount of time required to establish the legal basis for this partnership. The SRE/AMEXCID needed a legal basis for the transfer of resources to institutions in other countries, and this modality was not provisioned in the Mexico International Development Cooperation Policy.

This challenge was addressed through the signature of the Mandate contract between SRE/AMEXCID and *Fomento Social Banamex* and the hand-over agreements (both in line with the Mexican domestic legislation), through which resources could be channeled and the final infrastructure delivered to Haiti-based organizations as needed. In the future, other processes that associate public and private sector could be inspired by the 'Mexico for Haiti Alliance' and promoted in the context of the 2011 Law for International Development Cooperation (LCID), contributing to a rapid response to emergencies as well as other forms of development cooperation.

Another challenge faced by the 'Mexico for Haiti Alliance' was the lack of a sound communications strategy among the partners, and between the partners and external stakeholders. Each partner would upload the information on their websites, largely based on their own initiative rather than a coordinated effort. A communications strategy would have improved the accountability to the Haitian and Mexican populations, increased awareness among the international community on the Alliance's deliverables, and promoted Mexico as a partner of choice in international cooperation for development

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CASE 3: PROJECT MANAGEMENT

Benin, Bhutan and Costa Rica: Monitoring a triangular cooperation project in agriculture

DURING THE WORLD SUMMIT on Sustainable Development (WSSD) held in Johannesburg in 2002, the Republic of Benin, the Kingdom of Bhutan and the Republic of Costa Rica entered into a Strategic Partnership for Cooperation on Sustainable Development. The Strategic Partnership was built on Sustainable Development Agreements (SDAs), signed in 1994 with the Netherlands. The latter were formulated following the outcomes of the 1992 UN Conference on Environment and Development in Rio de Janeiro. The Strategic Partnership reaffirmed the three countries' commitment to pursue sustainable development goals in accordance with the outcomes of the WSSD. The partnership also confirmed the intention of the three countries to implement joint projects, to engage in multilateral and political forums, and to promote advocacy for sustainable development.

In 2005, the 'Programme for South-South Cooperation on Sustainable Development' (PSC) between Benin, Bhutan and Costa Rica was created. The PSC was expected to last for four years, from May 2007 to September 2011, and had financial support from the Netherlands, totaling $13.2 million. At the end of the specified time frame, and depending on the success of the programme, the PSC would find additional funds to continue the programme.

The PSC was based on the goals of the Strategic Partnership Agreement and aimed to catalyze the transition to sustainability by supporting policy innovation, seed initiatives, knowledge exchange, partnerships with civil society actors, and information dissemination in five sectors namely: i) sustainable tourism, ii) sustainable production and consumption chains, iii) conservation and sustainable use of biodiversity, and iv) access to sustainable energy and efficient energy use. The four goals of the PSC were to:

- develop reciprocal projects that generate knowledge and empower stakeholderss;
- mobilize national governments, civil society entities, the academia and the private sector in partner countries in order to renew and reinforce commitments for sustainable development;

- contribute to sustainable development and poverty reduction in partner countries, while taking into account environmental, economic and cultural idiosyncrasies; and
- explore the potential of South-South partnership to promote international commitments and mutual cooperation for sustainable development.

Since the creation of the PSC, more than 40 projects have been implemented in at least two of the three participating countries. Project activities are oriented towards issues such as capacity building, enhancing existing social capital, technology development and transfer, improving market access and small investments in physical assets. The focus is primarily on rural communities, women, micro and small enterprises, consumers, users of energy, small-scale farmers and forest dwellers.

In 2011, the PSC was renamed 'Partners in South-South Cooperation' (PSSC) with the aim to attract new partners from developing countries. Efforts are currently underway to find new sources of funding and to showcase PSSC as a successful model of cooperation that can be easily replicated and improved with the participation of more partner countries of the South.

At the very top of the PSSC organizational structure is the Joint Committee of the PSSC, composed of high-level government and civil representatives from each partner country. The Joint Committee provides political support and policy direction to enhance the implementation of the PSSC. The Management Board is the highest decision making body, and includes three representatives of each partner country. The Board jointly decides the policies governing the PSSC, approves projects, and allocates funds to PSSC projects. The overall administration of the PSSC is the responsibility of the Secretariat, run by *Fundecooperación* (Foundation for Sustainable Development) in Costa Rica. The main roles of the Secretariat include implementing Management Board decision, monitoring PSSC progress, administrating PSSC funds, preparing and keeping record of all official documents and decisions, and promoting the results and impacts of the programme.

The National Mechanisms in Benin (*Centre de Partenariat et d'Expertise pour le Développement Durable*, CePED), Bhutan (Sustainable Development Secretariat, SDS) and Costa Rica (*Fundecooperación*) are a key component of the PSSC organizational structure. They facilitate the identification and formulation of South-South cooperation projects eligible for support under the PSSC, and the submission of proposals to the Secretariat for approval by the Management Board.

The National Mechanisms have a multifaceted mandate including contracting with entities within or external to government agencies to implement projects or activities approved by the Management Board; supervising the implementation of PSSC projects; ensuring proper monitoring and financial accountability mechanisms for activities at the national level; and submitting disbursement requests, annual reports, and evaluation and audit reports for the approved projects to the PSSC Secretariat. The National Mechanisms, therefore, have a dual role: i) coordinating with the implementing entities within the country, and with the National Mechanisms in the other partner countries on all issues pertaining to the planning, implementation and evaluation of PSSC supported projects; and ii) liaising with the PSSC Secretariat and Management Board.

The Netherlands only serves a monitoring function in the PSSC. The country receives annual technical and financial reports on all PSSC activities and is invited to all Management Board and Joint Committee meetings, although it does not have the right to vote. Any representative of the Netherlands is free to solicit information from PSSC or provide suggestions when they see fit, but the nation does not play an active role in decision-making processes within the PSSC.

Figure 5: 'Partners in South-South Cooperation' organizational structure
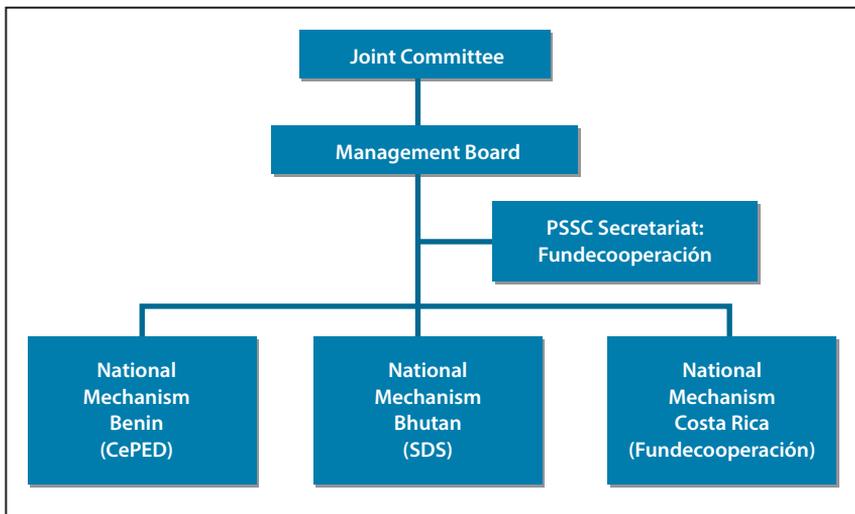
Source: PSSC website

How to harmonize different management, financial and accountability practices?

COSTA RICA, BENIN AND Bhutan were not only drastically different in cultural and linguistic terms, but the vast geographical distances also augured an especially expensive and complex overhead. Different practices within the National Mechanisms created transaction costs associated with the planning, design, implementation and monitoring of the projects supported by the PSSC, and undermined the partners' capacity to coordinate efforts and deliver the expected project results. These different practices could further create potential disincentives for other developing countries in becoming PSSC partners. The overall challenges for the PSSC were then harmonizing the different management, financial and accountability practices in the National Mechanisms in Benin, Bhutan and Costa Rica; and ensuring that these practices were rolled out for the organizations implementing the projects within each of the participating countries.

Standard Operating Procedures

THE THREE PARTNERS RECOGNIZED the need to create a common operational framework to standardize management, financial and accountability practices, reduce transaction costs, and increase the replicability and scalability of PSSC initiatives. 'Standard Operating Procedures' (SOP) consolidating the various policies and procedures were developed and applied to all PSSC supported projects through the National Mechanisms, creating a common framework for the different initiatives within the project.

The Standard Operating Procedures handbook featured procedures and guidelines on project planning, design, monitoring and evaluation. This handbook contained the overarching policies governing the PSCC, including: i) information dealing with the objectives, principles and policies of the PSSC and its configuration in the annual plans; ii) guidelines to PSSC projects, including strategies to maximize a project's potential to deliver the expected results; iii) mechanisms to strengthen and professionalize the National Mechanims; and iv) guidelines to the participation in regional and international forums for promoting South-South cooperation for sustainable development.

The guidelines focused specifically on 'how to' implement and report on project activities. The four guidelines related to: i) elaborating on the National Mechanims' technical and financial progress reports; ii) presenting progress

reports to the relevant PSSC governing bodies; iii) submitting project proposals to the PSSC; and iv) detailing project monitoring and financial reports.

Specific guidelines for Monitoring and Evaluation (M&E) looked at both project and NM/Secretariat levels. At the project level, M&E guidelines highlighted the importance of collecting baseline data during the assessment phase of the project cycle as a starting point for monitoring project performance. M&E guidelines further established that each project should have at least a basic logical framework with appropriate indicators to measure progress. These indicators should be addressed in project reports and evaluations. Some standard M&E rules were applicable to all projects:

- all projects should start with a baseline analysis and description (i.e. an initial assessment);
- monitoring should be conducted at fixed intervals;
- all results should be documented irrespective of the monitoring technique used;
- every project should have a budget for an integrated M&E (in all participating countries) as well as for learning and knowledge management, and project organizations that require M&E training or assistance should include the costs in their project's budget.

At the National Mechanisms and PSSC Secretariat level, special attention was given to the development of indicators to measure: i) the relationship between project investment and outcome, and resources spent for operating, preparatory and other transaction costs; and ii) the ratio of fixed to variable costs. Additionally, indicators measuring the financial stability and the sustainability of the PSSC should be developed and used to inform the management of the programme.

The M&E guidelines above were also used in the production of the PSSC annual report, a systematic record of the technical, financial and promotional information of all PSSC initiatives such as:

- description of the projects being implemented in each country;
- description of the accomplishments of the Annual Plans by each National Mechanism;
- summary of the success of the PSSC.

Table 3: PSSC monitoring and reporting mechanisms and procedures

Goals and direction	PSSC project organizations	National mechanisms	PSSC Management Board (via PSSC Secretariat)
Downstream accountability	• Continuous information flow • Annual reports • Media	• Continuous information flow • Quarterly reports • Newsletter, website • Annual meeting with PSC project organizations	• Minutes of Directors Meeting • Annual reports • Joint PSC website • Mid-term review • Final evaluation
Upstream accountability	• Annual audit • Progress reports • Annual reports • Project completion reports • Audits	• Quarterly reports • Annual reports • Annual audit • Directors' meetings	• Joint committee meetings • Minutes of Directors' meeting • Annual reports • Audit reports national mechanisms • PSSC Secretariat annual audit reports • Annual fiduciary reports • Annual audit reports fiduciary • Mid-term review • Final evaluation

Source: PSSC Program Document

A concrete example of the application of the guidelines for project planning, design, monitoring and evaluation can be observed in the PSSC-supported project '**Non-Timber Forest Products**'. Jointly implemented by the National Mushroom Center (NMC) in Bhutan, the National Biodiversity Institute (IN-Bio) in Costa Rica and the *Département d'Aménagement et de Gestion de l'Environnement de la Faculté des Sciences Agronomiques de l'Université d'Abomey-Calavi* (FSA) in Benin, the project aimed to enhance institutional capacities, to develop new marketable and sustainable products, and to preserve biodiversity through the use of information tools and the exchange of experiences among the three partner institutions.

Given the expertise of Bhutanese technicians and communities in the cultivation of mushrooms, the expertise of technicians from Benin and communities regarding the collection and cultivation of insects, and the Costa Rican expertise in systematizing traditional ecological knowledge, the three partner institutions saw an opportunity for knowledge exchange and dissemination as relates to the cultivation and/or collection of non-forest products. Experts from Benin educated Costa Rican and Bhutanese technicians on the value of edible insects as a source of nutrition and income. The Costa Ricans adapted Benin's nutritious snack as a cattle feed supplement, reducing feed costs for livestock farmers, and are considering their use for human consumption. In exchange, Benin and Bhutan learned from Costa Rica how to organize their traditional knowledge (on fungi and insects) into scientific knowledge so that it can be passed on to future generations. Bhutan also imparted knowledge to the Costa Rica and Benin on how to treat edible fungi.

The handbook and the guidelines were adopted by the National Mechanisms in Benin, Bhutan and Costa Rica (Fundecooperación Foundation for Sustainable Development) and rolled-out the 'Non-Timber Forest Products' project for the implementing organizations in four distinct stages:

Stage 1 - Planning: A research study conducted by the FSA assessed the overall needs in the area of food security and the relevant expertise in the three participating countries. Project activities were then designed to ensure a precise scope, as well as to clearly define the specific responsibilities of the different implementing partners. Research activities were entrusted to the researchers of NMC and INBio, while the process of identification, raising and conservation of the insects, and the strategy preparing them for consumption were under the leadership of the FSA.

Stage 2 - Implementation: The implementing organizations agreed on the general and specific objectives and on the implementation modality of the project. They also agreed to report on the progress of the project activities based on common performance indicators.

Table 4: Non-Timber Forest Products project objectives

Project objective	Description
General objective	To improve the capacity to generate, process and analyze data (resulting from biological monitoring processes in Benin and Costa Rica) through the use of information tools and exchange of experiences.
Specific objective 1	To develop information system to support the generation, processing and analysis of data monitoring, according to the methodology defined during the execution of the project and adapted to the needs of both countries.
Specific objective 2	To implement a vertebrate monitoring project in La Amistad Biosphere Reserve (Costa Rica) following an adaptation of the methodology from Benin.
Specific objective 3	Implementation of the information system in monitoring project of Pendjari Biosphere Reserve.

Source: CePED

Stage 3 - Monitoring: The implementing entities developed a workplan that included key project activities such as field visits, as well as financial and organizational audits. Each National Mechanism recruited a specialist to monitor project activities in the country through visits, meetings with relevant stakeholders, and periodic progress reports. Monitoring was based on standards adopted in the three participating countries, and emphasized results-based management practices. Resources were made available to the project on the basis of the scheduled activities for a specified period. At the end of this period and after the conclusion of the above listed undertakings, the expenditures were justified by the results achieved.

Stage 4 – Evaluation: The implementing entities agreed to use independent external evaluators from each participating country. The three evaluators would conduct joint assessments, produce a common evaluation and submit it to the PSSC Management Board for review and approval.

How the management practice helped deliver SSC/TrC results

THE ADOPTION OF COMMON procedures and guidelines on project planning, design, monitoring and evaluation in the 'Non-Timber Forest Products' project allowed for more targeted knowledge exchanges. As a result, the project achieved its objective to develop indigenous markets and increase local income,

while contributing to the conservation of the natural resources in the areas of intervention. The project achieved the following results:

- creation of mushroom cultivation infrastructure and insect labs;
- exchange of both traditional and scientific knowledge;
- development of biodiversity information systems;
- training of 154 technicians in mushroom cultivation, 22 technicians in parataxonomy and entomology, and 52 technicians in edible insect production and collection;
- development of mushroom cultivation facilities in four communities in Costa Rica, generating monthly local sales of $1,600.

The handbook of procedures and guidelines on project planning, design, monitoring and evaluation also contributed to the achievement of key aspects of SSC/TrC. The **demand driven approach** was promoted through the implementation of an institutional arrangement and financial facility for 'call for proposals'. This bottom-up approach to project design and implementation was based on the principles of equality, reciprocity and participation of all societal stakeholders enshrined in the PSSC Regulations from May 2005. Such principles and the mutual accountability mechanisms among the National Mechanisms (included in the same regulations and operationalized through the handbook of procedures and guideline) further contributed to deepening the relationship among the three partners and therefore to **broad-based partnerships**. The study collected less evidence on how the management practice introduced helped the correct assessment of the needs, and the matching of those needs with the existing capacity of both providers and partner countries.

The handbook of procedures and guidelines on project planning, design, monitoring and evaluation fostered the use of local practices and experts in the PSSC-supported projects. This solution tends to be less expensive than hiring international consultants or establishing a 'classical' international staffed programme management unit overtime. However, additional costs incurred from capacity development of the National Mechanisms and implementing organizations (e.g. training, workshop, awareness raising activities) may have contributed to increasing overall programme costs. Therefore, there is an overall lack of evidence on the net effects of the enhanced management practice on programme **efficiency**.[12]

12 Program Document

The use of local experiences and experts further contributed to the retention of the expertise within the countries, to the creation of peer networks, and therefore to project **sustainability**. For instance, more than two years following the end of the 'Non-Timber Forest Products' project, former beneficiaries of the projects were selected to provide their services to the authorities of the Ministry of Planning of Benin, demonstrating that the knowledge acquired through the project was indeed absorbed and retained.

Challenges to the introduction of the management practice

THE UNIQUE NATURE OF the collaboration between countries in three different continents with vastly distinct languages, cultures and geographical settings has brought many challenges to the implementation of the handbook and the guidelines, particularly regarding M&E practices. Members of all three organizations selected as National Mechanisms were fluent in English, but often the same word could be interpreted differently in each country. Language differences were further exacerbated by different cultural norms that would often create misunderstandings. This risk was mitigated by offering partners a three-day communications workshop on language and cultural barriers. The fact that the project took place in three different countries was another challenge. Project stakeholders would meet regularly by email, while the three National Mechanisms would meet only once a year face-to-face to evaluate and approve activities reports. To minimize this risk, internet connection was reinforced in CePED.

The fact that project stakeholders were not entirely familiar with the same administrative and financial management system also had implications for monitoring and evaluation. Among the three National Mechanisms, CePED was able to capitalize on the different experiences in project M&E to adopt more flexible administrative and financial management strategies to integrate the practices of the other two partners. A set of common M&E procedures were explained to all partners through trainings for project managers and awareness raising initiatives directed to project beneficiaries. The horizontal accountability and individual ownership that PSSC provides reduces the amount of donor attention that would have been required by a traditional programme of similar magnitude.

While the PSSC has been praised internationally for its governance structure and project management capacity, this was something that the National Mechanisms had to learn the hard way. The first six months of the programme were dedicated entirely to strengthening their organizational capacities and to professionalizing their institutions. Following the mid-term review of the PSSC,

it became apparent that the programme had to develop indicators to predict its success, allowing for the comparison of actual results to expected results. Another challenge faced was the development of overall guidance on how to measure learning. Knowledge generation and exchange could be further promoted, for instance, through specific instruments to systematize experiences and translate them into inputs for strategy and policy development.

CASE 4: HUMAN RESOURCES SKILLS

Selecting and managing talent in Thailand International Development Cooperation Agency volunteer programme

THE THAILAND INTERNATIONAL DEVELOPMENT Agency (TICA) was established in 2004 to coordinate and manage the development funding support received and provided by Thailand. TICA's projects, volunteer and expert programmes, fellowships, scholarships, training courses and study visits aim to enhance the capacity of personnel and institutions in partner countries, particularly within the member countries of the ACMECS.[13] In order to implement this vision, TICA has recognized the central role that human resources play in strengthening these capacities not only for the partner countries, but also within the agency itself. People – both staff and volunteers – are indeed central to the delivery of the agency's mission.

Human resources development has been defined as empowering people by fostering the contributory capacities that they can bring to the improvement of their own quality of life and that of their families, communities, enterprises and societies. Over the years, the concept of human resources has evolved from solely focusing on individual capacity building to include institutional capacity enhancement at the national level, through socio-economic policies and development plan and strategies.[14] As global labour markets simultaneously shape and adapt to the emerging occupational structures of growing economies, human resources strategies must balance the demands of new employment sectors with the supply of required skillsets.

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13 The Ayeyawady-Chao Phraya-Mekong Economic Cooperation Strategy (ACMECS) is a political, economic, and cultural organization in Thailand, Laos, Vietnam, Cambodia and Myanmar. Created in 2003, the ACMECS aims to bridge the economic gap among its members and to promote a sustainable prosperity in the sub-region.

14 http://www.un.org/en/development/desa/oesc/humanresources.shtml

In an international development agency such as TICA, human resources management and development help augment the capabilities of staff to carry out development cooperation programmes and projects more effectively. Through human resources management, TICA can attract, select, train, assess, and reward employees, while overseeing organizational leadership and culture, and ensuring compliance with employment and labuor laws. Human resources management can be implemented through various mechanisms: planning, recruitment, selection, placement, training, development performance appraisal, compensation, benefits, safety and health care. Human resources development, in turn, helps employees develop their personal and organizational skills, knowledge and abilities. It incorporates opportunities such as staff training, career development, performance management and development, coaching, mentoring, succession planning, tuition assistance among other developmental activities. The focus of all aspects of human resource development is on developing the most superior workforce so that both the organization and its employees can accomplish their work goals.

How to select and manage specialized human resources?

THAILAND'S INCREASING PROFILE AS a provider of development cooperation requires that its staff is available and trained on specific technical and substantive skills and competencies for SSC/TrC management. TICA's Human Resources Development Bureau manages all routine processes related to the recruitment and basic training of government officials. Specialized training is a decision of the head of TICA, and usually offered to staff in collaboration with other bilateral agencies and international organizations. Nonetheless, the staff required for TICA's projects, mainly those aimed at promoting socioeconomic development at the grassroots level (also known as peer–to-peer contacts), is often unavailable or lacks the skills and competencies required for more elaborated projects and for rapid deployment to the field.

Promoting volunteerism

CREATED IN 2004, THE 'Thai Volunteer Programme' (also known as 'Friends from Thailand') dispatches young Thai volunteers to support of Thailand's technical cooperation programmes in other developing countries. As the name of the programme implies, the initiative also aims at building friendships, forging peer-to-peer relationships at the grassroots level between Thailand and its partner countries, in addition to enhancing young people's professional experience.

Through direct contact with the beneficiaries, the programme is expected to contribute towards sustainable human resources development and promote cultural exchange.

Volunteers traditionally have expertise in areas such as agriculture, information and communications technology, public health, tourism, education and community development, and work in TICA's projects for a period ranging from six months to two years. Volunteers must be 21-35 years old and proficient in English and the local language. Volunteers are further required to be in good health conditions and possess good personal background. Volunteers are considered part of the project activities and are monitored against performance and results delivered. All volunteers are requested to submit a project report every three months, and once a year a TICA team is sent to the field to complement project monitoring. However, formal evaluation methods are yet to be systematized.

The 'Thai Volunteer Programme' is run by TICA in partnership with Thammasat University, a government-affiliated organization. In addition to funding the programme, TICA manages all the logistical aspects related to the selection and dispatch of the volunteers, including international round-trip air fare, subsistence allowance, accommodation, local transportation, and insurance. Thammasat University is responsible for advertising the programme to potential candidates, as well as for providing substantive support for the selection and training of volunteers. Partner countries receiving TICA's volunteers also contribute to the programme through their development agencies or other entities, by assisting with coordination on the ground. These entities act as the liaison between TICA, the volunteers and the local communities, and support TICA in project monitoring.

Volunteer selection occurs in four stages. First, Thammasat University announces the programme, receives the applications, and creates a list of candidates. Three to four applications are received each year. Then, the list of candidates is submitted to TICA, and the agency shortlists applicants for interviews. The list of shortlisted applicants is also shared with the partner countries for their consideration. TICA and Thammasat University then establish a joint committee to carry out a technical assessment and the interviews. Finally, TICA and Thammasat University invite the selected volunteers for an orientation, and provide field training before the volunteers are dispatched. TICA provides political support to the selection process through the participation of its Deputy Director General in the joint committee comprised of representatives from *Thammasat* University and TICA. The whole selection process normally takes one month.

How the management practice helped deliver SSC/TrC results

PARTNER COUNTRIES HAVE BEEN providing overall positive feedback on the 'Thai Volunteer Programme', and are requesting more volunteers to work on TICA's projects.

Table 5: Demand for TICA volunteers, 2004-2012

Number of volunteers	Partner country	Area of cooperation	Project status
3	Vietnam	Teaching Thai language	Concluded
1	Lao PDR	Agricultural extension	Concluded
1	Indonesia	Teaching Thai language	Concluded
9	Bhutan	Health care, hotel management, skills development and agriculture	Concluded
1	Lao PDR	Agricultural development	Ongoing
1	Cambodia	Teaching Thai language	Ongoing
2	Vietnam	Teaching Thai language	Ongoing
4	Bhutan	Information and Communication Technology	Ongoing

Source: TICA

The 'Thai Volunteer Programme' also contributed to the achievement of key aspects of SSC/TrC. The 'Thai Volunteer Programme' is a modality of the cooperation that TICA provides, and as such must be requested by the partner country. Partner countries also participate in the selection of the volunteers based on the staffing profile required by each project, thus contributing to deepening the **demand-driven approach**. Furthermore, the projects' peer-to-peer approach and the participation of the partner countries in the monitoring and evaluation of the projects contribute to local **ownership and leadership.**

The contribution of the programme to the long-term **sustainability** of the initiatives is less certain, as the case did not produce enough evidence on whether the volunteer programme is linked to a strategy to retain these personnel as well as the knowledge and expertise that they bring within the orga-

nization. Nevertheless, the focus on young volunteers to work on peer-to-peer projects at the grassroots level seems appropriate to achieve and sustain the expected results of such types of SSC/TrC projects by encouraging ensconced capacity and mutual benefits.

TICA outsources specific components of the 'Thai Volunteer Programme' to Thammasat University, reducing its own costs relative to manpower (in terms of staff to manage the programme as well as technical experts for the selection and training process), and overhead among others. The above cost reductions and employment of staff with substantive knowledge and functional skills further contribute to **efficiency and effectiveness**. TICA's incentives to establish the 'Thai Volunteer Programme' were based on functional considerations (i.e. to provide 'peer-to-peer' cooperation), rather than a cost benefit approach. TICA doesn't project cost saving between volunteer and staff initiatives: although it would be natural to expect the volunteer programme to be less expensive to the organization, one cannot assume that the competence level and quality of the services provided by volunteers and staff are the same.

Through the **partnership** with Thammasat University and more recently with Kasetsart University, TICA has been able to expand both the number and the quality of the candidates in high demand areas such as agriculture. Partnership agreements with academic institutions also include the training of volunteers in functional areas such as project management and coordination, in addition to substantive skills building.

Innovation is being fostered through the development of a volunteer database in each affiliated university, with information about given volunteer's skills and availability. This platform is expected to accelerate the selection process, the matching of volunteers with different projects, and their dispatch to the partner countries.

Challenges to the introduction of the management practice

WHEN THE 'THAI VOLUNTEER Programme' was launched, TICA was responsible for managing all aspects of the programme, including posting the application forms, receiving and assessing the applications, interviewing and selecting the applicants, training and dispatching the volunteers, providing orientation programmes and logistics management. Yet, TICA did not have the capacity to take on such roles. This problem was addressed when TICA and Thammasat University furthered their partnership and distributed functions based on each organization's strengths.

Another challenge was the fact that the demand for volunteers was *ad hoc*. The partner countries' demand for volunteers was non-systematic and failed to follow consistent procedures. For instance, demand surveys to help identify the number of volunteers needed and a tentative timeframe were conspicuously absent. Absent this information, TICA was unable to streamline the recruitment process. Instead, TICA had to treat the requests for volunteers on a case-by-case basis resulting in a costly and time-consuming process. The fact that the programme is initiated at the discretion of the head of TICA (rather than being part of a longer-term organizational strategy) poses additional challenges to streamlining the programme – despite the political commitment of the Head of TICA to continue the programme.

Furthermore, many volunteers did not receive field training and were dispatched to the projects without the basic skills and decision-making authority at the work level. Thammasat University's partnership with other academic institutions with specialized knowledge required for the projects has been instrumental in helping TICA develop solutions for the above listed concerns. These include providing training in functional and substantive areas, and developing demand surveys for the partner countries. Likewise, TICA has been trying to increase the involvement of partner countries in the project monitoring and evaluation of volunteer output.

CASE 5: COMMUNICATION SKILLS AND TOOLS

Creating and implementing a communication strategy in Kenya

LAUNCHED IN 2008, THE Kenya Vision 2030 (also known as Vision 2030) deepens the implementation of various economic and structural reforms undertaken under the previous development plan, i.e. the Economic Recovery Strategy for Wealth and Employment Creation (2003-2007). Anchored in economic, social and political pillars, the vision sets concrete actions to achieve the Millennium Development Goals by 2015 and transform Kenya into a rapidly industrializing middle-income country, offering all its citizens a high quality of life in a safe and secure environment. The Vision 2030 was designed following a participatory, consultative and inclusive process and remains the touchstone of government-wide activities.

Public access to information is widely acknowledged as key in promoting civil society participation in development, and to foster citizens' buy-in to public policies in Kenya. There is a positive correlation between a high-level of transparency through information sharing and public participation in the country's development process. Despite an increasing presence of development issues in the national media, a more coordinated effort within the government is recognized as vital to raising public awareness of the Vision 2030, and further consolidating the domestic support for its full implementation.

The Ministry of Planning and National Development coordinates and oversees the national development planning process in addition to providing leadership in the implementation of economic policies. During the formulation of the Ministry's Strategic Plan, acknowledgements that much of the efforts under the Vision 2030 were not receiving the required profiling and visibility were made. A Public Relations Officer (PRO), seconded by the Ministry of Information and Communication, provided public relations and media liaison support to the Ministry of Planning. Communications were rather *ad hoc*, unsystematic and reactive in nature.

How to communicate priorities within the government and build social support?

A WIDE-SCALE SURVEY CONDUCTED at the workplace for both customers and employees indicated that the public, and even some staff in public service, were not sufficiently informed on the provisions of the Vision 2030. This resulted in a lack of appreciation and commitment towards its implementation. It further limited the capacity of the Kenyan government to communicate its priorities and form partnerships with foreign stakeholders (including through South-South arrangements) to achieve the Millennium Development Goals and the more long-term goals of the Vision 2030. The overall challenge to the Ministry of Planning and National Development was therefore to bridge information gaps at various levels of the government and scale up public outreach initiatives in order to propel the Vision 2030 to the forefront of the minds of Kenyans, as well as to develop meaningful partnership – particularly through SSC/TrC initiatives.

Kenya Information, Education and Communication Strategy

THE MINISTRY OF PLANNING and National Development addressed the need for an enhanced communications effort through a series of measures, including the establishment of an Information Education and Communication (IEC) Unit within the Ministry. The IEC Unit is in charge of supporting all Directorates, Semiautonomous Government Agencies (SAGAs) and specialized units in their communications functions, with the aim to raise the visibility of government initiatives within the framework of the Vision 2030.

In 2011, the IEC Unit introduced a broad-based communications strategy to provide timely, professional and appropriate information to all stakeholders regarding the Vision 2030 among other development goals. The Information, Education and Communication (IEC) Strategy seek to engage the nation in the implementation of the Vision 2030 and foster partnerships with relevant stakeholders within and outside the country.

Two highlights of the IEC Strategy are the bottom-up and top-down communication channels between the Ministry of Planning and National Development, the line Ministries and other government organizations regarding the implementation status of the Vision 2030 and internationally established development goals. For instance, through the National South-South Standing Committee (the entity responsible for coordinating and harmonizing all SSC/TrC initiatives involving more than fifteen Government Agencies in Kenya) the Ministry of Planning and National Development receives feedback pertaining to the implementation of SSC/TrC initiatives in Kenya, and communicates the priorities for delivering the Vision 2030 that can be delivered and/or leveraged through SSC/TrC initiatives. By way of this two-way communication of Kenya's development strategy, a number of partnerships at the sector level have been formed, namely in infrastructure development, agriculture, health, water and education among others.

The development of the IEC Strategy was informed by findings of a baseline survey commissioned by the Government of Kenya and the United Nations Development Programme. The survey highlighted a number of communications-related concerns that required the urgent attention of the Ministry of Planning and National Development. This survey further provided useful information on communications dynamics and feedback on the implementation of the Ministry's programmes nation-wide. In addition to the baseline survey, a series

of additional surveys – namely the Employee and Work Environment Satisfaction Survey and the Customer Satisfaction Survey – provided strategic direction to both the internal and external communications efforts of the Ministry.

How the management practice helped deliver SSC/TrC results

AS A NEWLY DEVELOPED government-wide communication effort that is still in the process of strengthening the links with SSC/TrC initiatives in Kenya, the IEC strategy provides interesting insights to SSC/TrC management, including the opportunities to link communications with the work of national entities in charge of SSC/TrC management such as the National South-South Standing Committee and Kenya's recently established South-South Centre.

The Ministry of Planning and National Development is well networked with other Ministries and Agencies through the Central Planning and Project Monitoring Units incorporated in the line Ministries as well as District and County Development offices, which are staffed by officers seconded from the Ministry of Planning. These links will likely be extended to the South-South Centre, launched in October 2012 to: i) coordinate and promote all SSC/TrC activities and act as the clearing house for South-South engagements in Kenya; ii) mainstream SSC/TrC policy in all sectors to capitalize on current programmes and activities; iii) examine regional and sub-regional programmes and provide advice to the Government on potential links that could be established with these initiatives; and iv) cooperate with other international organizations and governments with the aim of identifying technical cooperation projects under bilateral and multilateral arrangements. These strong links and cooperation within the Government of Kenya have the potential to contribute to the **sustainability** and **scalability** of its SSC/TrC activities.

The IEC strategy highlights the central role of Information and Communications Technology (ICT) to the improvement of service delivery and interactions with various stakeholders. The 'Use of Vision 2030' online course was conceived to educate the general public on the origins, rationale and objectives of the Vision 2030. The online course reaches out to the persons in the diaspora and other stakeholders including development partners and constitutes an example of **innovation** that could be further used to raise partners' awareness and leverage SSC/TrC initiatives and partnerships.

Challenges to the introduction of the management practice

ACCOUNTABILITY AND TRANSPARENCY REGARDING government operations are a priority for Kenyan citizens. Citizens needed to be aware of what the Ministry of Planning and National Development was able to offer them, how they could access public services, and what policy changes the Vision 2030 sought to achieve. Hence, the Ministry of Planning and National Development had to demonstrate that its policy decisions were sound and evidence-based, and persuade citizens to engage and play their part.

The communication efforts of the Ministry of Planning and National Development, therefore, had to be based on a number of integral values upon which the key communications messages were built. Communications had to be inspirational and serve as a 'Call to Action'. Good practices and testimonials from various recipients, among other mechanisms that spoke candidly and directly to the target audience, were widely used to build government's messages.

Lastly, the link between the government-wide communication effort and SSC/TrC initiatives in Kenya is yet to be strengthened. The National South-South Standing Committee, and more recently the establishment of the South-South Centre, seems to provide good opportunities for this to happen.

CASE 6: PROGRAMME DESIGN

The 'Japan Partnership Program' model of triangular cooperation

IN RECENT YEARS, MIDDLE-INCOME countries (MICs) are being increasingly asked to share tested development solutions with other developing countries through SSC/TrC engagements.[15] While ODA from multilateral organizations and OECD-DAC countries has been declining in recent years[16], technical assistance projects offered by MICs to their peers in the South has been following the opposite trend.

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15 Greenhill, Romily *et al* (2013)

16 IPEA (2013)

Table 6: Demand for middle-income countries' SSC (number of projects, 1986-2010)

MICs	1986-1990	1991-1995	1996-2000	2001-2005	2006-2010	Total
Brazil (1998-2009)	-	-	1	23	484	508
Colombia (2006-2008)	-	-	-	-	151	151
India (2005-2010)	-	-	-	31	427	458
South Africa (2005-2008)	-	-	-	4	27	31
Thailand (2007)	-	-	-	-	278	278
China (1990-2005)[17]	33	143	152	173	n/a	501
Total	**33**	**143**	**153**	**231**	**1367**	**1927**

Source: Sinha, Pranay and Hubbard, Michael (2012)

The budget for development cooperation is also increasing in MICs. For instance, Brazil's budget for technical cooperation projects increased fourfold between 2005 and 2010, reaching a record of approximately $57.7 million in 2010.[18] Chile's budget for technical cooperation projects more than tripled in the same period.[19] Countries in Asia and the Pacific have significantly expanded South-South cooperation initiatives in relation to their national income. China and India are beginning to spend around 0.07 percent of their national income on South-South cooperation initiatives, a noteworthy figure given their GDP and still relatively low per capita income.[20] Other countries in the region, including the Republic of Korea, Malaysia, Singapore and Thailand, are also expected to expand their South-South cooperation initiatives in the coming years.

17 Does not include projects from Taiwan, classified as high-income by the World Bank

18 AGCI (2012)

19 UNESCAP (2011)

20 The scale of SSC should not be judged in terms of traditional aid indicators only. Providers of SSC tend to face limitations in providing concessional loans and grants. Also, their major contribution is usually in the form of capacity building and sharing development experiences, and the scale of those modalities of cooperation tends to be underestimated given the lower costs of expertise and equipment in these countries.

Increasingly traditional donor countries have been partnering with MICs through the development of triangular cooperation programmes, and the facilitation of knowledge exchanges among developing countries. Partners tend to see triangular cooperation not only as an opportunity to leverage cooperation results, but also to create positive synergies in international development. Individual motivations behind these partnerships vary for both traditional donors, as well as for the MICs. On one side, traditional donors see triangular cooperation as complementing traditional North-South bilateral cooperation with skills, knowledge and resources from developing countries. These partnerships may also help strengthen bilateral diplomatic relationship with MICs, and disseminate successful efforts (including those achieved through traditional North-South bilateral cooperation). On the other side, MICs see triangular cooperation as complementing the South-South bilateral cooperation, basically through additional funds to the ones already mobilized by developing countries themselves, and, in some cases, with complementary knowledge. Triangular cooperation allows both MICs and traditional donor countries to gain from each other the knowledge in solutions to development challenges as well as managerial practices applied respectively in South-South cooperation and ODA.

How to deepen partnerships and enlarge cooperation?

DESPITE THE GROWING DEMAND and funding for South-South cooperation initiatives, MICs are still developing their capability and systems for implementing cooperation programmes. At the same time, traditional donor countries have been seeking ways to expand the scope, scale and impact of their bilateral cooperation. While triangular cooperation can be a concrete way to deepen partnership between MICs and traditional donors for the achievement of development results, there is few commonly accepted practice or frameworks to facilitate the joining of capacities and the management of expertise of the cooperating partners. MICs and traditional donor countries often find it difficult to identify and define each other's advantages when responding to a third country demand; agree on common criteria for selecting projects; combine different cooperation modalities, policies and procedures; and define human and financial resources contributions in view of implementing a specific project/activity.

The Japan Partnership Program

JAPAN HAS BEEN A strong proponent of SSC/TrC since the 1970s. The Partnership Program (PP) was introduced in 1994 to institutionalize Japan's SSC/TrC

initiatives and make them supple instruments for development cooperation.[21] The PP is a comprehensive framework established between the Japanese Government and the government of a pivotal country to jointly implement technical cooperation to support the development endeavors of other developing states and regions.

The PP generally sets out the statement of commitment to partnership including the cost-sharing principle among two parties, although the scope and the level of details vary. Some PPs specify the exact cost-sharing ratio in the document, the forms of triangular technical cooperation and the annual joint planning cycle. Some PPs spell out priority areas for joint activities. To date, Japan has concluded PPs or equivalent technical cooperation agreements with 12 countries, including Argentina, Brazil, Chile, Egypt, Indonesia, Jordan, Mexico, Morocco, Philippines, Singapore, Thailand and Tunisia.[22]

Signed in 2000 between the Ministry of Foreign Affairs of Japan and the Brazilian Cooperation Agency, the 'Japan-Brazil Partnership Program' (JBPP) is an example of such framework for the joint implementation of triangular cooperation projects. The Government of Japan proposed the JBPP to ABC Director. JICA and ABC were both interested in disseminating the results of previous bilateral cooperation between the two partners to other developing countries. ABC interest in using the JBPP to promote the expertise of Brazilian institutions abroad internationally was an additional motivation for the launch of the JBPP. The agreement text and implementation conditions were then negotiated by ABC's Coordination-General of Bilateral Received Technical Cooperation.

The original idea of the JBPP was to give support to disseminating to third countries achievements and results from the bilateral cooperation that Brazil received from Japan. Today, the JBPP also supports broader Japanese outreach efforts through JICA to these countries as well as the dissemination of Brazilian institutions own results, which do not necessarily stem from bilateral cooperation initiatives with other countries. Traditionally South and Central America and Portuguese- speaking countries in Africa have been the main partners of the JBPP given the cultural/linguistic similarities between Brazil and these countries. The Japanese Government would have neither the cultural proximity, nor the financial and human capacity, to enter into so many direct partnerships with countries of so many different profiles if not through pivotal countries like Brazil.

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21 The Japan-Thailand Partnership was the first PP signed.

22 Partnership member programs as of March 2013.

In order to adjust to the political and practical realities within both countries, Brazil and Japan agreed on common mechanisms and procedures for project negotiation and operations based on both ABC and JICA's own requirements. These common mechanisms and procedures include a planning committee that meets once per year to define programme activities; a needs assessment and stakeholder engagement; a joint formulation and evaluation process; formal knowledge exchange mechanisms; and payment conditions. Procedures are gradually being codified and are now consolidated in the following two documents: i) the manual for logistical procedure with ABC[23]; and ii) the guidance contained in the Record of Discussions (or Memorandum of Understanding).

The JBPP is normally implemented through joint technical cooperation projects and seminars/training type cooperation known as 'Third Country Training Programs' (TCTP). Until 2007, ABC and JICA coordinated only seminars and TCTP initiatives. The implementation of joint technical cooperation projects started in 2007 only. Technical cooperation projects are identified by Brazil and Japan through their own separate channels and mechanisms. In Japan, these projects are normally identified through JICA country office and pre-selected based on JICAs target areas; available human and financial resources; and budget limits for bilateral and triangular cooperation transfers from Japan to the country. The project proposal is then submitted to the JBPP planning committee and assessed by JICA and ABC. ABC and JICA do not have common project assessment criteria, and try as much as possible to combine the proposed triangular cooperation project with existing bilateral cooperation projects. At the beginning of each Japanese fiscal year (in April), JICA Brazil announces the selected projects. Shortly after the announcement, JICA, ABC and the executing agency[24] negotiate in depth the details of the project based on guidance contained in the Record of Discussions. All JBPP supported projects are government-to-government and implemented through the partners' cooperation agencies according to the Triangular Cooperation Agreement among the partner countries. Project-level issues are dealt by specific joint coordination committees established upon project signature.

JICA applies the OECD-DAC criteria[25] for project evaluation in four steps: i) *ex ante* evaluation, at the beginning of the project to define the details for its correct execution. This is normally done through the dispatch of a mission

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23 The manual for logistical procedures was created to address the specific operational needs of the TCTP.

24 The Brazilian institution that contributes with its technical expertise

25 http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.html

to formulate the project with the partner countries[26]; ii) *mid-term* evaluation, to assess the alignment of the project with its original goals and propose any necessary adjustments. This is normally done through inquiries to the partner government with the participation of ABC; iii) ex post evaluation, to assess project's results usually through the dispatch of a delegation to the partner country, interviews, and visits; iv) feedback, to feed into project planning and implementation. ABC evaluation mechanisms were not reported. ABC, JICA and the partner country do not have common evaluation criteria.

How the management practice helped deliver SSC/TrC results

JICA'S TRIANGULAR COOPERATION WITH Brazil has been expanding each year. Brazil and Japan have formulated and implemented more than 140 third-country training programmes since the signature of the JBPP in 2000, and more than 35 joint technical cooperation projects since 2007. The budget of the Brazilian Cooperation Agency has increased markedly in recent years, reaching approximately $25 million in the 2011 (about three times that of 2008). This increase is also expected to have contributed to expand the number of triangular cooperation initiatives with JICA under the framework of the JBPP.

Figure 6: Number of initiatives jointly implemented between Brazil and Japan
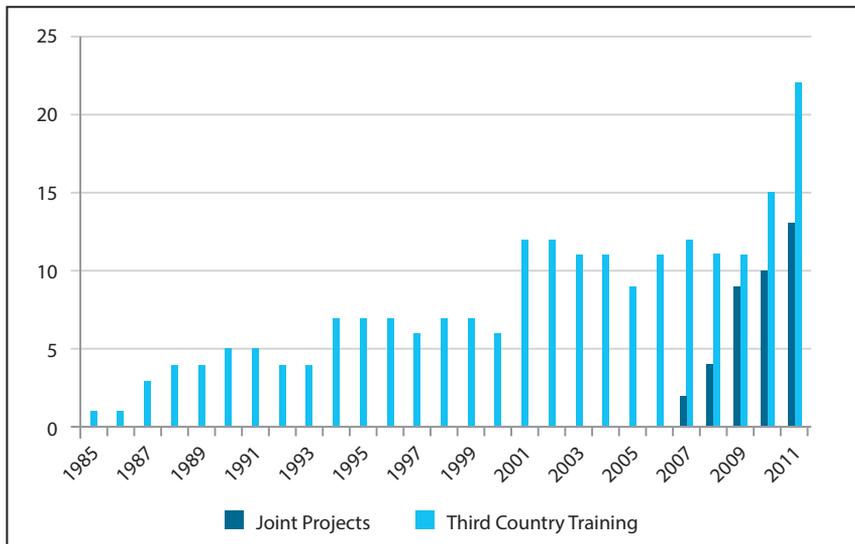
Source: *JICA-RI (2012)*

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26 The mission is comprised of representatives from ABC and the technical institutions involved in the project. The mission is planned and implemented jointly by JICA, ABC and the third country.

The Partnership Program also contributed to the achievement of key aspects of SSC/TrC. The projects under the PP framework are implemented by JICA in collaboration with organizations in Japan, the pivotal country and the partner country, based on proposals submitted by both pivotal and partner countries. This mechanism contributes to the **demand-driven** approach of the initiatives supported by the programme – although other mechanisms could be introduced to further enhance the demand-driven approach of the management practice.

The PP's contribution to **effectiveness and efficiency** can be observed in two aspects: First, the PP is not always based on official requests from the partner government, and so there is no requirement for an international agreement between the governments of the recipient country and Japan. The partner government's approval is still necessary, prior to the implementation of the programme or individual projects to ensure that projects are in accordance with the national priorities, and the procedures agreed upon between the two governments. Second, JICA and the pivotal country usually develop common procedures to execute the projects. (e.g. manuals, agreements, guidelines for visa procedures, accommodations, security operations, etc). These common procedures help minimize potential cultural and idiomatic differences not only among the JICA and the pivotal country, but also with third countries joining the partnership in specific projects and training programmes. They further contribute to joint planning, periodic consultations, and the combination of cooperation modalities, improving coordinated and systematic engagements.

Under the Partnership Program, JICA works with a platform of NGOs, universities, local governments and public interest corporations to develop **broad based partnerships** in Japan, the pivotal country and the partner. The PP usually emerges from more modest, small-scale cooperation arrangements between the developed country and the pivotal country. It is scaled up through the continued accumulation of experience in developing and implementing joint initiatives as well as the relationship developed between the partners throughout the years. **Scalability** is further fostered through knowledge exchanges among the pivotal country and the partner country through the projects and training programmes. The JBPP for instance has allowed the scalability of urban policing initiatives in Brazil with the introduction of Japanese best practices. Once tested in Brazil and adapted by Brazilian institutions to the local reality, this knowledge was further shared in four other countries in the LAC region through a JBPP-funded project.

Challenges to the introduction of the management practice

ONE OF THE MAIN challenges to the PP and triangular cooperation initiatives in general is the transaction costs involved in negotiating, defining, implementing and monitoring the projects. Defining common procedures and assigning roles to the different partners observing their individual political and operational realities was one of the mechanisms used in the PP to reduce these costs.

Furthermore, the demand for triangular cooperation initiatives has become more sophisticated throughout the years, creating additional challenges to the exchange of knowledge and the scale-up of development initiatives among countries. While contributing to Japan's outreach efforts, the Japan Partnership Programs can take advantage of the 'PP network' to join-up initiatives. Through increased and better use of knowledge exchange mechanisms, the PP can leverage the initiatives and solutions in one programme to respond to similar demands in other countries within the same region.

With regards to the JBPP, one of the main challenges faced was the launch of the partnership under the existing Brazil-Japan bilateral cooperation framework rather than a specific legal document that clearly outlined the trilateral process and the horizontal relation among all the partners. Keeping good and regular dialogue mechanism as well as conducting joint programme monitoring were, therefore, critical to further shaping the partnership.

CHAPTER 3

LESSONS LEARNED FROM THE CASE STUDIES

SOUTH-SOUTH AND TRIANGULAR COOPERATION are essentially built by developing countries working together to find solutions to common development challenges. Linked by commonalities in their history, geography, culture and language, developing countries have important lessons to share from which other nations can learn. Nonetheless, these countries still face many capacity constraints to manage the increasing development cooperation flows, scaling up initiatives, and realizing the full potential of SSC/TrC. When developing such managerial capacities, these countries should observe the key aspects of SSC/TrC to create development pathways in line with their own aspirations, goals and priorities.

In light of the knowledge-sharing and learning spirit of SSC/TrC, the experiences in the five priority areas for capacity development analysed in Chapter 2, and the key aspects of SSC/TrC, this chapter identifies lessons learned for the introduction of enhanced SSC/TrC management practices in development cooperation agencies and other entities managing SSC/TrC. The experiences analysed are very rich and, therefore may provide lessons to more than one priority area for capacity development in SSC/TrC management.

The lessons presented in this chapter are non-exhaustive, are based on selected countries' experiences, and capture both the successes and the challenges that these countries have faced when introducing enhanced management practices. Though these lessons may be applicable to other countries' experiences, they should not be generalized to all SSC/TrC initiatives.

The chapter concludes with suggestions on how to move the debate in SCC/TrC management forward, including questions raised throughout the study that could be matter of future investigation, research and debate, further contributing to expand the knowledge base on how to manage SSC/TrC more effectively.

What is the evidence telling us?

ENHANCING MANAGEMENT PRACTICES IN SSC/TRC IS AN ONGOING TRIAL-AND-LEARNING PROCESS. Capacity constraints have not stymied the developing countries' resourcefulness in producing relevant contributions to SSC/TrC and creating innovative forms of SSC/TrC management. The examples of the 'Partners in South-South Cooperation Program' (Benin, Bhutan and Costa Rica) and the 'Japan-Brazil Partnership Program' demonstrate that partners spent many years strengthening the relationship and developing the necessary managerial infrastructure to run joint programmes, projects and other SSC/

TrC initiatives. For instance, the first six months of the 'Partners in South-South Cooperation Program' were dedicated entirely to developing and professionalizing the National Mechanisms in each of the three partner countries. Efforts to perfection the programme and to scale-up the PSSC are still underway. The 'Japan-Brazil Partnership Program' provides a good example of how bilateral cooperation evolved to horizontal partnership, and involved a third country based on new cooperation modalities and management practices developed throughout the years.

ORGANIZATIONS IN CHARGE OF SSC/TRC BENEFIT FROM LEADERSHIP WITH CLEAR AND STRONG INSTITUTIONAL MANDATES. The domestic development challenges that South-South cooperation providers still face coupled with growing pressure on domestic resources pose difficulties for the governments in these countries to communicate the rationale for SSC/TrC and justify such initiatives to their Parliaments and society. Leadership can catalyze political and public support in favor of such initiatives. In the Chilean case, the mandate of AGCI's Director and his accountability line to AGCI's Council and the Presidency were clearly defined by Law, helping mainstream SSC/TrC within the different Ministries and other public sector institutions involved in Chilean development cooperation. In the Mexican case, leadership prompted public support for innovative modalities of SSC/TrC and the scale-up of government's initiatives, even in the absence of a specific legal framework for international PPPs. It was less clear, however, into what extent the government capitalized on the 'Mexico for Haiti Alliance' experience to embed PPP models into the legal framework governing Mexican development cooperation. This could have helped foster the application of PPPs to other initiatives, ensuring institutional stability for such partnership arrangements over time and across changes of government.

LIGHT, AUTONOMOUS, AND DECENTRALIZED INSTITUTIONAL ARRANGEMENTS FACILITATE THE RAPID IMPLEMENTATION OF SSC/TRC INITIATIVES TAILORED TO PARTNER COUNTRIES' NEEDS. Development cooperation agencies have a central role in linking the expertise available across the government with the demand for cooperation in the partner country. The Chilean experience showed that the establishment of a dedicated unit for South-South Cooperation in the country's development cooperation agency and the use of Chilean embassies network allowed for such connections to be made and maintained with relatively little human and financial resources. In Chile,

this basic structure is complemented by a dedicated unit for partnership development with multilaterals responsible for joining up efforts and coupling national funding for horizontal initiatives with foreign resources. The involvement of the civil society in PPP models (Mexico) further demonstrated how the capacity to respond to a demand for SSC/TrC can be considerably expanded and enhanced to deliver cooperation in fairly complex environments.

INTEGRATED COORDINATION MECHANISMS FACILITATE THE DELIVERY OF THE SSC/TRC EXPECTED RESULTS. South-South cooperation providers often face coordination challenges, as often multiple ministries and actors are involved in delivering development cooperation. Likewise, ensuring policies from different areas of government do not undercut or contradict one another is a key factor for the successful delivery of development cooperation. In a highly decentralized institutional setting, coordination mechanisms are critical to ensure the consistency and coherence of SSC/TrC initiatives. The Benin, Bhutan and Costa Rica as well as the Mexican cases provided good examples of how coordination at the working level can support SSC/TrC initiatives (i.e. the coordination of national activities by the National Mechanisms, and the Follow-up Committee to monitor the cooperation projects funded by the 'Mexico for Haiti Alliance'). The Benin, Bhutan and Costa Rica case further demonstrated how working-level coordination integrates with higher-level governance mechanisms, and creates upstream linkages with policy making.

COORDINATION MECHANISMS IN THE PARTNER COUNTRY'S DEVELOPMENT PLANNING PROCESS CAN FURTHER HELP DELIVER THE SSC/TRC EXPECTED RESULTS. One of the key challenges concerning effective coordination of development cooperation is that SSC/TrC is often led and dealt by the Ministries of Foreign Affairs, while other forms of development cooperation (i.e. development finance) are usually dealt and managed by the Ministries of Finance and/ or Planning. In many cases this has prompted some confusion in the development planning process in partner countries with regards to the coordination of development projects and their alignment with national strategies and priorities. The Chilean case highlighted the importance of partner country prioritization of requests according to its own development plans and strategies. In the Benin, Bhutan and Costa Rica case, high-level representatives from each of the three partners ensured that the PSSC was adopted into the foreign policy and national plans of their respective countries. This set the stage for governments

to incorporate SSC/TrC into their international relations agendas. For instance, in Bhutan this agenda was included in the five-year Development Plan; Benin adopted it into its national policy; while Costa Rica incorporated SSC/TrC into its National Development Plan and State Policy.

DOMESTIC EXPERIENCES CAN BE ADAPTED TO INTERNATIONAL COOPERA-TION FOR DEVELOPMENT AND DIFFERENT COOPERATION MODALITIES CAN BE COMBINED, INNOVATING SSC/TRC. The legal framework that governs development cooperation can create an enabling environment for innovative SSC/TrC management. The Mexican case showed that PPPs allow for more flexible development cooperation spending, costs sharing among partners, and better use of each actor's comparative advantage. PPPs are not difficult to implement provided there is a legal and coordination basis guaranteeing the work and investments, thus providing security to all partners. It was less clear from the case study into what extent such arrangements could conceivably involve national and international entities and possibly benefit from more flexible guidelines to the procurement of goods and services. SSC/TrC also benefits from the mutually reinforcing combination of different modalities of cooperation such as technical assistance and scholarships, as in the Chilean case; and technical and humanitarian assistance, as in the Mexican case. These cases further pointed to the need for legal frameworks that allow for the combination of different SSC modalities, thus offering more options to the management of SSC/TrC and to the delivery of the expected results.

NON-STATE ACTORS CAN BE A RESOURCE, NOT JUST IN THEIR CAPACITY AS DELIVERERS OF SSC/TRC BUT ALSO AS DEVELOPMENT ACTORS IN THEIR OWN RIGHT. The involvement of organizations beyond central governments in the management of SSC/TrC varies considerably in the case studies. The Mexican case showed that the partnership with NGOs in Haiti helped deliver South-South cooperation results and ensure the sustainability of the cooperation in a context of high instability. The work with these NGOs and the balance with the principle of non-interference in domestic political and economic affairs, which some providers of South-South cooperation emphasize, seems to have been achieved through close communication with the Haitian Government at all stages of the programme. The Chile case provided an interesting example of non-state actor involvement in SSC/TrC management through the representation of the academia in AGCI's institutional arrangement. The mechanisms through which

AGCI relates with the larger non-government sector (e.g. through the participation of knowledge-based organizations, civil society organizations, and other non-state entities in the formulation of national development policies, and in the delivery monitoring and evaluation of AGCI's SSC/TrC programmes) were less evident in the study. Overall, all the case studies analysed tended to overemphasize government-to-government projects with fewer robust mechanisms to engage with non-state actors beyond project execution.

COMPLEMENTARITY BETWEEN NORTH-SOUTH AND SOUTH-SOUTH COOPERATION IS ENHANCED WHEN PARTNERS EXCHANGE KNOWLEDGE ABOUT DEVELOPMENT SOLUTIONS AS WELL AS OFFICIAL DEVELOPMENT ASSISTANCE AND SOUTH-SOUTH COOPERATION MANAGEMENT. North-South and South-South Cooperation can complement and leverage each other through different mechanisms and approaches. The Benin, Bhutan and Costa Rica case demonstrates how the lessons learned from the partnership with the Netherlands (in addition to funding) were key to launch the PSSC, harmonize the management practices among the three partners, and help the programme reach maturity over the years. The 'Japan-Brazil Partnership Program' in turn showed how a more autonomous approach to TrC management, with fewer codified and common practices, can also help deepen and enlarge TrC. In both cases, the trust fostered among the partners throughout the years created an enabling environment for the exchange of knowledge on development solutions and management practices, regardless the approach adopted in each of the cases.

HUMAN RESOURCES DEVELOPMENT AND INVOLVEMENT OF PROFESSIONALS OUTSIDE THE GOVERNMENT ARE VITAL TO OVERCOME CAPACITY 'CEILINGS' AND TO THE LONG-TERM SUSTAINABILITY OF SSC/TRC INITIATIVES. South-South cooperation providers often face capacity constraints in relation to the availability of public sector expertise and to the management of SSC/TrC. Investments in staff training on functional aspects such as project management, coordination negotiation, M&E, in addition to mentoring programmes, performance assessments and other initiatives, can help attract and retain qualified human resources for SSC/TrC engagements. The increased use of professionals from the academia, local governments, civil society organizations and the private sector, can further help overcome the time constraints (and in some cases even expertise) that many civil servants face when engaging in SSC/TrC. Thailand expe-

rience showed that through volunteer programmes TICA was able to identify and deploy human resources from outside the government to SSC/TrC projects with very unique characteristics and requirements. The Thai case also showed the value of managing human resources strategically, including through databases with relevant contact and skills information to speed up the identification and employment of 'talents'. These cases further pointed to the need for capacity development, performance appraisal, and information systems related to the volunteers and the programme to be embedded in HR policies, conferring more institutional stability over time and across changes of government.

AN INTEGRATED, RESULTS-BASED COMMUNICATIONS STRATEGY INCREASES THE VISIBILITY OF SSC/TRC AND FACILITATES ITS IMPLEMENTATION. Communications help mainstream SSC/TrC policy in the government and raise awareness of how SSC/TrC can help deliver national development goals by capitalizing on existing programmes and activities, and leveraging partnerships. The Kenyan case illustrated this alignment through the bottom-up and top-down communication channels between the Ministry of Planning and National Development, the line Ministries and other government organizations regarding the implementation status of the Vision 2030 and internationally established development goals. By way of this two-way communication of Kenya's development strategy, a number of partnerships at the sector level have been formed, namely in infrastructure development, agriculture, health, water and education.

Suggestions for moving the debate in SSC/TrC management forward

RESEARCH AND DOCUMENT ADDITIONAL PRACTICES IN SSC/TRC MANAGEMENT. Research and document more experiences and challenges in managing SSC/TrC. These case studies could focus on each priority area for capacity development in SSC/TrC management, allowing for comparisons among the different models and lessons learned. Such information can be gathered, synthesized and made accessible to other countries facing capacity constraints to manage the increasing development cooperation flows, scaling up initiatives, and realizing the full potential of SSC/TrC. The United Nations, through the UNOSSC could facilitate this process in partnership with locally based actors in governments, academia, civil society organizations and the private sector. UN specialized agencies, funds and programmes also play a vital role in this process by identifying, codifying and sharing the knowledge in SSC/TrC management from

their programmes globally, and using this knowledge to feed back into planning, programming and advisory support to other Country Offices.

Some potential questions for further investigation (arising from the cases in this study) could be: In to what extent different institutional settings (e.g. more or less autonomous, coordinated, etc) can work in different countries? Does one model produce better results than any other? If so, what are the success drivers? In to what extent TrC management practices need to/can be streamlined to reduce transaction costs, considering the different practices in South-South cooperation and official development assistance management? In to what extent these transaction costs can be reduced through mutual under- standing and trust among the partners? What management practices to involve non-state actors more regularly in SSC/TrC have been successful? What human resources and communications strategies have conferred more institutional stability to SSC/TrC over time and across changes of government?

USE EXISTING ONLINE PLATFORMS AND COMMUNITIES OF PRACTICES TO SHARE EXPERIENCES IN SSC/TRC MANAGEMENT. A community of practice could be built upon existing spaces, such as the Director-General online space and the UNOSSC 3-in-1 multilateral support architecture for South-South and triangular cooperation, and used to deepen the debate on selected topic in SSC/ TrC management, share and access information, and/or to engage in peer-to- peer learning and peer review on a regular basis.

OPPORTUNITIES FOR SSC/TRC PROVIDERS TO ENGAGE FACE-TO-FACE BEFORE AND BETWEEN MAJOR INTERNATIONAL EVENTS. The High-level Forum of Di- rectors-General for Development Cooperation, the project 'Capacity Devel- opment in Management of South-South and Triangular Cooperation' and/or other existing fora, could be used to further to deepen debate, define common priorities, develop joint agendas and follow up mechanisms, and coordinate efforts on SSC/TrC management ahead of and in-between global meetings on development cooperation on a more regular and permanent basis.

ANNEXES

ANNEX 1. GUIDING RESEARCH QUESTIONS

THE GUIDING RESEARCH QUESTIONS below were shared with the countries featured in this study as an attachment to the interview questionnaire. The guiding research questions provided a framework for analysis and for the definition of the key aspects of SSC/TrC.
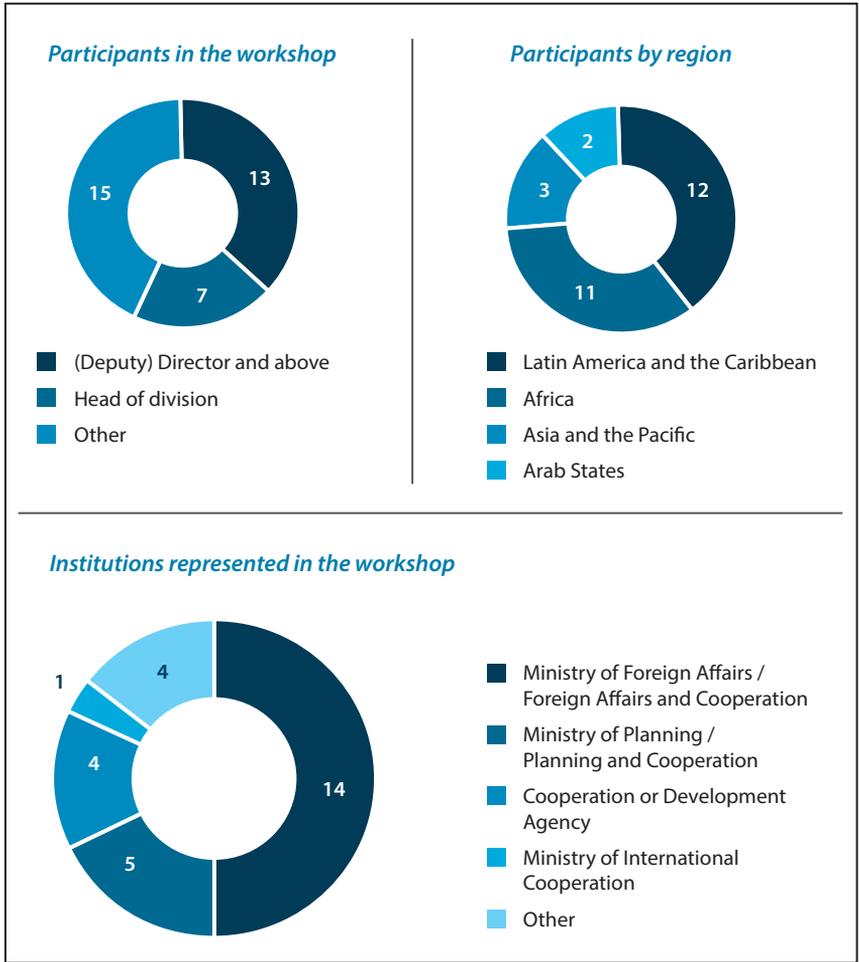
1. **Demand-driven approach** How does the management practice help identify the demand for SSC/TrC? How does the management practice ensure that local needs, the capacity to assess these needs, and broader political/economic/social conditions are met? How does the management practice help collect information regarding needs matching? What are the methodologies used for needs assessment and SSC/TrC development? How does the management practice ensure the participation of partner countries in terms of SSC/TrC opportunities identification and development?

2. **Ownership and leadership** How does the management practice ensure that participating countries lead and coordinate the implementation of the SSC/TrC? How does the management practice ensure the SSC/TrC fit in the corresponding institutional strategic plan as well as in national and sector development plans? How does the management practice help put in place/ foster national capacities to lead the development process? Have each of the partners made specific commitments to contribute to the SSC/TrC? What are the challenges to ensure that these contributions actually take place? To what extent are the heads of the organizations aware of these commitments? How does the management practice help leaders fulfill these commitments? How does the management practice ensure other national actors, such as parliaments and civil society, are involved in the SSC/TrC?

3. **Broad-based partnerships** How does the management practice facilitate the identification, development and establishment of the partnership? Which incentives were decisive with respect to initiating the activity? How does the management practice help identify the partners' comparative advantages and divide the work among them? Does the management practice help identify potential transaction costs and how they may be recovered in the future? How does the management practice help partners learn from and account to each other? Does the management practice promote mechanisms to solve conflicts between the partners? How does the management practice

help maintain (some) relations among partner countries/institutions after the implementation of the SSC/TrC?

4. **Innovation** What legal/institutional/management incentives for technology innovation and innovative approaches does the management practice provide? Does the management practice help attract financing for innovative technologies and approaches? How? Does the management practice create mechanisms/platforms for innovation? How does the management practice help establish innovative technologies and practices for knowledge sharing among the development partners? Does the management practice help promote technological learning and enterprise development? How?

5. **Efficiency and effectiveness** How does the management practice foster the use of adapted capacity (from partnering countries)? How does the management practice ensure the SSC/TrC fit the national capacity development/ technical cooperation coordination plans of the participating countries? To what extent does the management practice help achieve efficiency in terms of inputs and outcomes/impacts, including cost reduction and sustainability? At what level does the management practice help achieve results (output, outcome, impact)? Does the management practice establish/promote knowledge management and M&E systems? Does the management practice foster the use of procurement practices/information?

6. **Sustainability** Does the management practice foster peer networks and trust among the partnering countries? How? Does the management practice encourage ensconced capacity and mutual benefits? How? What are the mechanisms used to ensure sustainability (e.g. new legislation, capacity-building, empowerment)?

7. **Scalability** what extent does the management practice facilitate the adaptation of development solutions to the local context? What are the main issues it faced? If scaling up is possible, how can it be achieved? Are there other sources of SSC expertise beyond the public sector/organizations? What are they? How does the management practice mobilize them? How does the management practice expertise help mobilize financial resources? How this management practice can help other efforts to reduce poverty or meet any other Millennium Development Goals (MDGs)?
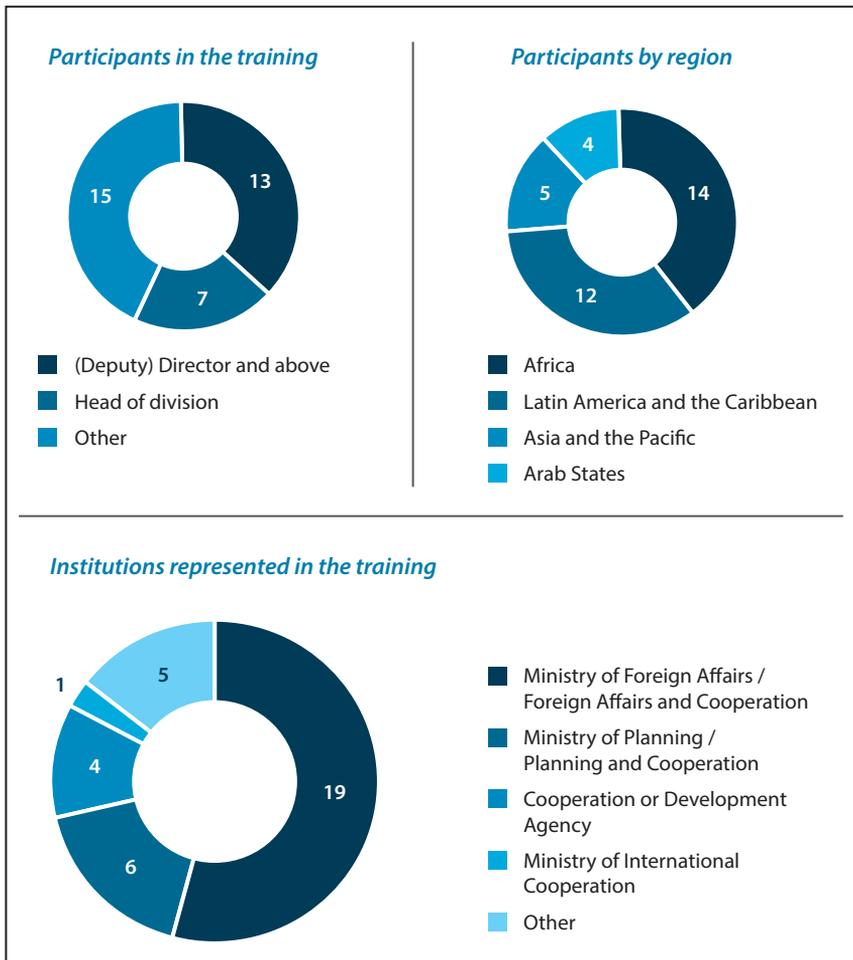
ANNEX 2. STATISTICAL ANALYSIS OF THE PLANNING WORKSHOP

BRASILIA, 10-11 JANUARY 2013: This planning workshop for the project 'Capacity Development in Management of South-South and Triangular Cooperation' (ABC/JICA/UNOSSC) identified supply and demand of capacity development needs in SSC/TrC. Representatives from 26 development cooperation agencies attended.

Participants in the workshop

- (Deputy) Director and above
- Head of division
- Other

Participants by region

- Latin America and the Caribbean
- Africa
- Asia and the Pacific
- Arab States

Institutions represented in the workshop

- Ministry of Foreign Affairs / Foreign Affairs and Cooperation
- Ministry of Planning / Planning and Cooperation
- Cooperation or Development Agency
- Ministry of International Cooperation
- Other

Source: UNOSSC

ANNEX 3. STATISTICAL ANALYSIS OF THE FIRST PEER-LEARNING TRAINING ON SSC/TRC MANAGEMENT

BRASILIA, 11-15 MARCH 2013: This training for the project 'Capacity Development in Management of South-South and Triangular Cooperation' (ABC/JICA/UNOSSC) gathered 35 participants from 33 middle-income countries and least developed countries. They discussed practical experiences regarding SSC/TrC management. A second training is scheduled for November 2013.

Participants in the training

13
15
7

- (Deputy) Director and above
- Head of division
- Other

Participants by region

4
14
5
12

- Africa
- Latin America and the Caribbean
- Asia and the Pacific
- Arab States

Institutions represented in the training

5
1
4
6
19

- Ministry of Foreign Affairs / Foreign Affairs and Cooperation
- Ministry of Planning / Planning and Cooperation
- Cooperation or Development Agency
- Ministry of International Cooperation
- Other

Source: UNOSSC

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