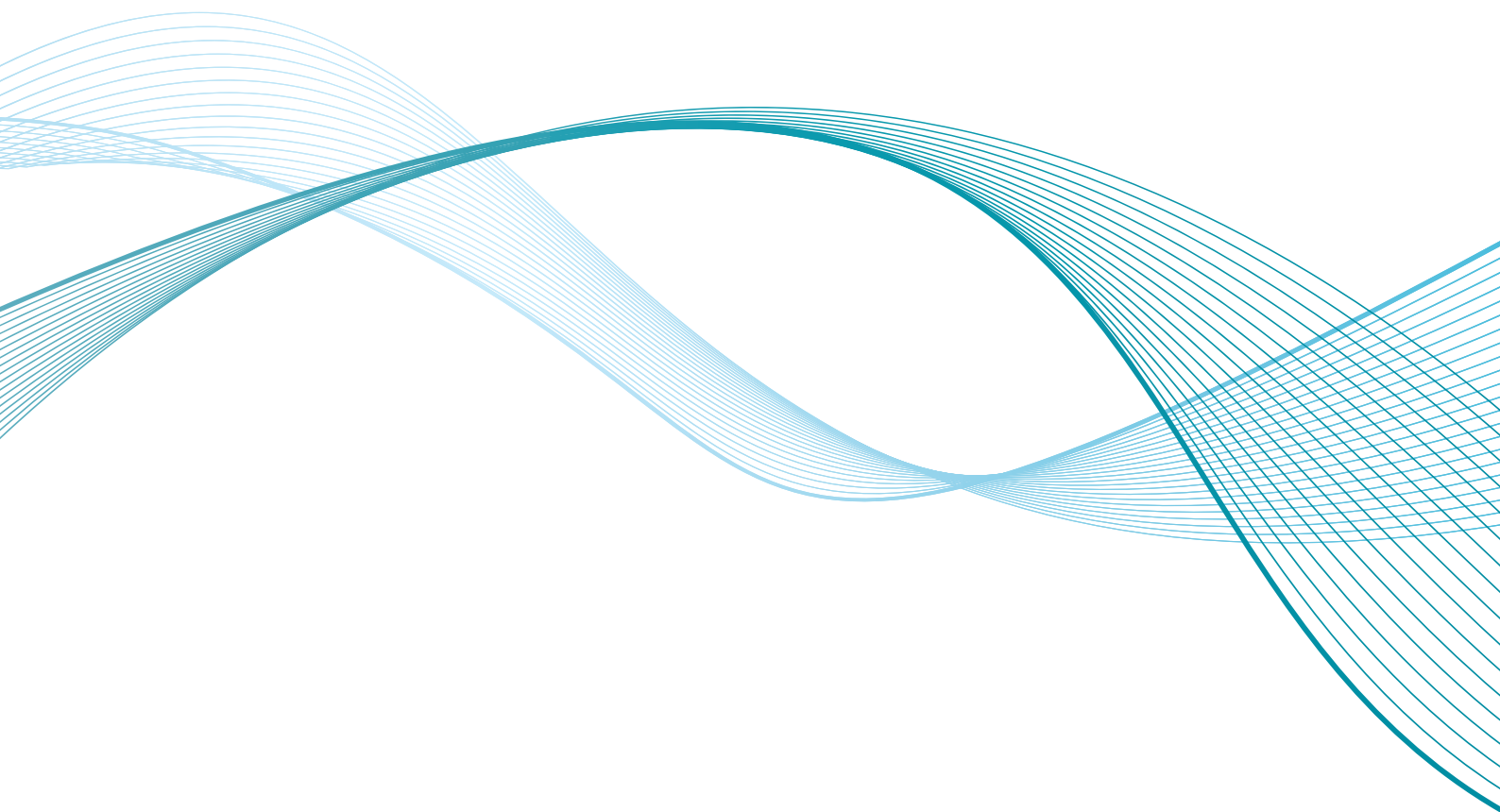




REPORT
ON **SOUTH** COOPERATION
SOUTH IN
2017 **IBERO-AMERICA**



Secretaría General
Iberoamericana

Secretaria-Geral
Ibero-Americana

REPORT ON **SOUTH SOUTH** COOPERATION IN IBERO-AMERICA
2017



Secretaría General
Iberoamericana
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FOREWORD

Iberorquestas (Program
to Support the Creation of an
Ibero-American Space for Music)
(Author: Pablo La Rosa).

The **Report on South-South Cooperation in Ibero-America 2017** is put forward to the international community within a specific context of South-South Cooperation (SSC) in which three particularly important processes come together. Firstly, the global debate ahead of the United Nations High-level Conference that commemorates the 40th anniversary of the Buenos Aires Plan of Action (BAPA+40), the foundational milestone of contemporary SSC. Secondly, the progress made in the instrumentalization of the new Sustainable Development Goals' (SDGs) Agenda 2030, which gives SSC and its specific instruments an unprecedented role in the new global development agenda. Thirdly, a decade since the first Report on South-South Cooperation in Ibero-America, a far-reaching technical and political effort that has made Ibero-America an international benchmark in this field, which reflects symmetric, horizontal, voluntary cooperation, based on the belief that we all have to learn and contribute to building an inclusive and sustainable development.

In this regard, the convening of the BAPA+40 Conference in Buenos Aires in 2019 is a historic opportunity for Ibero-American countries to reflect on this journey and on the results achieved in these decades. It is clear that the geometry and geography of international cooperation have changed dramatically since the adoption of the Plan almost four decades ago. The BAPA was a watershed in the history of international cooperation. It is of strategic importance that a similar milestones be created today. The debate should address, inter alia, the need to adopt metrics that go beyond the countries' income to define its connection with cooperation relations. The SSC is not a substitute, but rather, a complement for other ways to fund cooperation. Indeed, it is an increasingly important complement.

Traditional cooperation instruments must adjust to the new realities and the Agenda 2030, a global agenda, and in the construction of which Latin America played a much more active role than in the previous Millennium Development Goals. To achieve the SDGs, we must move from a graduation to a *gradation* approach, moving away from the binary paradigm that classifies countries between donors and recipients, developed and developing. We must instead understand development as a continuum of many categories in which countries can fit in and interact depending on where they fall in the spectrum.

This approach to cooperation should not exclude middle-income countries. Neither should it exclude partnership agreements or arrangements that embrace combined funding. This will mean, inter alia, understanding that cooperation today means dialogue, alliances and partnerships, rather than monetary aid. The debate should address these and other matters to achieve a more comprehensive, more inclusive cooperation that gives greater attention to global public goods. That is the kind of cooperation that requires implementation of the SDGs.

Few regions exemplify this as well as Ibero-America. The Ibero-American General Secretariat, together with the Ibero-American Program to Strengthen South-South Cooperation (PIFCSS), publishes the only regional report on South-South Cooperation in the world, based on the largest South-South Cooperation database. The full functioning of the Ibero-American Integrated Data System on South-South and Triangular Cooperation (SIDICSS) enables us to develop an annual analysis for drafting the regular Report, a historical

systematization of the decade of Reports, with more than 5,000 cooperation initiatives between different countries in the region.

This 2017 report confirms the significant dynamism of SSC in our region. In recent years, the Report has registered more than 1,000 South-South Cooperation actions every year, which is an unprecedented achievement. As further elaborated in this Report, Ibero-American countries participated in the execution of 1,475 South-South Cooperation initiatives. Similarly, Triangular Cooperation continues to play an increasingly important role, with 159 initiatives implemented in the region. This means that this form of cooperation has increased eightfold in a decade. Also impressive are the 101 regional SSC initiatives developed in 2015, and Ibero-America's engagement in at least 378 SSC initiatives with other regions of the world.

We are convinced that the massive accumulation of substantive experience in these cooperation modalities in our region constitutes a powerful "acquis" of capacities, enabling us to provide effective solutions to the development challenges of the global south set out in the Agenda 2030. SEGIB is honored to contribute to and unlock the value of this process in which the Ibero-American Community is engaged.



Rebeca Grynspan

Ibero-American Secretary General

HEADS OF IBERO-AMERICAN COOPERATION

AS OF SEPTEMBER 1, 2017

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EXECUTIVE SUMMARY

Technical Experience Exchange Project
for the Implementation of La Colmenita
Children's Theater, between El Salvador
and Cuba.

EXECUTIVE SUMMARY

This edition of the **Report on South-South Cooperation in Ibero-America** is framed in the context of two anniversaries. On the one hand, the decade since the first Report, an annual exercise that brings together the Ibero-American community to systematize and align the South-South Cooperation in which all participate; and on the other hand, 40 years – in 2018 – since the approval of a major historical milestone in South-South Cooperation, the adoption, by 138 countries, of the Buenos Aires Plan of Action to Promote and Implement Technical Cooperation among Developing Countries (BAPA) at the United Nations Conference on TCDG in 1978.

Against this backdrop, and as is customary since 2009, this **Report on South-South Cooperation in Ibero-America 2017** starts with a reflection on the role of Ibero-American countries in South-South Cooperation and issues on the international development agenda. This first chapter of the 2017 Report, drafted by the heads of cooperation, places Ibero-America in a scenario that combines the relevance of the BAPA and the new Agenda 2030 for Sustainable Development. The report then focuses on the systematization exercise that justified its release: three chapters analyze and characterize each of the accepted forms of South-South Cooperation (Bilateral South-South, Triangular Cooperation and Regional South-South Cooperation) in which Ibero-American countries engaged in our space in 2015. Three modalities whose basic concepts remain unchanged, despite being renamed this year. Finally, in providing continuity to an exercise that began in the 2016 edition, responding to the countries' mandate, the fifth and final chapter focuses on South-South Cooperation implemented by Ibero-American countries in 2015 together with other developing regions, in particular, an analysis of the cooperation with the non-Ibero-American Caribbean, Africa and Asia.

More specifically, in **Chapter I**, the Ibero-American countries, through the heads of cooperation, review the impact of the Buenos Aires Plan of Action (PABA) on the region virtually 40 years on. In this regard, the convening of the United Nations High-level Conference on South-South Cooperation, which commemorates this 40th anniversary, in Buenos Aires in 2019, is a historic opportunity for Ibero-Americans countries to reflect on this journey and on the results achieved in these decades. This conference also provides an opportunity to identify challenges and opportunities in this new phase, both to achieve the Sustainable Development Goals (SDGs) and build an international cooperation architecture that complies with the “leave no one behind” principle of Agenda 2030.

This tenth edition of the Report on South-South Cooperation in Ibero-America includes a reflection of the countries facing a scenario that combines the relevance of the BAPA and the new Agenda 2030 for Sustainable Development

South-South Cooperation in Ibero-America. 2015

Initiatives (units)

		Forms			Total
		Bilateral SSC	Triangular Cooperation	Regional SSC	
Instruments	Programs	n/a.	n/a.	44	44
	Projects	992	99	57	1,148
	Actions	214	69	n/a.	283
Total		1,206	168	101	1,475

Note: n/a. Not applicable.

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Chapters II, III, IV and V focus on the systematization and analysis of nearly 1,500 South-South Cooperation initiatives that Ibero-American countries implemented in 2015. Indeed, according to the following table, and taking account of the three modalities accepted in our space, the different means of instrumentalization (programs, projects and actions) and the total initiatives exchanged between Ibero-American countries, and between Ibero-American countries and their partners in other developing regions, it can be asserted that Ibero-American countries participated in 1,475 South-South Cooperation initiatives in 2015.

Chapter II focuses on the 721 projects and 155 actions under Bilateral South-South Cooperation exchanged between the nineteen Ibero-American countries in 2015. The characterization of these close to 900 initiatives reveals the following notable facts:

- a) On the one hand, seven countries in the region accounted for 90% of the 721 Bilateral South-South Cooperation projects in 2015: Argentina, the top provider with 180 projects; followed by Mexico and Brazil in relative importance with 125 and 110 projects, respectively; Chile and Cuba, with 80 and 59 initiatives, equivalent to 20% of the total; and Uruguay and Colombia, with a remarkable 40 to 50 projects. Ten countries are responsible for the remaining 10% of the cooperation:
- b) On the other hand, all 19 Latin America countries, without exception, were active as recipients of Bilateral SSC projects. El Salvador, in particular, was the top recipient in 2015 with 98 projects, equivalent to 13.6% of the total. It was the only country with more than 10% share, given that the second and third largest recipients in 2015, Bolivia and Argentina, received 68 and 57 projects each (9.4% and 7.9%, respectively). Meanwhile, five countries -Mexico, Honduras, Costa Rica, Cuba and Uruguay- accounted for just over 30% of the projects, in each case with 40 to 50 initiatives. Six countries (Chile, Colombia, Ecuador, Guatemala, Peru and the Dominican Republic) registered between 20 and 36 projects each. When added to the previous eight countries, this accounts for nine of ten projects in 2015. Lastly, Brazil, Nicaragua, Panama and Venezuela were active, respectively, in 11 to 17 projects.
- c) In terms of the capacities strengthened in the region through Bilateral SSC, most projects (more than 250, or 40.1% of the total) were

In 2015, Ibero-American countries participated in 1,475 South-South Cooperation initiatives. As is customary, most initiatives (8 out of 10) were bilateral cooperation

geared towards the economic area: eight of 10 strengthened productive sectors, while the rest focused on creating national economy-supporting infrastructures and services. Meanwhile, about 215 projects (one-third of the total) sought to improve social welfare. Another one hundred (15% of the 721) were aimed at strengthening government institutions and civil society. Finally, the remaining 11.6% of the projects were geared towards the environment and other multisectoral areas, primarily culture, in a ratio of 6:4.

- d)** In terms of economy-oriented projects, Agriculture was the most prominent sector. Indeed, it was the second most important sector in 2015, accounting for 16% of all projects (only topped by Health with 17.8%). Additionally, another one hundred projects (14.7%) focused on institutional strengthening, in particular, governments. The shares of the remaining economic sectors were less than 10%. Worthy of note are the projects aimed at strengthening public services and policies (7.0% of the total), environmental protection (6.7%), and industry (5.9%).

Chapter III systematizes the Triangular Cooperation in which Ibero-America engaged in 2015: 94 projects and 65 actions. This means that the number of initiatives has increased eightfold with respect to 2006 (159 initiatives in 2015 compared to 21 a decade ago). This analysis highlighted the following:

- a)** Only 12 of the 19 countries in the region were involved in capacity transfer as first providers. Four countries accounted for almost three-fourth of the 94 projects provided: Chile, 29.8% of the projects; Brazil, the first provider in 18.1% of the initiatives; and Mexico and Argentina, with relative shares of 16% and 9.6%, respectively. Other countries in the region that also occasionally transferred their capacities were Uruguay, Peru and Costa Rica (five times each); Colombia (four); El Salvador (two); as well as Panama, Ecuador and the Dominican Republic (one).
- b)** In 2015, more than twenty actors supported Triangular Cooperation financially, technically and institutionally. Indeed, in the role of second provider, Germany stood out with more than one fifth of the projects; Spain and Japan, with 17 projects each accounted for 36.2% of the cooperation; and the United States was the fourth most active country, present in 7 out of 10 initiatives. Multilateral agencies of the United Nations System, several Development Banks and some subregional institutions (e.g. OAS) also played a prominent role.
- c)** Several countries often acted as recipients at the same time (in virtually one-third of Triangular projects in 2015). Worthy of note at the individual level were Paraguay and El Salvador (23.4% of the remaining initiatives), Guatemala (9.6%) and Honduras (8.5%).
- d)** As to capacity building, 30.9% of Triangular Cooperation projects in 2015 had an economic purpose. Of these, 9 out of 10 supported the productive sectors. Likewise, Social was the second most relevant area, accounting for 25% of the projects. The remaining 40% of Triangular Cooperation projects in 2015 were divided, almost equally, between environment and institutional strengthening.
- e)** By sectors, 20% of the projects were aimed at institutional strengthening of recipient countries' governments. Another one-third of Triangular Cooperation was geared towards supporting the conservation and protection of the environment and agricultural activity

(around 16-17% of the total, respectively). Social services and policies (10.6%) and health (8.5%) accounted for close or equal to 10% of projects.

Chapter IV focuses on the 44 programs and 57 projects under Regional South-South Cooperation in which Ibero-American countries engaged in 2015. The most striking results are summarized below in terms of who participated and what type of regional problems were addressed collectively through this form of cooperation. In particular:

- a) In 2015, Mexico was the country involved in a larger number of Regional South-South Cooperation initiatives (68). It was followed by Argentina, Brazil, Colombia, Costa Rica and Peru, with between 50 and 60 programs and projects. Chile, Panama, Paraguay and Uruguay composed the group of countries that participated in 40 to 50 Regional SSC experiences. Guatemala, Ecuador, El Salvador, Honduras, Nicaragua and the Dominican Republic engaged in 30 to 40 initiatives. Meanwhile, Bolivia, Spain and Venezuela were involved in 20 to 30 programs and projects. Though Cuba and Portugal had relatively lower shares (17 and 11 initiatives), they were still significantly higher than Andorra (2).
- b) Multilateral bodies were also relevant players in Regional South-South Cooperation in 2015, participating in 89 of the 101 registered initiatives. The role of

South-South Cooperation geared towards the strengthening of economic capacities prevailed in 2015. This activity accounted for 40.1% of Bilateral projects, 30.9% of Triangular projects and 26.7% of Regional initiatives

Ibero-American bodies, which were active in 26 programs and projects, should be noted. Next was the International Atomic Energy Agency (IAEA), which sponsored 13 projects under its ARCAL Program. The Inter-American Development Bank (IDB) and MERCOSUR participated, respectively, in about ten exchanges. Though more modest, the OAS (7 initiatives), SICA (7), Pacific Alliance (4), ECLAC (3) and ILO, ACTO and FAO (2 each) also had a noteworthy participation. IMF, CAN and PAHO engaged in one program or project each.

- c) More than half of the Regional South-South Cooperation programs and projects under way in 2015 focused on social (26.7%) and economic problems (another 26.7%, namely generation of economy-supporting infrastructures and services). A notable 16% were initiatives aimed at institutional strengthening of the region's governments. Another 15% were geared towards other areas of action, in which culture had a significant share. The remaining 16% of initiatives were equally divided between environmental conservation and productive sectors.
- d) From a disaggregated perspective, the most relevant sector in 2015 did not have an economic or social orientation, but rather, focused on institutional strengthening of the region's governments (15.9% of the 101 initiatives). Culture accounted for about 14% of Regional SSC in 2015. Meanwhile, programs and projects geared towards promoting and developing science and technology represented another 12% of this form of cooperation. Health was the fourth most important sector, with one in ten initiatives. Noteworthy among the initiatives with shares lower than 10% were those aimed at strengthening social services and policies (almost 7% of the total), conservation and care of the environment (6.9%), education systems (5.9%) and energy (another 5.9%).

Finally, **Chapter V** provides continuity to an exercise that began in the previous edition of this Report, and introduces an analysis of the South-South Cooperation in which Ibero-America

South-South Cooperation between Ibero-America and other developing regions. 2015

Initiatives (units)

		Forms			Total
		Bilateral SSC	Triangular Cooperation	Regional SSC	
Instruments	Programs	n/a.	n/a.	15	15
	Projects	271	15	12	298
	Actions	59	6	n.a	65
Total		330	21	27	378

Note: n/a. Not applicable.

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

engaged in 2015 with other developing regions. Bearing in mind that the findings of this analysis were conditioned by partial and incomplete information, the following should be highlighted:

- a) In 2015, Ibero-America engaged with other developing regions in 378 initiatives. About 90% of these (330) were Bilateral South-South Cooperation exchanges. The rest, in similar proportions, were implemented under Triangular Cooperation (21 initiatives) and Regional South-South Cooperation (27 others).
- b) Ibero-America participated as provider in the bulk of Bilateral South-South Cooperation

initiatives (292). Two thirds of these took place in the non-Ibero-American Caribbean (104 projects and actions) and in Africa (another 102). Additionally, one in four initiatives (73) were aimed at strengthening capacities in an Asian country. The experiences in the Middle East (9) and Oceania (4) were occasional and barely accounted for 5% of the total. Meanwhile, Asia was the provider of about 80% of the 38 initiatives in which Ibero-America was the recipient. The remaining 20% originated in Africa (15.8%) and the Middle East (5.3%).

- c) In the case of the 21 Triangular Cooperation initiatives in which Ibero-America and other

In 2015, Ibero-America engaged with other developing regions in 378 initiatives. Again, about 90% were Bilateral South-South Cooperation exchanges

developing regions participated, Chile (11 initiatives, equal to more than half of the total), Argentina (5) and Mexico (3) were the first providers, while Germany, Canada, Spain, the United States, Japan and UNASUR acted as second providers. The preferred destination for this cooperation was the non-Ibero-American Caribbean, which participated in all three variants: single recipient country (Haiti or Belize); group of countries; or shared with other Ibero-American partners. Two ad-hoc experiences involved less frequent partners, Africa and Asia, rather than the Caribbean region. These Triangular Cooperation initiatives involved, on the one hand, Costa Rica, Germany and Tunisia, and, on the other

hand, Paraguay, Japan and FAO, as well as Indonesia.

- d)** Regarding the 27 regional SSC programs and projects in which Ibero-America engaged alongside other developing regions, the non-Ibero-American Caribbean appears as the only partner. There is no record, however, of the participation of African, Asian, Oceanian or Middle Eastern countries. Moreover, multilateral bodies participated in about 75% of these 27 programs and projects. The influence of CARICOM (who sponsored one of the few experiences that involved all its member countries); SICA and the Mesoamerican Program; ECLAC, IDB and OAS; as well as FAO and ILO should be underlined here.

ACRONYMS

ACS	Association of Caribbean States
ACTO	Amazon Cooperation Treaty Organization
AECID	Spanish Agency for International Development Cooperation
AGCID	Chilean Agency for International Development Cooperation
ALBA	Bolivarian Alliance for the Peoples of Our America
AMEXCID	Mexican Agency for International Development Cooperation
APCI	Peruvian Agency for International Cooperation
ASA	Association of Southeast Asian Nations
ASPA	Summit of South America and Arab Countries
BSSC	Bilateral South-South Cooperation
CAF	Latin American Development Bank
CAN	Andean Community
CANAECO	National Chamber of Ecotourism and Sustainable Tourism of Costa Rica
CARICOM	Caribbean Community
CCAD	Central American Commission for Environment and Development
CELAC	Community of Latin American and Caribbean States
CIAT	Inter-American Center for Tax Administrations
COMJIB	Conference of Ministers of Justice of Ibero-American Countries
COP	Conference of the Parties
CPLP	Community of Portuguese Speaking Countries
CYTED	Ibero-American Program of Science and Technology for Development
DAC	Development Assistance Committee
DCF	Development Cooperation Forum
ECLAC	Economic Commission for Latin America and the Caribbean
ECOSOC	Economic and Social Council
EMSA	Mesoamerican Strategy for Environmental Sustainability
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FEALAC	Forum for East Asia-Latin America Cooperation
FfD	Forum on Financing for Development
FONCADES	Central American Environmental Fund
GCI	MERCOSUR International Cooperation Group
GHG	Greenhouse Gases
GIZ	German Association for International Cooperation
GNI	Gross National Income
GPEDC	Global Partnership for Effective Development Cooperation
GPSD	Global Partnership for Sustainable Development
GT-CSS	Unasur High-level South-South Cooperation Authorities
GTCI	CELAC International Cooperation Working Group
IDB	Interamerican Development Bank
ICT	Costa Rican Tourism Institute
IFAD	International Fund for Agricultural Development
IFCC	Intergovernmental Follow-up and Coordination Committee on Economic Cooperation among Developing Countries
ILO	International Labor Organization
IMF	International Monetary Fund

INECC	Mexico's National Ecology and Climate Change Institute
IPEC	International Program on the Elimination of Child Labor
MBC	Mesoamerican Biological Corridor
MDG	Millennium Development Goals
MERCOSUR	Southern Common Market
MIC	Middle Income Country
MSME	Micro, Small and Medium Enterprises
NIEO	New International Economic Order
OAS	Organization of American States
ODA	Official Development Assistance
ODECA	Organization of Central American States
OECD	Organization for Economic Cooperation and Development
OEI	Organization of Ibero-American States for Education, Science and Culture
OIJ	Ibero-American Youth Organization
OISS	Ibero-American Organization for Social Security
PABA	Buenos Aires Plan of Action for Promoting and Implementing Technical Cooperation among Developing Countries
PAHO	Pan American Health Organization
PIFCSS	Ibero-American Program to Strengthen South-South Cooperation
PIPA	Ibero-American Affiliation Project
PM	Mesoamerican Integration and Development Project
SDGs	Sustainable Development Goals
SEGIB	Ibero-American General Secretariat
SELA	Latin American and Caribbean Economic System
SICA	Central American Integration System
SICOR	Regional Cooperation Information System
SIDICSS	Ibero-American Integrated Data System on South-South and Triangular Cooperation
SME	Small and Medium Business
SSC	South-South Cooperation
SSRC	South-South Regional Cooperation
STI	Science, Technology and Innovation
TC	Triangular Cooperation
TCDC	Technical Cooperation among Developing Countries
UN	United Nations
UNASUR	Union of South American Nations
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Program
UNEP	United Nations Environment Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNS	UN System
WHO	World Health Organization
WTO	World Tourism Organization
WFP	World Food Program
WB	World Bank
ZOPACAS	South Atlantic Peace and Cooperation Zone





CHAPTER

I

TOWARDS 40 YEARS OF THE BUENOS AIRES PLAN OF ACTION: FRESH PROSPECTS FOR SOUTH-SOUTH COOPERATION IN IBERO-AMERICA¹

I.1. CONTEXT AND CURRENT TRENDS IN INTERNATIONAL COOPERATION: REFLECTIONS 40 YEARS ON FROM THE BAPA

Technical Cooperation among Developing Countries (TCDC) was identified in the 1960s and 1970s as a pioneering effort to build partnerships between countries of the South in the quest for equitable international relations and a New International Economic Order (NIEO). In the context of the Cold War, these countries tried to find alternative forms of partnership to promote their own development and strengthen their international bargaining power through coordination and political dialogue. This ambition translated into the *Buenos Aires Plan of Action for Promoting and Implementing Technical Cooperation among Developing Countries* (BAPA), a major cornerstone of the so-called South-South Cooperation (SSC), adopted at the United Nations Conference on TCDC held in Buenos Aires in 1978.

The BAPA, which was signed by 138 States, was primarily intended to promote TCDC, in recognition of the growing importance of South-South relations and the increasing demand for equitable and sovereign participation in international relations. The Conference held in Buenos Aires established, for the first time, a framework for TCDC, and included in its practice the basic principles of international relations between sovereign states: *respect for sovereignty, non-interference in internal affairs and equal rights*, among others. It also contains a number of innovative and specific recommendations aimed at building legal frameworks, institutional foundations and financing mechanisms at the national, regional, interregional and international levels.

In an international scenario in which developing countries sought a greater voice and alternative

solutions to the prevailing economic and political order, the BAPA aimed to foster interest in technical cooperation, defined as *an instrument capable of fostering the exchange of successful experiences between countries that share close historical realities and similar challenges*. Since then, TCDC has become part and parcel of SSC, together with political dialogue, economic cooperation and financial cooperation, shaping a wide range of exchanges through programs, projects and initiatives that have contributed to solving specific problems of the countries of the South. Indeed, it has even supported the articulation of Triangular Cooperation (TC) schemes, thus increasing the impact of initiatives and encouraging synergies with other international cooperation actors through the participation of three different partners.

As this report makes clear, SSC and TC increasingly have a greater level of specificity and a rich variety of working modalities that contribute significantly to regional integration and strengthening of national public development policies. These developments are reflected in the integration of these forms of cooperation into the foreign policy agendas of the countries involved, and in the recognition granted by many major global and regional development fora. Latin America and the Caribbean, Africa and Asia have shown a renewed and growing interest in the potential of SSC and TC through a wide variety of approaches, sectors, institutional mechanisms and regional and interregional platforms. These forms of cooperation have also attracted the interest of various countries and traditional cooperation actors involved in South-South initiatives.

¹ A consensus-based chapter prepared by the Heads of Cooperation of the Ibero-American countries members of the Ibero-American Program to Strengthen South-South Cooperation (PIFCSS), based on the first draft prepared by Argentina, and enhanced by Colombia, Spain, Mexico and the Dominican Republic.

In this context, the Ibero-American space is a scenario in which significant advances have been made in terms of exchange of experiences, project management methodologies, registration and systematization tools, document production and conceptual debates around SSC. Hence, since 2007, the *Report on South-South Cooperation in Ibero-America* has documented more than 1,000 SSC and TC initiatives per year in the region. Furthermore, Ibero-American Cooperation has become an international role model for SSC, lauded for its dynamism, horizontality and innovation.

Forty years on from the adoption of the BAPA, the process that is bringing profound changes to the distribution of international power is still underway. The increasing role of developing countries has translated into an increasingly multi-polar, international scenario. Indeed, the traditional paradigm, based on the unidirectional North-South flow of cooperation, can no longer explain this more complex, heterogeneous and interdependent reality.

The agendas, methodologies and actors involved in the international development cooperation system are currently being redefined. The current scenario is characterized, inter alia, by the growing influence of developing countries and actors, including local governments, parliaments, academia, private sector, civil society organizations and philanthropic foundations; the relevance acquired by SSC and TC; the reorientation of Official Development Assistance (ODA) to the detriment of the so-called Middle Income Countries (MIC); and the significant role of security and complex crises (environmental, health, demographic, etc.) in international cooperation policies. These and other dynamics have led to a broad debate on how to expand and democratize international cooperation structures and mechanisms in order to integrate all forms of cooperation, recognize the value of increasingly dynamic actors and achieve effective interventions in the field.

The adoption in 2015 of the Agenda 2030, the Addis Ababa Action Agenda on Financing for Development, the Paris Agreement on Climate Change and the Sendai Framework for Disaster Risk Reduction reaffirms an ambitious global commitment to promoting sustainable and inclusive social, economic

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and environmental development, which has a high impact on international cooperation.

The new Development Agenda is the result of an open and democratic negotiation process that brought together representatives of States, civil society, private sector and international organizations. The 17 Sustainable Development Goals (SDG), and 169 associated targets and means of implementation, provide a road map for development programs at the global, regional and national levels until 2030.

Though Latin America and the Caribbean, a diverse and heterogeneous region with high levels of inequality, face the challenges set out in the Agenda 2030 on Sustainable Development and the SDGs, the region has consolidated its democratic institutions, advanced in integration and made significant progress in reducing extreme poverty, hunger and child mortality. Given the current background of economic downturn and volatility at the international level, the first challenge is to prevent the erosion of progress made and overcome a wide variety of continuing issues that the Economic Commission for Latin America and the Caribbean (ECLAC) refers to as “structural gaps”, which hamper sustainable development.²

In order for the new Agenda to be comprehensively implemented and not be merely an expression of ambitions, there is a need to further develop institutional capacities and mechanisms, and make inroads in coordinating policies at all levels. In this context, it is still necessary to develop an analytical framework that articulates and coordinates different forms of international cooperation initiatives, and consolidates the resources needed for implementing

² CEPAL. Middle-income countries: A new approach based on structural gaps: A new approach based on Structural Gaps. United Nations publication. 2012.

In keeping with the commitment to “leave no one behind”, the Ibero-American countries are working to integrate SSC into the general framework of international cooperation

the new Development Agenda. Collective responses that integrate the vision and joint effort of all actors, without exclusions, will be needed to meet this challenge.

In keeping with the commitment to “leave no one behind”, the Ibero-American countries are working to integrate SSC into the general framework of international cooperation. It is about furthering dialogue with other development actors, pointing out the common ground and highlighting the significant contribution they can make to address the persistent development challenges. This form of cooperation, based on mutual advantage, capacity building and exchange of knowledge and best practices, becomes a valuable tool for identifying common challenges and seeking common solutions. It is important for SSC and TC to be incorporated into this new framework as a key element of the Global Partnership for Sustainable Development (GPSD).

Four decades ago, the joint effort that led to the BAPA supported the idea of a common and consolidated strategy among developing countries, which offered ample possibilities for reversing the asymmetries of the international system. However, successive national and global crises resulted in

notable disparities between developing countries, due to varying degrees of capacities and vulnerabilities to the onset of globalization. In contrast to the differences between these countries, the global governance structures and processes of developed countries were based on a highly articulated praxis. However, the group of developed countries are now going through a less cohesive stage in which strategies are being redefined. It is characterized by a return to geopolitical calculus, a shift towards more protectionist policies and questioning of multilateralism as the forum for defining policies.

This change of scenario opens new horizons for developing countries. Ibero-American countries believe that, as proposed in Agenda 2030, there is a need for reinforcing the commitment to international cooperation and to regional and interregional integration to strengthen GPSD. The spirit of the BAPA must be rekindled as a source of inspiration, pushing for new spaces of solidarity and cooperation, partnerships and common frameworks, and commitment to peace and development.

The United Nations High-Level Conference on South-South Cooperation, to be held Buenos Aires in 2019, is a historic opportunity for Ibero-American countries to reflect on the progress made and the results achieved in the past decades and to analyze the importance of current BAPA approaches in light of recent developments. The key now is to identify the challenges and opportunities of this new stage, achieve the SDGs and build an architecture of international cooperation in which all countries participate based on their potential and competitive advantages, and benefit according to their needs in accordance with the “leave no one behind” principle of Agenda 2030.

I.2. BUENOS AIRES PLAN OF ACTION: FUNDAMENTALS, TERM AND HORIZON

The BAPA summarizes many of the policies and conceptual approaches implemented by different developing countries since the 1950s related to the need to establish a new balanced, international relations model in which the interests of the international community as a whole are represented without a dividing line between “donors” and “recipients”. Until then, assistance projects generally

followed a unidirectional approach, in which geostrategic convenience, arising from the East-West conflict, prevailed over the capacities and needs of local communities.

This practice was based on the belief that successful models from developed countries could be extrapolated to developing countries, without taking

into account the deep economic and, above all, socio-cultural differences that existed between countries. This was when a development cooperation system was spawned and institutions for transferring the necessary financial and technical resources were created to help developing countries overcome their “traditional stage” and reach the “stage of maturity”.

The different decolonization processes and renewed partnership of the so-called “developing world” changed this reality. The countries of the South began to work towards the goals of world peace and closing gaps with industrialized countries.³ These demands were addressed in the Bandung Conference of 1955, in which several leaders of developing countries called for structural changes in the world economic order and expressed their willingness to partner to gain more bargaining power on the global stage. Bandung saw the adoption of a number of measures aimed at increasing economic and technical cooperation among developing countries. Indeed, this latter form of cooperation was viewed as a solidarity mechanism capable of achieving independent economic and social progress.

The United Nations established the Working Group on Technical Cooperation among Developing Countries in 1972, and the Special Unit for South-South Cooperation two years later. In 1978, an important step was taken with the adoption of the “Buenos Aires Plan of Action for Promoting and Implementing TCDC”. A group of experts, civil servants and authorities came together in preparatory intergovernmental meetings over five years to outline the needs and possibilities of this form of cooperation and its implications for developing countries. A key milestone of SSC was forged at the Buenos Aires Conference, attended by 138 countries, 45 ministers, 41 deputy ministers and 81 heads of cooperation and planning departments.

To this day, the BAPA is a major cornerstone for TCDC. It defines TCDC as a vital force for pooling knowledge and experience for mutual benefit and for achieving national and collective self-reliance (par. 5, Introduction), which serves as a key tool to increase these countries’ confidence in each other’s technical capabilities and harmonize their interests at the regional and interregional levels (par. 16, Objectives).

For the first time, the Plan proposes a strategic and operational framework for TCDC. From a multidimensional perspective, it recognizes the different forms of cooperation (bilateral, regional, subregional, interregional and multilateral), and envisages the participation and support of diverse actors (developed countries and regional institutions, private sector and individuals) under the leadership of the States. The BAPA identifies eight strategic objectives, and outlines in detail a number of measures, recommendations and actions to be taken to implement and promote TCDC as a key component of any future strategy seeking to accelerate development

TCDC is identified as an increasingly important dimension of international cooperation for promoting development among countries facing comparable challenges, while, at the same time, facilitating equitable exchange, adoption of similar approaches to problems, and development of common perspectives. However, it cannot be regarded as a substitute, but rather, as a complement for cooperation between developed countries. As clearly stated in the Plan, the furtherance of TCDC does not detract in any way from the responsibility of the developed countries to take the necessary measures, particularly with regard to increasing ODA, to contribute to the growth of developing countries (par. 8, Introduction).

A thorough analysis of the BAPA shows that, given the growing interdependence of countries, there is a need to work together in an integrated manner to deal with development challenges. The document mentions how the progress of developed countries is increasingly affected by the policies and actions implemented by developing countries, and vice versa. The concepts of “interdependence,” “common interests,” “joint work,” and “shared efforts” are central to the Plan’s forward planning.

The measures that need to be taken to promote and strengthen SSC are outlined, inter alia, in the following recommendations:

- a) build knowledge and capabilities of countries to identify their TCDC potential, based on an analysis of national needs and capabilities to share with other developing countries;

³ In the ensuing years, the Non-Aligned Movement (NAM, 1961), the United Nations Conference on Trade and Development (UNCTAD, 1964) and the Group of 77 (G-77, 1964) were created based on these demands.

- b) foster the adoption of policies, legal and administrative frameworks and institutional arrangements conducive to their development;
- c) strengthen national information systems and encourage training of human resources;
- d) establish and strengthen national mechanisms for promoting cooperation between public sector, private sector and individuals;
- e) expand bilateral arrangements and intensify SSC through long-term agreements, programs and projects;
- f) strengthen the capacities of regional, subregional and interregional organizations to implement TCDC activities and projects;
- g) permeate the United Nations system (UNS) with the spirit of TCDC so all its organizations play a prominent role as promoters;
- h) increase support from developed countries to this form of cooperation.

In short, the BAPA charted a course that was followed by the countries in ensuing decades. Indeed, it can be argued that this is the most comprehensive, practical and multifaceted document of its kind. To date, governments, regional agencies and the United Nations use the objectives and recommendations of the BAPA to build some of their strategies, guide their actions and measure progress on SSC.

Despite this remarkable legacy, it should be noted that there have been no breakthroughs in negotiations on allocation of funds to promote TCDC

To date, governments, regional agencies and the United Nations use the objectives and recommendations of the BAPA to build some of their strategies, guide their actions and measure progress on SSC

in the UNS, or in the creation of a specialized agency for this purpose. Instead, the responsibility for guiding TCDC-related activities was entrusted to the Executive Board of the United Nations Development Program (UNDP) and the regular high-level meetings of the countries participating in the Program. This procedure considerably reduced the scope of action of developing countries, given that the decision-making power for planning and managing TCDC was largely determined by the financial contribution of countries to the UNDP budget.

Beyond these and other issues that still require the attention of the countries of the South, there is no doubt that the Buenos Aires Conference succeeded in introducing a proposal for change and triggering an epistemological rupture in the paradigm whereby developed countries played the role of “donors” and developing countries acted as “recipients”, and development was regarded as a linear, automatic and exportable phenomenon achieved through a single formula. In contrast to this view, the BAPA revealed the developing countries’ potential to create their own solutions and provide cooperation relying on their national and collective capabilities, based on the principles of equality, solidarity, respect for sovereignty and non-interference in internal affairs. The recognition of the existence of different development models and visions meant that the process had to take into account values, history, local specificities, special needs, and national policies and priorities.

Since then, the developing countries’ will to cooperate with each other and rely on their own capacities to meet common goals and needs has been strengthened. This constitutes a major shift in the landscape of international cooperation. Four decades after its signing, many approaches and strategic objectives set out in the BAPA remain highly relevant and meaningful in the cooperation policies of developing countries (see Annex 1).

As a forerunner, the BAPA was ahead of several analyses, principles and strategies that are now part of the Agenda 2030. Indeed, it is possible to find common grounds and produce a productive dialogue between both processes. Though it is difficult to see the world as it was in those days, we believe that the BAPA continues to reflect the realities of today, and new questions and alternative approaches to ever-changing scenarios can still be articulated from its pages.

I.3. SOUTH-SOUTH COOPERATION AT NATIONAL, REGIONAL AND MULTILATERAL LEVELS

I.3.1. NATIONAL LEVEL

Much has been achieved in terms of the BAPA recommendations in the decades since its first steps, as sporadic technical assistance between developing countries, until today, when the countries of the South have amassed a significant corpus of experience and consolidated SSC, with its unique characteristics and history. From its origins until today, SSC has been shaped by the needs, potentials, objectives and varied viewpoints of developing countries.

Nonetheless, there is a common understanding among these countries about the principles guiding SSC, its importance as an integral element of international cooperation and its potential to bolster economic growth and sustainable development. They also agree that SSC must be implemented through different political approaches, institutional arrangements, regulations, financial resources, capabilities, intensity and breadth. However, SSC still takes second place in some developing countries. Others are moving towards a more proactive role. Finally, some countries have firmly incorporated SSC into their agendas, strengthening their institutional structures and management tools with meaningful contributions to economic and social development, among others.⁴

In this context, Latin American and Caribbean countries have developed some of the most dynamic experiences in this field, and made significant progress in the lines of action outlined in the BAPA. South-South Cooperation in the region has primarily a technical objective, oriented to capacity building, exchange of experiences and institutional strengthening. According to the Report on South-South Cooperation in Ibero-America 2017, Ibero-American countries have executed 1,136 SSC and TC initiatives in the region. Many of these countries have also extended their cooperation horizons to other geographic regions such as Africa, Asia and the

non-Ibero-American Caribbean, thus deepening bilateral exchanges. This Report on South-South Cooperation looks beyond the 350 initiatives executed with these regions.

This dynamism is due to multiple internal and external factors. At the domestic level, this is justified, inter alia, by the political and institutional maturity attained by countries in the region, leaving the era of authoritarian States behind, productive growth and diversification, implementation of policies to combat “development gaps”, and the political will of governments to include SSC in their agendas and take the necessary actions. At the external level, the causes include strengthening of bilateral and regional dynamics, recognition and commitment to SSC to promote partnerships and reduce asymmetries, and progressive shift of the region as ODA recipient.

The mainstreaming of SSC in the agenda of the region’s countries translated into the creation and strengthening of institutions for designing and managing SSC initiatives, as recommended by the BAPA. Indeed, there are diverse institutional cooperation models in Ibero-America. Each one is tailored to the needs and interests of each country. Worthy of note are the agencies running SSC and providing technical, administrative and/or financial management with a varying degree of autonomy, Vice-ministries, Secretariats or Directorates-General attached to Ministries of Foreign Affairs, and Ministries of Planning and/or Economics. Different structures and models have emerged within the framework of these institutions to manage SSC and/or interact and coordinate with other national institutions active in this area.⁵

Forty years after BAPA, Ibero-American countries have adopted – to a greater or lesser extent – SSC-friendly policies, achieving a level of institutionalization conducive to developing national policy and programming frameworks (laws, regulations, decrees, road maps); articulating working

⁴ Chapter II of the Report on South-South Cooperation 2016 states that, in the case of Horizontal South-South Bilateral Cooperation, the bulk of the 552 projects (70%) promoted by the Ibero-American countries responded to Economic and Social objectives “

⁵ A more complex and comprehensive approach to different regulatory and institutional frameworks in Ibero-America can be found in the publication “Diagnostic of regulatory and institutional frameworks for managing South-South Cooperation in Ibero-American countries”, PIFCSS, Working Paper No. 6 (2014).

The mainstreaming of SSC in the agenda of the region's countries translated into the creation and strengthening of institutions for designing and managing SSC initiatives, as recommended by the BAPA

programs (through technical, scientific and technological bilateral cooperation arrangements and relevant Joint Committees); increasingly engaging national and international players; promoting multi-actor partnerships, bringing together civil society, local governments, academia and private sector;⁶ developing planning, monitoring and evaluation systems; and implementing SSC actions in different geographical areas. It has also focused on promoting training and capacity building of civil servants in this area, development of conceptual frameworks, development of data systems and creation of catalogs to raise international awareness of national capacities and strengths.

Notwithstanding the above, inter-institutional coordination is still a major issue in most Ibero-American countries in developing public policies and national cooperation strategies. It is therefore essential that action be taken to build flexible, coherent and integrated national systems for international cooperation in which the functions, responsibilities and roles of the actors involved are clearly spelled. In the same vein, registration systems and regulatory frameworks should be enhanced to improve SSC implementation and align actions at the national level.

Beyond the obvious achievements, Ibero-American countries face political, institutional and regulatory challenges to build a comprehensive SSC policy. There is still a need to optimize SSC results, strengthen its planning, implementation, monitoring and evaluation, create programs that are sustainable over time, achieve verifiable impacts through valorization exercises, and promote efficient use of

resources. South-South Cooperation funding mechanisms and sources are also a cross-cutting challenge in all the areas mentioned above. Faced with these and other issues, regional spaces are conducive to the exchange of management experiences and development of working programs on issues of common concern for cooperation institutions, as well as for coordinating joint political and technical actions.

I.3.2. REGIONAL AND INTERREGIONAL LEVEL

The relevance of regional integration processes in Latin America and the Caribbean reveals a new approach in developing countries towards their presence in the international arena. In this context, SSC is a privileged and strategic tool for regional and interregional integration that has helped strengthen relations between developing countries and meet their needs through recognition of complementarities.

Though integration processes in Latin America and the Caribbean go back to the 1950s, it was not until the beginning of this century that SSC became an overarching principle for regional areas. This form of cooperation has recently attained greater significance, making possible the integration of specific interaction and exchange experiences.

Latin America and the Caribbean is the region with the most regional and subregional coordination and integration mechanisms and spaces in the world: ALBA, Pacific Alliance, CAN, CELAC, ECLAC, Mercosur, Mesoamerica, OAS, Unasur, SEGIB, SELA, SICA, ACS, among others. These spaces have different characteristics: some focus primarily on integration and development, others on political agreement and coordination, and still others on greater economic and trade power. The diversity of areas of integration reflects the plurality of views of the region and the different strategies for the countries' incorporation into the regional and international arena.

SSC is part of these arrangements, albeit under different formulas and with varying degrees of intensity according to the nature, composition and objectives of each regional space. In this vein, the countries have created specialized international

⁶ Nairobi Outcome Document (A/RES/64/222), Paragraph 19.

cooperation bodies within the different regional spaces and mechanisms. These include the CELAC International Cooperation Working Group (GTCL), the UNASUR Group of High-level South-South Cooperation Authorities (GT-CSS), the Mercosur International Cooperation Group (GCI), the Pacific Alliance Cooperation Working Group (GTC), SICA's specialized international cooperation area, the Mesoamerican Integration and Development Project (PM), ECLAC's South-South Cooperation Committee and the Meeting of Ibero-American Heads of Cooperation.

These spaces, which bring together member countries' cooperation authorities, promote, coordinate, articulate and monitor the cooperation actions implemented in different thematic areas at the regional level, and design the guidelines for cooperation with third countries. Its objectives include supporting the development of integration processes and deeper relations through SSC. Furthermore, some have created specific regional funding mechanisms to support SSC projects.⁷

For its part, CELAC, which is a forum for political dialogue and agreement between Latin America and the Caribbean, has developed joint positions on key issues of the international cooperation agenda that have been voiced through the International Cooperation Working Group at different specialized international fora. This group, which brings together 33 regional Heads of Cooperation, was set up in 2013, and is now developing, with the support of ECLAC, a regional cooperation policy that outlines SSC and TC development and projection priorities. This policy will enable the identification of cooperation areas and activities conducive to promoting regional, subregional, bilateral and triangular cooperation programs that will help reduce asymmetries among developing countries, while deepening the political dialogue on joint actions to achieve the Agenda 2030 for Sustainable Development and the Sustainable Development Goals (SDG) through cooperation.

Furthermore, the Ibero-American space has a long and successful history in South-South Cooperation. Ibero-American cooperation brings together

countries with different cooperation traditions and levels of development, who share their experiences and capacities and participate in collective reflection processes. This form of cooperation, which owing to its development, horizontality and dynamism is unique in the world, has contributed to strengthening SSC in the region and, arguably, has better understood and carried forward the BAPA recommendations.

The Ibero-American Program to Strengthen South-South Cooperation (PIFCSS) is particular noteworthy within this space. Created in 2008 on the mandate of the Ibero-American Summit of Heads of State and Government, the Program has supported the strengthening of SSC through political and technical efforts. At the political level, the Heads of cooperation have made progress in building common views and understanding on international cooperation, in particular SSC and TC, and their role in the development cooperation system. Significant progress has also been made at the conceptual level. At the technical level, the PIFCSS has provided training and capacity building to staff of the member countries' cooperation units, and encouraged exchange of experiences and development of management methodologies.

The PIFCSS has developed myriad strands of work and themes in recent years. Through workshops and seminars, the countries have worked on numerous topics including gender, systematization of SDG experiences, triangular cooperation, decentralized cooperation, public-private partnerships, valorization of SSC, development of indicators, knowledge management, civil servant training, development of information systems, visibility and communication.

The Program also supports SEGIB in the drafting of the *Report on South-South Cooperation in Ibero-America*. This document is a consolidated tool for information systematization. Indeed, it is the only pioneering SSC record in the world. Its strategic importance lies in its ability to raise awareness and make visible the cooperation carried out by each Ibero-American country. It also helps promote SSC from the regional perspective within a global context in which this modality has an increasing role.

⁷ Initiatives to reduce asymmetries in the blocks are financed through national contributions made to these funds. Noteworthy among these are the program for student and academic mobility (Pacific Alliance); financing of infrastructure, habitability and basic sanitation projects (Mercosur); and the Common Initiatives Fund (Unasur), which is geared towards projects aimed at achieving the objectives for this space, and the Unasur-Haiti Fund, which focuses on different lines of cooperation with that country. As for the ACS, the member countries established a Special Fund for supporting technical cooperation programs and projects with resources other than from the Association's regular budget.

In recent times, strong emphasis has been placed in promoting interregional cooperation fora that bring together countries in Latin America, Africa, Asia and the Middle East: the Africa-South America Cooperation Forum (ASACOF), the South Atlantic Peace and Cooperation Zone (ZPCAS), the Forum for East Asia-Latin America Cooperation (FEALAC) and the South American-Arab Summit (ASPA). These fora have enabled dialogue on cooperation between regions, experience sharing and peer-based project development, albeit incipiently and with some difficulties.

As stated in the BAPA, regional SSC has a role to play as a strategic link between regions. The challenge ahead is to intensify, extend and boost the institutionalization of the work carried out within this biregional framework as specialized bodies for cooperation and integration of countries of the South. These spaces for agreement and cooperation have not yet reached their full potential. The coordinated work between regions should be part of future strategies that seek to consolidate the visibility of SSC as a development tool, and increase the representativeness and recognition of challenges shared by our countries.

The countries of the region have identified integration as a joint search for progress towards development, and SSC as a way to achieve these goals. SSC has become a tool to strengthen capacities, reduce asymmetries, foster inclusive

The Ibero-American space has a long and successful history in South-South Cooperation. Ibero-American cooperation brings together countries with different cooperation traditions and levels of development, who share their experiences and capacities and participate in collective reflection processes

development, build public policies, manage interdependencies and promote the region in the international political and economic system on a sovereign basis. SSC initiatives in regional agendas are increasingly diversified, including exchanges in science and technology, health, infrastructure, energy, food security, natural disaster prevention and student mobility.

The proliferation of regional projects in Latin America and the Caribbean means that the countries of the region face the challenge of enhancing mechanisms to coordinate and articulate different areas, in order to avoid duplication of efforts, build synergies for a more coherent and comprehensive cooperation policy, and foster a results-based approach to attain maximum impact. The framework provided by Agenda 2030 and the challenge of its implementation at regional level is an opportunity to define joint strategies aimed at strengthening complementarities and avoiding overlaps.⁸

I.3.3. MULTILATERAL LEVEL

Six of the 38 recommendations set out in the BAPA call on the United Nations system (UNS) organizations to establish policies, procedures and structures to support, promote, coordinate and finance SSC activities. Despite this initial impetus, the first two decades of implementation of the Plan were characterized by the low priority given to this form of cooperation. The resurfacing of SSC in UNS-sponsored global fora reflected the changes brought on the international economic geography and the consolidation of the sustainable human development paradigm, which encouraged a more participatory and less assistance-oriented notion of cooperation. In this context, SSC has attained greater integration with the System, and its importance has been reasserted in major United Nations summits and conferences.⁹

In 2009, a High-Level United Nations Conference on South-South Cooperation took place in Nairobi, Kenya to mark the 30th anniversary of the adoption of the BAPA. The outcome document of the conference reaffirmed the principles and various forms (technical, financial and monetary) of SSC. It

⁸ Some examples of procedures that may be adopted to meet the new challenges include the work carried out within the framework of ECLAC's Forum of Latin American and Caribbean Countries for Sustainable Development and CELAC's Agenda 2020 to promote the SDGs.

⁹ Worthy of note is its inclusion in the Conferences on Financing for Development in Monterrey (2002) and Doha (2008) and the World Summit on Sustainable Development in Johannesburg (2002).

also recognized that developing countries must set their own agenda and highlighted the key role played by the UNS in supporting and promoting such cooperation. However, it was not possible to reach an operational definition of SSC in Nairobi, or decide how to include it into the development strategy set out at the Millennium Summit.

The reaffirmation of the importance of SSC for the global development agenda was primarily occurred at the United Nations Conference on Sustainable Development or “Rio+20” (2012) and, more recently, at the Third International Conference on Financing for Development and the World Summit on Sustainable Development (2015). The outcome documents explicitly refer to SSC as a resource for the achievement of the SDGs, and underline its role in capacity building.

Beyond the cyclical nature of SSC within the United Nations, developing countries have achieved significant progress towards programmatic and institutional developments. In this context, the Group of 77 (G-77) played a significant role. The platform focused on articulating the needs and interests of developing countries, and fostering their cooperation at different fora, including the UN General Assembly and the Economic and Social Council (ECOSOC). This mobilization of developing countries led to various pronouncements, revisions and evaluations of trends and progress in SSC, and fostered its integration into the agendas of various global and regional bodies and agencies.

This included the High-Level Committee on South-South Cooperation, which ensures coherence, coordination and monitoring of the implementation of the BAPA and the Nairobi outcome document. For

its part, the United Nations Office for South-South Cooperation (UNOSSC) is mandated to coordinate the promotion and facilitation of SSC and TC at the global and UNS levels. In its capacity as Secretariat of the High Level Committee, UNOSSC has promoted studies, fairs, events, and political mandates. Though the Office has made significant contributions, there is room for improvement in its operational guidance and financial commitments to the national technical coordination units.¹⁰

For its part, ECOSOC has worked on SSC and TC within the Forum on Financing for Development (FFD)¹¹ and the Development Cooperation Forum (DCF). The DCF, a space for inclusive dialogue on international development cooperation trends created in 2008, is open to all interested countries, as well as regional and multilateral organizations, international financial and trading institutions, civil society and private sector. In this sense, the 4th Preparatory High-level DCF Symposium held in Argentina in 2017, which focused primarily on SSC and TC, was undoubtedly a window of opportunity to promote regional priorities at a highly visible global forum, and reaffirm the importance of Latin American and Caribbean countries’ experiences and capacities as key inputs for designing public policies conducive to achieving the SDGs.¹²

In recent years, specialized agencies, funds and programs have introduced strategies and instruments to promote SSC, including FAO, IFAD, WFP, UNDP, UNCTAD, ILO, UNEP, UNESCO, UNFPA, UNICEF, UNIDO, UN-WOMEN and WHO. In addition to these Agencies, UN-based regional organizations in Latin America and the Caribbean, including ECLAC and the Pan American Health Organization (PAHO), have also played a prominent role. It is important to

The coordinated work between regions should be part of future strategies that seek to consolidate the visibility of SSC as a development tool, and increase the representativeness and recognition of challenges shared by our countries

¹⁰ A key objective of the “United Nations Strategy Framework for South-South Cooperation 2014-2017” is to enable the Office to provide enhanced support to national institutions to push forward SSC by building the capacity of its regional representation.

¹¹ The FFD, which meets annually in New York since 2016, was a major outcome of the Addis Ababa Action Agenda. The “Friends of Monterrey Group”, which is regularly convened by Mexico, has also gathered since 2016 to prepare the positive results of the FFD, identifying challenges and possible solutions.

¹² This takes on greater relevance as it is the first of its kind in Latin America.

More and better fora for political dialogue between developed and developing countries will be needed to reach commitments consistent with the need to reduce structural gaps and achieve the SDGs

identify the catalyzing role that these bodies can play in implementing SSC and TC actions based on their comparative advantages, i.e. global and regional scale, fund management, capacity for multilateral agreements, expert services and support for impact assessments.

Based on this institutional and programmatic architecture, the UNS is the multilateral forum par excellence to address issues on SSC, a forum where the interests of all countries are represented and addressed. However, in order to strengthen its role as a promoter of this form of cooperation, the System must address a number of structural and operational challenges. Indeed, these challenges will be eventually addressed during the preparatory process and high-level dialogue that will take place at the BAPA+40 Conference in 2019.

In terms of governance, coordinated and coherent efforts should be made to integrate SSC into the strategies and programs of different bodies and organizations. In particular, there is a need for greater harmonization of the mandates of the different UNS regional agencies and organizations with the agendas and priorities of the countries of the South, with a view to enhancing programmatic and operational support in implementing Agenda 2030.

Meanwhile, the debates on the concept of SSC have not yet led to a concrete, systematized definition. This makes it, inter alia, difficult to draw a distinction between regular UNS-sponsored technical cooperation programs and those specifically focusing on SSC. Furthermore, the absence of an operational

conceptualization hampers the development of specific mechanisms to scale, measure and evaluate how shared knowledge, expertise, technologies or techniques contribute to the development of countries.

The UNS must also encourage the creation of knowledge networks to provide the countries of the South greater access to international cooperation capacities and experiences and contribute to building regional and interregional SSC partnerships. The System must become an active channel to promote TC, and a catalyst for developed countries to contribute resources and expertise in this area, as an innovative means to fulfill their historical commitments and the mandate set out in SDG 17, which calls on the international community to build partnerships for development.

Similarly, the lack of financial resources is a major obstacle for promoting SSC within the United Nations. Hence, the need to mobilize and make available resources efficiently, enabling the UNS organizations to support bilateral, regional and interregional initiatives in this area, under the terms of the BAPA and the Nairobi outcome document. For this latter purpose, more and better fora for political dialogue between developed and developing countries will be needed to reach commitments consistent with the need to reduce structural gaps and achieve the SDGs.

Other relevant multilateral platforms that incorporated SSC into their working agendas include the summits¹³ and sessions of the G-77 Intergovernmental Follow-up and Coordination Committee on Economic Cooperation among Developing Countries (IFCC), the G-20 Development Working Group meetings,¹⁴ and the events and fora organized in the context of negotiations on the “Effectiveness Agenda” promoted by the Global Partnership for Effective Development Cooperation (GPEDC).

SSC has been progressively introduced into the debate on the Effectiveness Agenda, which was last discussed at the Second High-level Meeting of the GPEDC held in Nairobi in 2016.¹⁵ This forum

¹³ 1st South Summit (Havana, 2000) and 2nd South Summit (Doha, 2005).

¹⁴ The “Development Consensus for Shared Growth” adopted at the Seoul Summit (2010) integrated SSC and TC into the G20 development principles, and called on international organizations, the World Bank and regional development banks to deepen their work in this area.

¹⁵ This process was structured through the “Paris Declaration on Aid Effectiveness” (2005), the Accra Agenda for Action (2008) and the 4th Busan High-Level Forum (2011), where the GPEDC was created. Its first High-Level Meeting was held in Mexico (2014).

brings together a wide variety of development actors and seeks to organize international cooperation based on a set of principles: national ownership; focus on results; inclusive partnerships; and transparency and mutual accountability. In this Agenda, SSC is viewed as an increasingly important form of cooperation, rather than a substitute for traditional cooperation, capable of meeting the commitments outlined in Agenda 2030.¹⁶

The countries of the region that participated in this Forum had different views on the architecture of international cooperation, and particularly SSC. For some, it is important that SSC progress towards this Agenda, opening channels of dialogue with traditional donors. By contrast, another group argues that SSC should have its own forum for discussion, and should not conform to the principles defined by the GPEDC. Beyond these differences of opinion, there is a shared will to open channels of dialogue with traditional donors, though what their role will be remains unclear.

I.4. IBERO-AMERICAN COOPERATION IN THE IMPLEMENTATION OF AGENDA 2030

As the deadline for achieving the Millennium Development Goals (2015) expired, the 193 United Nations Member States agreed on 17 new Sustainable Development Goals, a road map to eradicate poverty, reduce inequalities and protect the environment, based on a holistic approach guided by rights, gender and sustainable development. The SDGs are the result of a wide-ranging deliberative process that engaged States, civil society, private sector and academia. Unlike the MDGs, SDGs are universal and multidimensional in nature, acknowledge the existence of multiple development actors, and recognize the need for resources to implement and achieve the goals.

The goals and targets set out in Agenda 2030 bring together the three dimensions – economic, social and environmental – of sustainable development. While providing a cross-cutting narrative on sustainability, inclusion and equality, the Agenda also sets out the guiding principles for actions to achieve the SDGs.

These principles are built around people, the “leave no one behind” agenda, common but differentiated responsibilities between developed and developing countries, interdependence and indivisibility of goals, and universality of commitments. The latter principle means that all countries, regardless of their relative development levels, must be included, and the different realities, available resources and capacities of each State, as well as the national development policies and priorities are taken into account, rather than the “one size fits all” approach.

A key contribution of the new Agenda is redefining development from a multidimensional and global perspective to encompass all countries and transcend the North-South agenda based on unidirectional assistance policies. The SDGs are integrated in a broad frame of reference, in which two elements appear as key tools: the building of a Global Partnership for Sustainable Development and the support of specific policies contained in the Addis Ababa Action Agenda.¹⁷ Both elements mutually strengthen the commitments under SDG 17, which calls for “Strengthening the means of implementation and revitalizing the Global Partnership for Sustainable Development.”

Moreover, the means of implementation set out in Agenda 2030 state that national efforts to achieve SDGs should be complemented by supportive global programs, measures and policies aimed at making them sustainable over time. In this sense, the international cooperation system, as a vital component of the GPSD, must comply with the new Agenda and provide comprehensive and inclusive approaches to bridge “development gaps”, based on greater interaction between different actors, territorial and government levels.

It is necessary to strengthen all forms of cooperation and increase their impact and scope to achieve the SDGs. Each modality plays a specific role. However, the different actors must design appropriate arrangements for working in an articulated, coherent and complementary manner

¹⁶ Outcome Document of the 2nd High-Level Meeting of the Global Partnership (Nairobi, 2016).

¹⁷ The Addis Ababa Action Agenda, which is as an integral part of Agenda 2030, establishes a new global funding framework for mobilizing resources, technology and partnerships needed to achieve the SDGs. It contains more than a hundred concrete measures that provide the foundation for implementing the new internationally agreed agenda through global partnership.

to respond effectively to the priority needs of countries and, above all, their populations, bearing in mind that the majority of people under the line of poverty live in Middle Income Countries (MIC), and promote the participation of different development actors. In this new scenario, the countries of the region consider that SSC and TC are no doubt effective means for implementing the SDGs, an exemplary model for sustainable development partnership, provided the responsibilities of different development actors are tailored to their respective potential.

On the one hand, in engaging partners with comparable challenges and fostering capacity building with local specificities in mind, SSC brings a differential value that contributes to the success of the national frameworks set up to achieve the SDGs. In this regard, Latin America and the Caribbean have generated a wealth of experiences, a corpus of public policies and a cooperation record that provide a differential input for the implementation of Agenda 2030. The countries of the South have the advantage of having already worked for decades on the areas proposed in SDG 17, including food security, health, education, gender equality, water and sanitation, energy, decent work, industrialization and innovation, fight against climate change and access to justice.

On the other hand, as a sustainable development partnership model, SSC is envisaged as a space that is complementary to – not a substitute for – traditional cooperation, and geared toward promoting peer-to-peer dialogue within the GPSD, mutual understanding, integration, and partnerships between different countries and development actors around common goals. The international community is committed to implementing a new development paradigm, and it is here that SSC and TC can play a prominent role.

In this new scenario, Ibero-American countries are not starting from scratch. They already have a tradition of regional integration, cooperation culture and shared institutionalism. Owing to its potential and distinctive characteristics, the Ibero-American community is called on to play a decisive role in influencing the configuration of the new development agenda, disseminating a culture of peace, coexistence and respect for human rights, values that Ibero-America has successfully promoted.

The Ibero-American System, which comprises SEGIB, the Organization of Ibero-American States for Education, Science and Culture (OEI), the Ibero-American Youth Organization (OIJ), the Ibero-American Social Security Organization (OISS) and the Conference of Ministers of Justice of Ibero-American Countries (COMJIB), embodies the region's potential to find solutions to development challenges through coordinated efforts that are more than the sum of national efforts. This regional network has put forward public policies with a transnational dimension aimed, inter alia, at reducing inequalities and fostering social inclusion.

Of particular note is the cooperation developed within the framework of SEGIB. The Ibero-American Cooperation Programs, Initiatives and Affiliated Projects (PIPA) implemented by the countries are an important contribution of Ibero-America to the SDGs. Currently, SEGIB is working with countries to ensure full alignment of these instruments with the SDGs. Ibero-American countries work through the PIPA on three priority areas: culture, knowledge and social cohesion. Significant results have been achieved in recent years in different areas, including creation of human milk banks, education, SMEs, science and technology, gender, bridging the digital divide, access to cultural property, academic mobility, literacy plans, strengthening of national South-South Cooperation institutions, access to justice and older adults.

The lessons learned and the capacities and strengths built in these areas should be enhanced and transferred to other regions to identify practices and management schemes that help revitalize GPSD. The experience gained within the framework of the Ibero-American System, in particular the work carried out by SEGIB and its Programs, Initiatives and Affiliated Projects, including PIFCSS, is in itself an international

The countries of the region consider that SSC and TC are no doubt effective means for implementing the SDGs, an exemplary model for sustainable development partnership

cooperation experience that the region has to offer. Ibero-American cooperation has become a model that is perfectly in tune with the new development narrative. In its own way, the

Ibero-American avant la lettre space has brought into play issues and forms of interaction, which now constitute the hallmark of the new Development Agenda.

I.5. PROSPECTS AND CHALLENGES FROM IBERO-AMERICA 40 YEARS AFTER THE BUENOS AIRES PLAN OF ACTION

FOSTERING AN INTERNATIONAL COOPERATION SYSTEM THAT ENSURES SUSTAINED INCENTIVES FOR SUSTAINABLE DEVELOPMENT

International cooperation should gear their efforts towards the overall framework of the Agenda 2030, which reflects the challenges faced by all countries in achieving sustainable development. However, the current logic behind much of the international cooperation system, based on per capita income levels as a proxy for development, limits access to official non-reimbursable and/or concessional development assistance flows for so-called Middle Income Countries (MIC) and countries in transition that have recently exceeded the average income threshold, despite existing structural gaps to achieve sustainable development.

Ibero-America emphasizes the need to establish a new kind of relationship with these countries, and encourages the adoption of a holistic approach that goes beyond the use of per capita income to define the development level and determine ODA eligibility. There is a need to revisit the current “rating” criteria applied by the OECD/DAC and other international financial institutions, which corresponds to the prevailing development paradigm based exclusively on economic growth, and move towards a broader, comprehensive approach that covers all aspects of development, as has been stated by the international community in paragraph 129 of the Addis Ababa Action Agenda on Financing for Development.¹⁸

There are still a number of development gaps in the so-called MIC countries, and those that have recently exceeded this threshold, that are not covered by the

per capita income criterion. This indicator does not reveal the levels of structural poverty and enormous inequality that exists between and within the countries in this group. According to the World Bank,¹⁹ more than 70% of people under the line of poverty currently live in Middle Income Countries (the majority in Latin America and the Caribbean), which shows the pivotal role of ODA. The introduction of multidimensional criteria for allocation of international cooperation resources will help the international community to be better prepared to respond to each country’s challenges and, therefore, to achieve the SDGs and related targets.

There is a need to promote an inclusive international cooperation system that not only focuses on the countries most in need, but also delivers differentiated cooperation schemes for all people in developing countries, based on their needs and priorities. Global distribution of ODA per capita GDP is a zero-sum game that penalizes development and generates false competition, instead of promoting virtuous cycles and sustained incentives for development and collaboration.

In this context, Latin America and the Caribbean, which is mostly made up of countries classified as MIC by multilateral credit agencies, still face challenges to achieve sustainable development and have specific international cooperation needs, yet, at the same time, play a prominent role in promoting and achieving the SDGs through SSC and TC. Thus, non-reimbursable and/or concessional financial resources for development continue to play a strategic role for our countries, both in terms of their contribution in reducing structural gaps and in

¹⁸ “We further call on the United Nations system, in consultation with international financial institutions to develop transparent measurements of progress on sustainable development that go beyond per capita income, building on existing initiatives, as appropriate. Such measures should recognize poverty in all its forms and dimensions, and the social, economic and environmental dimensions of domestic output and structural gaps at all levels. We will seek to develop and implement tools to mainstream sustainable development, as well as to monitor sustainable development impacts for different economic activities, including for sustainable tourism” (Paragraph 129).

¹⁹ <http://www.worldbank.org/en/country/mic/overview>

It will be impossible to reduce vulnerabilities across and within our countries without strengthening endogenous capacities and encouraging the transfer of new technologies and knowledge required for their effective implementation

widening our avenues of cooperation with other developing countries.

The adoption of a multidimensional approach, like the one proposed by ECLAC, that enables the identification of structural gaps in sustainable development and recognizes the priorities of the SDG approach could be a key step towards identifying the main strengths and weaknesses in the region. This instrument could be useful for reaching cooperation agreements with developed countries and traditional donors, organizing support and improved targeting of international cooperation, and promoting a new agenda for inclusive development cooperation in which all countries' challenges are addressed. It would enable the identification of specific spaces for developing SSC and TC in tune with the new Development Agenda.

The universal nature of Agenda 2030, its people-centered approach and commitment to "leave no one behind" calls for a comprehensive cooperation plan, geared towards the achievement of the SDGs, which includes MIC and countries in transition that have recently exceeded this threshold. A revitalized GPSP can only be achieved by promoting a "win-win cooperation". The Agenda will only be a mere expression of good will, or partially realized, if our countries' needs remain unfulfilled or their capacity to contribute to sustainable development are not enhanced.

ESTABLISHING A STRATEGIC FRAMEWORK FOR PROMOTING SOUTH-SOUTH COOPERATION AND TRIANGULAR COOPERATION IN SCIENCE, TECHNOLOGY AND INNOVATION

A major challenge currently facing Latin American and Caribbean countries is reducing technological gaps to transition towards more knowledge-intensive

sectors that foster productive diversification, quality job creation, sustainable production and international competitiveness. As the BAPA emphatically states, it will be impossible to reduce vulnerabilities across and within our countries without strengthening endogenous capacities and encouraging the transfer of new technologies and knowledge required for their effective implementation. In the same vein, the SDGs that address environmental (SDGs 6, 7 and 14) and productive (SDGs 8, 9 and 12) issues cannot be achieved without promoting the development and transfer of technologies that help to protect the environment vis-à-vis productive development. Agenda 2030 goes further and warns that such resources are needed to ensure access to high quality education for all and achieve higher levels of social equity in education and gender (SDGs 4 and 5).

The aforementioned Agenda 2030 goals and targets need to be operationalized through new international cooperation instruments. In pursuing this goal, SDG 17 contains one of the commitments made in the Addis Ababa Action Agenda. On the one hand, it encourages the development, dissemination, outreach and transfer of technologies to developing countries on concessional terms and, on the other, greater international cooperation based on common interest and mutual benefit, focusing on the needs of developing countries. In this sense, SSC and TC have an important role to play, as expressed by SDG 17.

Science, technology and innovation (STI) offer a great potential for tackling the multiple dimensions of poverty, which, beyond income, also encompass access to quality education, health, housing and employment. Indeed, its contribution to capacity building, inequality reduction and respect for local specificities makes SSC a key means to ensure ownership of scientific knowledge to solve the challenges facing the most vulnerable groups. It provides people with the tools and knowledge needed to be more competitive in the job market, and to articulate the incorporation, adaptation and development of technologies for the environment and social inclusion.

Strengthening SSC in STI requires, first and foremost, a mapping of the joint work between research institutions and universities in developing countries, in order to foster the creation of South-South networks for exchange of programs and

mobility of students, academics and researchers. It is also necessary to create appropriate legal frameworks for the implementation of SSC and TC actions, such as joint research projects, seminars and workshops for human resources training, and articulation of knowledge generating centers and disseminators (e.g., Binational Research Centers).

In order to foster and ensure the sustainability of these actions, it is necessary to encourage partnerships between States, universities, R&D centers and institutions, enterprises and local governments. It is also crucial to ensure support of regional and multilateral STI schemes, such as the Ibero-American Program of Science and Technology for Development (CYTED)²⁰ and the newly established “United Nations Inter-Agency Task Force on Science, Technology and Innovation”.²¹

PROMOTING DIALOGUE BETWEEN SOUTH-SOUTH COOPERATION AND TRADITIONAL COOPERATION THROUGH TRIANGULAR COOPERATION

The growth of SSC and the transformation of the international cooperation system have highlighted the increasingly prominent role of Triangular Cooperation. TC has become a mechanism for expanding development partnerships, and an instrument for building bridges and establishing dialogue between SSC and traditional cooperation.

Latin America and the Caribbean are emerging as one of the regions with the greatest potential to develop this type of formulas, not least because of their acknowledged expertise and status in SSC. The path traveled in the last decades enables the region to position itself as a strategic partner for developing TC initiatives with another developing country, a developed country or a multilateral organization, without betraying the principles, criteria and values that made the region choose its own path.

This form of cooperation provides an opportunity to boost SSC cooperation further, while allowing developed countries to meet their historic responsibilities and commitments. Furthermore, in

recognizing their contribution to development, it may be useful for redesigning working arrangements with so-called “middle income” countries. TC allows the impact, scale and effectiveness of cooperation actions to be maximized by pooling experiences and human and financial resources inherent to traditional cooperation, while enabling the design of inclusive partnerships among different actors to achieve common development goals.

Many traditional actors and multilateral organizations in Latin America and the Caribbean are participating in TC schemes, albeit not yet in a programmatic fashion. Indeed, it is necessary to draw attention on the importance of TC in this new international context in different fora, and highlight the added value of this form of partnership for both developed and developing countries, in terms of mutual benefit, ownership, knowledge of the situation on the ground, effectiveness, impact, cost reduction and innovation.

Ibero-American countries have great potential for developing triangular arrangements. To that end, there is a need to create and strengthen institutional frameworks and systematization and valorization tools tailored to this form of cooperation. In the same vein, the Guidelines on the Management of Triangular Cooperation in Ibero-America, jointly produced by the PIFCSS Member countries, is an excellent example of what can be done at the regional level to promote this form of cooperation, establish relationship guidelines and disseminate SSC principles among traditional partners with a view to their possible adaptation to TC arrangements.

Triangular cooperation should be guided by the principles of horizontality, mutual benefit and co-responsibility between partners, with “seed projects” becoming more ambitious over time, gradually building a cumulative corpus of practices. Creating far-reaching TC strategies is a major challenge for our countries and region. TC must become an effective means for implementing the SDGs and a comprehensive expression of the “Global Partnership for Sustainable Development”, which SDG 17 seeks to achieve.

²⁰ Since its creation in 1984, Ibero-American Development Program for Science and Technology (CYTED) has encouraged the creation of research networks and regional research projects through an agenda of shared priorities.

²¹ It was created in response to a call by Member States to develop such a mechanism in Agenda 2030 and in the Addis Ababa Action Agenda. It now comprises more than 23 United Nations bodies.

FOSTERING REGIONAL ARTICULATION AND COORDINATION FOR PROMOTING SOUTH-SOUTH COOPERATION AND TRIANGULAR COOPERATION IN IMPLEMENTING AGENDA 2030

Latin America and the Caribbean face a multiplicity of development challenges in implementing Agenda 2030. In this context, it will be essential to transcend national efforts, in order to build synergies among the countries of the region. Indeed, regional and subregional fora are excellent platforms for exchange of experiences, and play a prominent role as a link between the national and global levels.

The strengthening of SSC at the regional level is key to this process as it fosters regional integration processes by reducing asymmetries and contributing to managing interdependencies. However, its full potential has not been developed yet at this level. Indeed, the current scenario calls for more coherent and integrated regional guidelines for international cooperation. This will require working on two levels.

On the one hand, the regionalization of SSC initiatives should be promoted by targeting coordinated action that encourages far-reaching, large-scale projects addressing common issues. While there is a growing number of regional programs and projects implemented, their potential has not yet been fully realized. If collective work is promoted, common solutions to common challenges can be found, and sustainable, large-scale interventions can be carried out. To fulfil this task, the existing structures will need institutional mechanisms and financial resources to deploy comprehensive actions.

On the other hand, common positions on strategic regional priorities, conceptions and issues must be consolidated in the different fora in which international cooperation is discussed. Better coordination on these issues will help to strengthen the influence of the countries of the region in shaping and implementing the global agenda, and building a voice in the debate on sustainable

development, without denying the heterogeneity of Latin American and Caribbean countries.

In turn, SSC generates opportunities to build bridges between regions. Platforms such as ASA, ASPA, FEALAC and ZOPACAS allow the countries of the South to establish common positions and consolidate SSC's profile as a development tool. Meanwhile, different fora, including CELAC-EU and MERCOSUR-EU, are privileged platforms for identifying cooperation opportunities with developed countries. Efforts should be made to make regional spaces a benchmark for the dialogue that ought to be promoted by the revitalized Global Partnership.

PROMOTING DECENTRALIZED SOUTH-SOUTH COOPERATION FOR TRACKING AGENDA 2030

Agenda 2030 recognizes the transformative power of cities and local governments as key players for sustainable development. In this new stage, it is necessary to regard territorial development and the potential of local economies as a means to ensure concrete implementation of the SDGs. In this sense, local governments should strengthen their role as managers of basic services of general interest, public policy promoters and articulators of the region and the actors operating therein.

From this perspective, Decentralized Cooperation, which is a recognized form of international cooperation that encourages horizontal links between sub-national governments, has much to contribute. This form of cooperation, based on mutual interest and mutual benefit of the governments involved, can help strengthen local development processes through the exchange of knowledge and experiences under an integrated approach. Hence, Decentralized Cooperation is an opportunity to build strategic partnerships, and an instrument capable of providing differentiated solutions based on specific competences.

After more than 20 years in existence, Decentralized Cooperation was primarily developed within the framework of North-South partnerships between

Local governments should strengthen their role as managers of basic services of general interest, public policy promoters and articulators of the region and the actors operating therein

local governments in Europe and Latin America and the Caribbean. In Ibero-America, it evolved towards South-South Cooperation arrangements, fostering direct relations between sub-national governments, based on horizontal linkages.

Ibero-America is a region with high potential for the development of decentralized South-South Cooperation. The strong social, economic and cultural ties that bind the countries of the region, and the need to manage interdependencies in border areas facilitate mutual understanding and create a favorable scenario for these types of partnerships. Indeed, this form of cooperation can be an ally for local governments facing similar development challenges, enabling exchange of experiences and knowledge which, when tailored to their specific contexts, policies and priorities, can contribute to improving their local development schemes.

National governments can play a prominent role in creating strategies to support and strengthen this form of cooperation. In this sense, it is essential to consider the different spaces available to strengthen partnerships between local governments through Decentralized Cooperation actions, including municipal associations, city networks and integration committees. Likewise, the incorporation of subnational actors in mixed or binational commissions should be encouraged to support the development of Decentralized Cooperation through involving more stakeholders.

Regional spaces also have a significant role to play in promoting and supporting Decentralized Cooperation in its South-South dimension. In this sense, Mercociudades, the main city network in Latin America and the Caribbean, stands out as a platform for the development of SSC among local governments of the region, enabling exchange of experiences and knowledge transfer. Meanwhile, PIFCSS has created a space for exchange of Decentralized South-South Cooperation, in which the role that national entities can play in guiding international cooperation is discussed.

Ibero-American countries should promote decentralized cooperation as a medium to support local and regional governments on their path to sustainable development. This form of cooperation is not only a valuable tool for local development, but also an opportunity to foster South-South linkages,

work on regional integration arrangements, and contribute to the achievement of the Agenda 2030 targets and goals.

PROMOTING MULTI-ACTOR PARTNERSHIPS IN THE FRAMEWORK OF SOUTH-SOUTH COOPERATION AND TRIANGULAR COOPERATION PROGRAMS AND ACTIONS

Development challenges call for new forms of multi-actor partnership, capable of mobilizing and promoting the exchange of knowledge, technical capacities and a variety of resources to achieve common goals. These types of initiatives have been promoted within the framework of Agenda 2030, which emphasizes the need to extend the ownership of its goals to all sectors of society – both state (national governments, parliaments and local governments) and non-state (academia, civil society, private sector and philanthropic foundations) – and calls for the building of multi-actor partnerships to strengthen the means of implementation.

Partnerships play an increasing role, particularly in international cooperation agendas, acting as an instrument for promoting strategic objectives and generating high impact results and dynamics to ensure the sustainability of actions. Meanwhile, there are different cooperation units in the region that promote multi-actor strategies and work programs within the framework of SSC and TC projects. Such experiences reveal a broad range of potential multi-actor partnership models to achieve beneficial complementarities.

However, while the involvement of civil society organizations and universities appears to occur more readily in the region, the same cannot be said of the private sector, where conceptual and regulatory frameworks are still insufficient to encourage participation. While the ambition to promote private sector participation was prompted by the adoption of Agenda 2030, there does not appear to be a common vision in terms of real expectations linked to this participation. Hence, it is essential to promote dialogue on the private sector's potential contribution to development projects and the need to identify the sector's motivation to participate in these initiatives. Only then will it be possible to project the potential of international cooperation partnerships, and build realistic expectations of their outcome within the SSC framework.

It is also important to note that the private sector is not homogeneous. Indeed, the sector has different motivations and purposes for partnering with the State. These and other complexities must be addressed in designing conceptual and regulatory models for public-private partnerships. In principle, experience suggests that successful partnerships with the private sector hinge on a case-by-case analysis, development of management protocols that take into account these particularities, and adequate coordination of different interests in supporting national development goals.

Consequently, the Ibero-American space should be a natural scenario to achieve on this matter, especially in light of SSC's guiding principles and values. A mandatory starting point will be the identification and systematization of experiences and knowledge generated, in particular, in the countries of the region. This input will be essential to nurture discussions on realistic associativity models.

It is also necessary to produce linkage strategies to collaborate with the private sector, academia, civil society and philanthropic foundations to strive towards greater inclusion of these actors in SSC and TC. If these forms of cooperation are to become more meaningful in the context of the new Development Agenda and international cooperation architecture, it is necessary to develop the capacities and conditions to articulate comprehensive solutions. This means that the involvement of different sectors is a creative commitment stemming from SSC's historic evolution.

CREATING DATA AND INFORMATION SYSTEMS FOR THE SYSTEMATIZATION AND ENHANCEMENT OF SOUTH-SOUTH COOPERATION AND TRIANGULAR COOPERATION

Given the growth and consolidation of SSC and TC, the region faces the need to strengthen its data and information systems to ensure systematization and valorization. Limited access to quantitative and

qualitative data is a constraint for promoting and making these cooperation arrangements visible. Improving the quality of SCC and TC information will contribute to assessing its potential for the achievement of the SDGs, while strengthening management, planning and resource orientation processes.

Despite the significant progress made by Latin America and the Caribbean in this area²² and their efforts to reduce gaps in information systems, there are still substantial shortfalls in access to and availability of national data to feed into these systems for better registration, documentation, systematization, monitoring and evaluation of SSC. Efforts should be made to build indicators to measure the economic and social impact of SSC, systematize good practices and identify concrete opportunities for experience sharing.

SSC enhancement is a core area of interest for the region. Ibero-American countries recognize the need for appropriate methodologies to allocate monetary value to this cooperation, taking into account direct costs (airfare, per diems and materials), indirect costs (hourly expert pay and cooperation management hours) and intangibles (knowledge, networks, experiences, etc.). However, in order to avoid economic reductionisms and comparisons with ODA that underestimate SSC's contributions, it is necessary to complement these exercises with qualitative studies that build a comprehensive view on SSC's added value.

Though some countries have developed their own valorization methodologies, progress across the region has been slow due to the diversity of SSC approaches and different political and technical motivations that coexist in Ibero-American space. The challenge is finding commonalities that are representative of all countries and that enable the valorization of cooperation activities using similar parameters in order to systematize and obtain comparable information on initiatives.

In order to overcome these challenges within SSC's own specificity, efforts should be made to ensure that the countries of the South have the

²² For the past 10 years, the "Report on South-South Cooperation" has been a valuable tool for Ibero-America to measure and assess the SSC executed by the countries, record the number of initiatives, identify partners, regions and areas where it is implemented and the different modalities, among other information. The Report is built on the information available in the regional online database "Ibero-American Integrated Data System on South-South and Triangular Cooperation" (SIDICSS).

institutional capacity and appropriate regulatory frameworks conducive to developing of common methodologies. Meanwhile, the various regional platforms addressing these issues should make

efforts to achieve greater level of programmatic coordination to generate meaningful results, avoiding duplication of efforts and pooling capacities.²³

I.6. TOWARDS THE BAPA+40 CONFERENCE

Forty years after the adoption of the Buenos Aires Plan of Action, it is a fact that Ibero-American countries engage in more and better South-South Cooperation than at that time. Not only have SSC-friendly policies been adopted over the last decades, but the level of institutionalization achieved has also enabled the articulation of quality working programs, involvement of new sectors, incorporation of different actors, and implementation of actions in different geographical areas. In turn, integration has been assumed as a joint search to move forward towards development, and SSC is regarded as a tool to strengthen capacities, reduce asymmetries and promote regional interests in the international system.

Beyond the obvious achievements, Latin American and Caribbean countries face various challenges at the political, institutional and regulatory levels. Efforts should be made to strengthen national cooperation governing bodies and build legal frameworks and financial mechanisms for developing a comprehensive SCC policy.

The United Nations High-level Conference on South-South Cooperation to be held in Buenos Aires in 2019 is a window of opportunity for Ibero-American countries to assess the progress made and analyze BAPA in light of recent developments. This new stage calls for the identification of opportunities and challenges in the region and the building of common positions to bolster SSC's profile in the new Sustainable Development Agenda and in discussions on international cooperation.

Agenda 2030's new framework for action provides a reinvigorated vision of SSC, and creates challenges for Ibero-American countries. These range from the need to promote a comprehensive international cooperation system (that includes MIC), encourage

the building of Multisectoral Partnerships, promote Triangular Cooperation, and contribute to the development of decentralized cooperation, to deepening SSC's regional dimension and enhancing the coordination and coherence of the United Nations system support to regional initiatives.

Efforts must be made to promote an inclusive international cooperation system that creates sustained incentives for sustainable development, based on the principle of common but differentiated responsibilities. To that end, regional spaces should become benchmarks for consolidating common positions that reflect the priorities, conceptions and strategic issues of the countries of the region in the various fora where international cooperation is discussed. Better coordination at these fora will contribute to strengthen the countries' ability to shape and implement the global agenda and build a voice in the debate on sustainable development, without denying our heterogeneities.

The Nairobi Conference on South-South Cooperation (2009) took place almost a decade after the adoption of the MDG. While reaffirming the principles and creating new commitments to promote SSC, it has been unfeasible for various reasons to redefine and promote their inclusion in the global development strategy established at the Millennium Summit. In contrast, the BAPA+40 Conference in 2019 is an opportunity to revalue our countries' contribution to development through SSC actions, and set up global support programs, measures and policies that increase their impact, scope and sustainability over time. We believe this form of cooperation is no doubt an effective means of implementation to achieve the SDGs and an exemplary partnership model for sustainable development.

²³ Efforts are being made to develop regional data processing methodologies and tools within the framework of SEGIB and PIFCSS. Furthermore, ECLAC has been working on developing methodologies for enhancing cooperation.

We believe that an intertextuality exercise between BAPA, Agenda 2030 and BAPA+40 should be carried out to raise awareness about the affinities between these processes and emphasize the importance of cooperation between developing countries in achieving sustainable development. To that end, Ibero-America must promote spaces for dialogue with other regions to identify commonalities and enrich our practice through exchanges and knowledge of other cooperation experiences.

Less than two years after the adoption of Agenda 2030, the current situation clearly demonstrates that global development is no stranger to the interests, values and policies of the stakeholders that make up the international system. The weakening of the multilateral cooperation agenda has generated dynamics that undermine the chances of fulfilling

internationally agreed commitments. The solution to these difficulties must necessarily arise from more multilateralism, more regional integration and more solidarity among countries. We must return to the spirit of the BAPA, advocating for shared frameworks articulated around the commitment to peace and development.

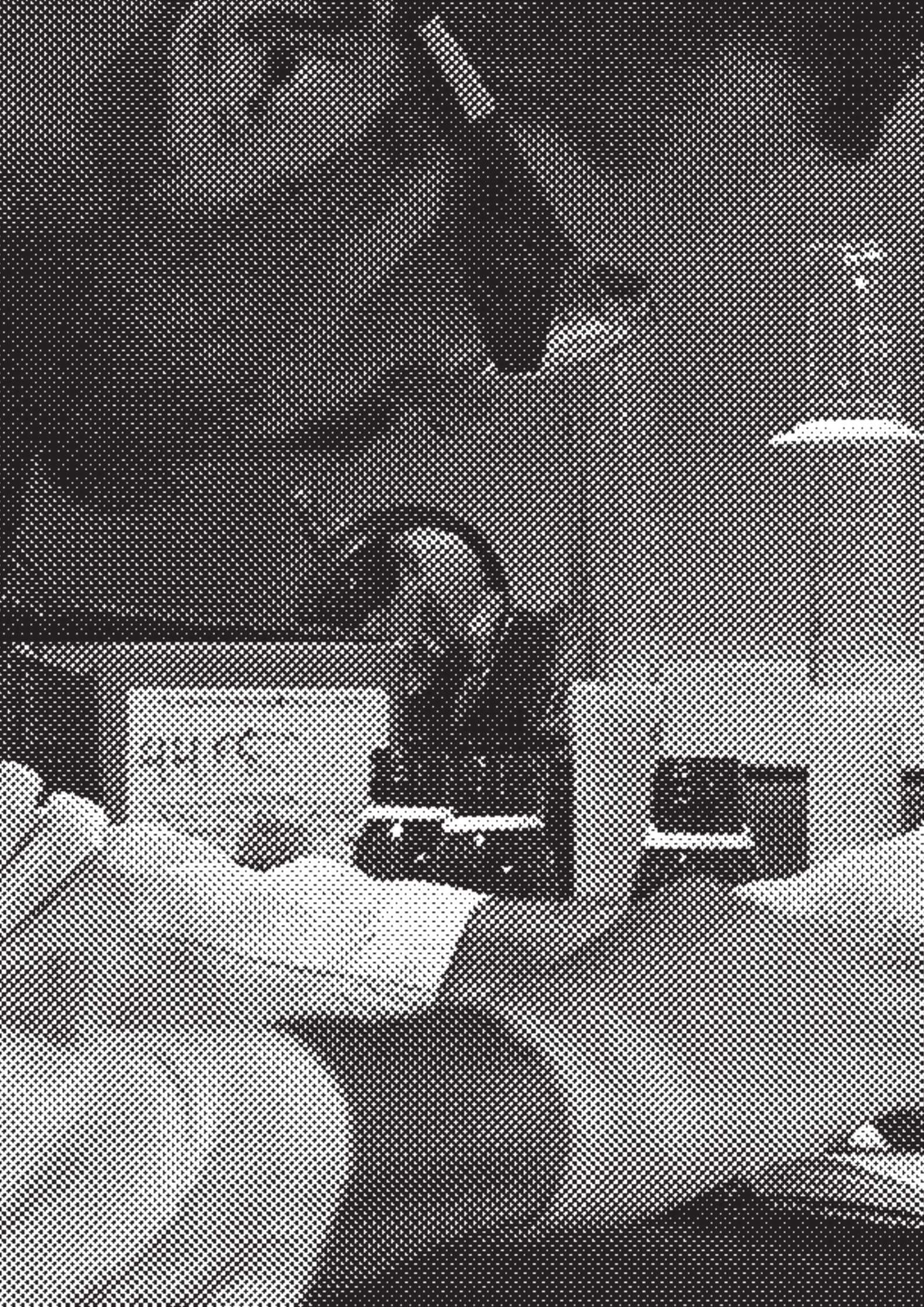
Just as the BAPA outlined at that time a horizon on which the countries worked in the ensuing decades, the Conference in Buenos Aires provides a unique opportunity to identify regional, interregional, national and global lines of action that should form part of the strategies of governments, regional agencies and the United Nations system. We must be able to understand the place that South-South Cooperation holds in the current framework of international relations. Indeed, our region can and should contribute to this process.

We must be able to understand the place that South-South Cooperation holds in the current framework of international relations. Indeed, our region can and should contribute to this process

ANNEX I

BAPA PRINCIPLES RESTATED IN THE IBERO-AMERICAN SPACE:

- 1) South-South Cooperation is based on solidarity and voluntary commitment among countries to build capacity through technical cooperation.
- 2) Horizontal partnership between actors is the basic principle of action
- 3) South-South Cooperation seeks to coordinate, where possible, with North-South Cooperation plans and programs. This coordination will focus on the areas demanded by the developing countries in their national plans and priorities. South-South Cooperation advocates for a relationship in which partners offer and seek mutual benefits.
- 4) South-South Cooperation makes it easier to tailor actions to shared needs and outlooks, enabling the sharing of management models already implemented by countries of the South.
- 5) Technical cooperation and capacity building are the main strengths of South-South Cooperation. South-South Cooperation experts imply a cost that other cooperation actors must recognize.
- 6) Developing countries share common experiences as well as cultural links that facilitate mutual understanding, and may enhance the effectiveness of cooperation projects and programs.
- 7) Countries make effective use of technologies within South-South Cooperation, as their adaptability makes their easy to use, maintain and service.
- 8) South-South Cooperation is committed to efficient and effective use of any kind of resources.
- 9) South-South Cooperation encourages integration and good neighborly relations, as well as engagement with partner countries in other regions with whom partnership may be possible.





CHAPTER

II

Spain-Costa Rica-Latin America
and the Caribbean Triangular
Cooperation Program Support
Project for the Environment
and Climate Change.

IBERO-AMERICA AND BILATERAL SOUTH-SOUTH COOPERATION

As always, the second chapter of the *Report on South-South Cooperation in Ibero-America 2017* focuses on the systematization of results of one of the three forms of cooperation in our region: previously known as “Bilateral Horizontal South-South Cooperation”. Indeed, the renaming of the forms of cooperation has been one of the new developments this year, and, in this case, the term “Horizontal” has been dispensed. As explained in Table II.1, the Heads of Ibero-American Cooperation decided, at the end of 2016, and within the framework of the Intergovernmental Council of the Ibero-American Program to Strengthen South-South Cooperation (PIFCSS) held in Panama, to modify the names hitherto used in the Ibero-American region. The reasons, which are listed in the abovementioned table, do not alter in any way the basic definitions and concepts.

Thus, this chapter focuses on analyzing the so-called “Bilateral South-South Cooperation”, building on the initiatives in which the countries in the region participated and implemented at least some time in 2015. This analysis is summarized as follows:

- 1) The first section focuses on all projects and actions exchanged between the countries under this modality in 2015. To that end, cooperation provider and recipient matrices were created and interfaced with matrices from previous exercises, enabling further construction of time series on the evolution of Bilateral SSC in the region from 2010 to 2015 (first and last year with comparable records).
- 2) What follows is a geographic analysis of the intensity of participation of different countries and different subregions in Bilateral SSC in 2015, and in the two roles accepted under this form: provider and recipient. The maps on intensity of exchange between countries serve to illustrate the main findings.
- 3) Thirdly, it identifies whether the role played (provider or recipient) affects the exchange pattern of countries differently. It also shows whether this adds specific characteristics to regional cooperation as a whole and to cooperation between partners, identifying in turn whether there were any preferential bilateral relations and, where appropriate, the level of intensity and/or dependency.
- 4) The fourth section focuses on sector-based characterization of Bilateral SSC in which Ibero-American countries participated in 2015. This exercise provides insight not only into the capacities strengthened across the region, but also the profiles of the countries that participated in this cooperation, i.e. which capacities were strengthened as recipients, and which were transferred as providers.
- 5) Finally, the analysis of developments in Bilateral South-South Cooperation fostered by Latin American countries in 2015 closes with a section focusing on other aspects of cooperation. For instance, learn more about the (economic and time) “dimension” of SSC, or about “efficiency” and “shared responsibility” in the use and management of resources used to implement initiatives. It should be noted, however, that this exercise is only approximate, limited -still- by gaps in data availability.

Box II.1. New denominations for forms of South-South Cooperation recognized in Ibero-America

In lockstep with the various editions of the *Report on South-South Cooperation in Ibero-America*, Ibero-American countries have created a conceptual and methodological framework for this cooperation, supported by the Ibero-American General Secretariat (SEGIB) and, since 2010, the Ibero-American Program to Strengthen South-South Cooperation (PIFCSS). A key aspect of this framework has been the identification of the different forms of cooperation through which South-South Cooperation is implemented and their denomination. Indeed, this decision has both a technical and political dimension, given that the Heads of Ibero-American Cooperation, who in turn manage the national cooperation agencies and/or bureaus, must unanimously adopt the decision.

Following the evaluation exercises carried out in 2008 and 2009 on the first two editions of this Report, the Ibero-American countries identified and defined three forms of South-South Cooperation, which were named Bilateral Horizontal South-South Cooperation, Triangular South-South Cooperation and Regional Horizontal South-South Cooperation. These denominations were based on the need to emphasize the following:

- a) On the one hand, the countries agreed that South-South Cooperation in Ibero-America was characterized by compliance with 10 inherent criteria/principles set forth in the first chapter of the 2009 edition of this Report.

One of those was the principle of horizontality, judged very important for differentiating between what is being done in other regions and/or other forms of cooperation. Indeed, the countries showed a clear will to reassert this defining feature and convey the message that this course of action was an essential feature that is even more important than the fact that Southern countries were involved in these activities. It was therefore decided that the term Horizontal would be appended to two forms of cooperation: Bilateral Horizontal South-South Cooperation and Regional Horizontal South-South Cooperation.

- b) On the other hand, the countries decided that the term South-South would be prefixed to Triangular Cooperation, the third form of cooperation in the region. In this case, the aim was to reassert that although this form of cooperation may be participated by non-South actors, it is often rooted in an exchange between countries in the South. Indeed, the findings of the last Reports on South-South Cooperation support this idea, suggesting that most triangular initiatives are the result of a request made by a recipient country to a first provider country (both Latin American).

However, in back-to-back meetings held at the end of 2016 (first a technical workshop on "SIDICSS and Report on South-South Cooperation in

Ibero-America: Strengthening the generation and management of SSC information" held in San Salvador on December 7-9, and, the second a policy meeting of the Intergovernmental Council of the PIFCSS on the 14th of December), some Ibero-American countries requested changes to these denominations primarily on the basis of two arguments:

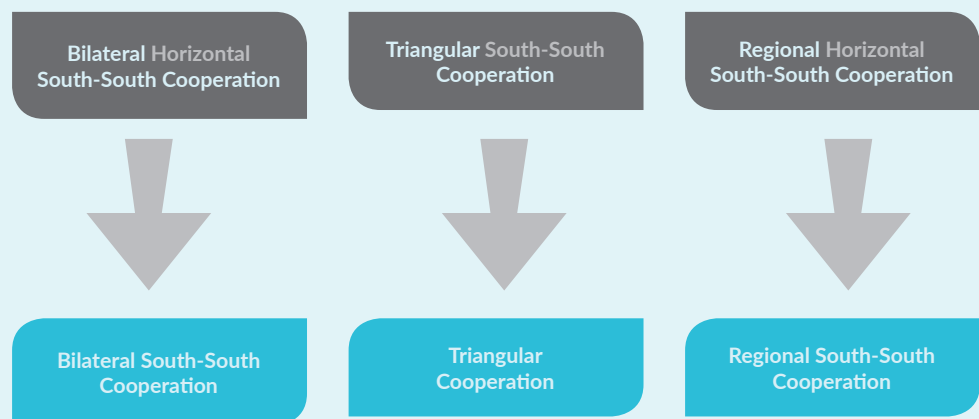
- a) In the current context, countries feel that South-South Cooperation in the region has consolidated and achieved a significant degree of maturity, which means that those features that are its hallmark (including, horizontality) are now associated with our practice, making its inclusion in the name redundant.
- b) It was also argued that the inclusion of South-South in the name might be confusing, as a growing number of triangular initiatives involve three Southern countries.

In summary, triggered by these reflections, and with the aim of making the denominations used in our region more easily understandable to other institutions and fora where South-South Cooperation is addressed and debated, the Ibero-American countries agreed, as suggested by the chart above, that the form of cooperation recognized in Ibero-America will be renamed "Bilateral South-South Cooperation", "Triangular Cooperation" and "Regional South-South Cooperation".

Source: SEGIB, based on SEGIB (2009) and SEGIB (2016b and 2016c).

Changes in denomination of South-South Cooperation modalities

Source: SEGIB



II.1. BILATERAL SOUTH-SOUTH COOPERATION ACTIONS AND PROJECTS IN 2015

As Matrices II.1 and II.2 suggest,¹ 19 Latin American countries participated in a total of 721 Bilateral South-South Cooperation projects and 155 actions in 2015. These figures are in stark contrast to those in 2014, when 552 projects and 333 actions were executed. In other words, between 2014 and 2015, the number of projects exchanged in the region increased by 30.6%, while actions decreased by more than half (53.5%).

Exchanges followed the same trend. Indeed, bearing in mind that 19 Latin American countries participated in Bilateral SSC and all countries could play either role, these matrices show that each exchange can be associated with 342 possible combinations of partners. In that regard, whereas the projects exchanged in 2014 involved 113 partners; this year saw a 25.7% increase, with 142 combinations. In other words, it can be argued that more countries acted in more roles in Bilateral SSC projects executed throughout 2015. In contrast, the actions exchanged in 2015 involved 82 combinations of partners and roles, a 25.5% decrease over 2014, when 110 actions were implemented.

Furthermore, the trends for projects and actions vary when comparing the percentage of projects and actions initiated in 2015 (which is effectively counted as a “new” initiative), and the number of projects and actions that started in the previous year, and were therefore already in progress, and continue in the present. Graph II.1 shows the distribution of projects and actions in progress in 2015 by start year.

Indeed, as the graph above shows, three out of ten projects (31.3% of the 721 registered) started in 2015. This combined with the 28.8% of initiatives started in 2014 means that 60% of the projects have been underway for the last two years. The remaining 40% of projects (256) that were in progress sometime in 2015 were initiated in previous years, i.e. between 2011 and 2013 (three out of four), in 2010 (5%) and prior to 2010 (20%). In the latter case, the projects were part of longstanding bilateral programs that started between 2001 and 2009.

In contrast, the bulk of the actions (80%) started in 2015. As delineated in a later section, this figure is consistent with the fact that actions are a type of initiative with an average duration considerable shorter than any project. This means that actions tend to start and end within the same year. However, 20% of the actions in progress in 2015 began in the previous year, i.e. 7 out of 10 actions began between 2013 and 2014, and the remaining 30% between 2010 and 2011. No actions started prior to these years.

Finally, in comparing the total number of actions and projects in progress in 2015 with the figures from previous years published in previous editions of this Report, it is possible to build a time series of the evolution of Bilateral SSC over the most recent period. Graph II.2 shows the data on actions, projects and initiatives in progress (sum of previous values) for 2010 to 2015. The construction and interpretation of the resulting series comes with certain limitations (see Box II.2) that will be

19 Latin American countries participated in a total of 721 Bilateral South-South Cooperation projects and 155 actions in 2015

¹ Note that each cell in each matrix shows the exchanges between two partners. The country that acted as provider is shown on horizontal axis, whereas the recipient appears on the vertical axis. Consequently, the cells in the last column and row indicate the total number of projects and/or actions in which each country participated, again as *provider* or *recipient*, respectively. Finally, the figure in the cell at the intersection of the last column and row indicates the total number of projects and/or actions executed in that year.

² As each of the 19 countries can partner with any of the 18 other countries as provider or recipient, the combination of potential partners is calculated by multiplying 19 by 19, then subtracting the 19 with which each country would partner with itself (total of 342). This number coincides with the total number of inner cells to be completed in each Matrix.

Matrix II.1. Bilateral South-South Cooperation Projects. 2015

Units

PROVIDERS		RECIPIENTS																		TOTAL								
		LMIC					UMIC											HIC										
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Argentina	Brazil	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Paraguay	Peru	Dominican Rep.	Venezuela	Chile		Uruguay							
LMIC	Bolivia						1														(1)						2	
	El Salvador						1			1																	(1)	3
	Guatemala												(1)															1
	Honduras																											
	Nicaragua																											
UMIC	Argentina	37	21	5	11	6		1+ (1)	2+ (1)	7	26+(1)	6	3+(6)		15+(2)	9+(1)	2				(11)	(6)					180	
	Brazil	2	14	6	11	4	5+ (1)		4	2	6	9+ (1)	4+(3)	6	2	13+(1)	5	1	1	1	8+(1)						110	
	Colombia	7	5	3	3		6+ (1)				(1)		1		3	4+(2)	2								2+(1)		41	
	Costa Rica		11				1		(1)				2+(5)	(1)							(1)	(2)					24	
	Cuba	4	12	4	3	4	3+ (1)	1	3	1		2	3	2	1	1	2	7	2	3							59	
	Ecuador		11					(1)	4	1	1					(2)	1	2+(1)	1	2							27	
	Mexico	10	15	6+ (1)	7	1	4+(6)	4+(3)		16+(5)	5	3		3	1	(1)	2				5+(10)	2+(15)					125	
	Panama									(1)																	1	
	Paraguay						(2)																		1		3	
	Peru	(1)			2		1+ (1)	(1)	1+(2)			(2)	(1)					2									14	
	Dominican Rep.											1															1	
	Venezuela											(1)															1	
	HIC	Chile	3	1	1	6	2	6+(11)	1	5	4+ (1)	1	8	(10)	2	4	1	5							7+(1)		80	
Uruguay		4	7+ (1)				(6)	(1)	2+ (1)	5+(2)	1		(15)		2									1+(1)		49		
TOTAL		68	98	26	43	17	57	14	26	47	42	33	53	14	30	36	21	11	33	52						721		

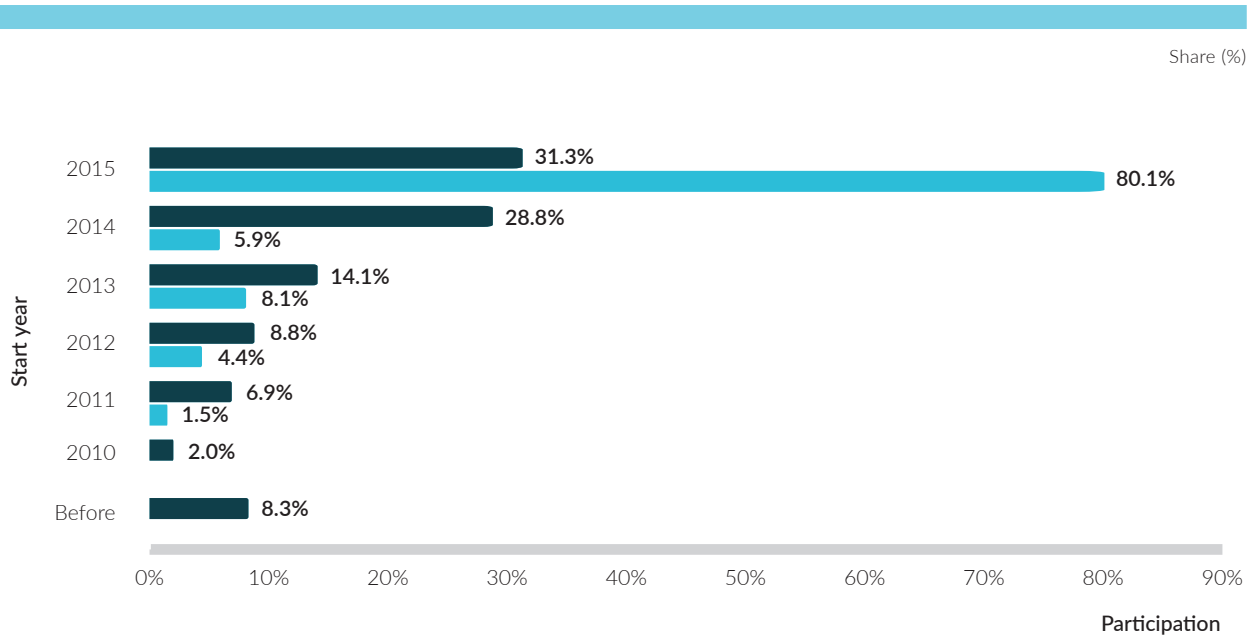
Note: a) Countries classified according to World Bank criteria as of 1 July 2017: lower middle-income (GNI per capita between US\$1,006 and US\$3,955), upper middle-income (between US\$3,956 and US\$12,235) and high-income (more than US\$12,236). b) The figures in parentheses refer to the number of projects that the countries declared to be "bidirectional". Here, the two participating countries act as both provider and recipient. Source: SEGIB, based on reporting from cooperating agencies and/or bureaus.

Matrix II.2. Bilateral South-South Cooperation Actions. 2015

Units

PROVIDERS		RECIPIENTS																		TOTAL	
		LMIC					HMIC										HIC				
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Argentina	Brazil	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Paraguay	Peru	Dominican Rep.	Venezuela	Chile		Uruguay
LMIC	Bolivia											1			(2)						3
	El Salvador	1		5											(1)						7
	Guatemala										(1)										1
	Honduras			2														(1)			3
	Nicaragua			1																	1
HMIC	Argentina		2	2	1	1	3	1		2	1	3	4	2				1+(1)	(1)	1	26
	Brazil		1		1							1		2+(1)						1	7
	Colombia	1		3	3					1+(1)		2	1	(4)	2						18
	Costa Rica		1	3																	4
	Cuba		3																		3
	Ecuador				3			1+(1)							(3)			(1)			9
	Mexico		2	6+(1)	2				1				1		2	1					16
	Panama																				
	Paraguay												2								2
	Peru	2+(2)	(1)		2		1	(1)	(4)	1	2+(3)		1	1					1+(2)	1	25
	Dom. Rep.								1						1						2
	Venezuela												1								1
	HIC	Chile			3	(1)		3+(1)	1		1	1+(1)	1	1		3				2	
Uruguay		1				1	(1)					2	1	(2)							8
TOTAL		7	10	26	13	2	6	4	8	3	1	11	2	15	8	20	6	4	6	3	155

Note: a) Countries classified according to World Bank criteria as of 1 July 2017: lower middle-income (GNI per capita between US\$1,006 and US\$3,955), upper middle-income (between US\$3,956 and US\$12,235) and high-income (more than US\$12,236). b) The figures in parentheses refer to the number of projects that the countries declared to be "bidirectional". Here, the two participating countries act as both provider and recipient. Source: SEGIB, based on reporting from cooperating agencies and/or bureaus.

Graph II.1. Distribution of Bilateral SSC projects and actions by start year. 2015

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

addressed as the SSC online data platform – Ibero-American Integrated Data System on South-South and Triangular Cooperation (SIDICSS) – is developed.

In light of the above, as Graph II.2 shows, the total number of Bilateral SSC initiatives implemented in 2015 (876) hardly decreased (1%) compared to 2014 (885). The most significant variation, therefore, had to do with the composition of these initiatives. Indeed, the aforementioned increase in projects (30.6% – from 552 to 721), together with the drop in actions (53.5% – from 333 to 155), means that the number of projects notably increased from 62.4% of total initiatives in 2014 to a remarkable 82.3% in 2015, i.e. a 20% rise from the previous year.

The dynamics between 2014 and 2015 marks a turning point from past patterns. Indeed, the total number of projects in progress between 2010 and 2014 fluctuated slightly, though always within the 500-project range, which translates into an average annual growth of only 0.6%. With the leap taken last year, the rate increased to 6.6% for 2010-2015. Meanwhile, actions behaved more erratically, with strong fluctuations (from 29.5% year-to-year variation in 2011 to 96.6% in 2013), which nevertheless pushed the average annual growth rate to 9.8%. The sharp decline in actions in the last biennium brings the average annual rate to -2.9%.

Box II.2. SIDICSS and the construction of time series on South-South Cooperation in Ibero-America

Up to the current edition, the time series on South-South Cooperation initiatives (actions, projects and/or programs in any of the three forms recognized in our space) have been based on the annual data included in the successive editions of the *Report on South-South Cooperation in Ibero-America* (2007 to date). For each of those years, the total number of initiatives in progress, at least some time during the reference period, were counted

It should be noted, however, that the construction and interpretation of the resulting series are affected by constraints arising from two aspects of the aforementioned criterion that bear upon data generation:

- a) Firstly, the basic data was not always treated conceptually and methodologically in the same way. A key change in criteria focuses on the processing and counting of cooperation initiatives, widely understood as "actions" during the first three editions of the Report. Starting in the fourth edition, the initiatives were categorized into "actions", "projects" and "programs". For this reason, and to date, comparable data in the time series dates back to 2010 only, and not 2007.
- b) Secondly, as already mentioned, the annual data included in each edition refer to initiatives in progress at some point in the reference year. This means that, in order to know the total number of SSC initiatives in which the region engaged over a period of several years, the data from different years must be added. However, account should be taken that initiatives spanning more than one working year are most likely being counted several times.

In this regard, the entry into operation of the SIDICSS -Ibero-American Integrated

Data System on South-South and Triangular Cooperation- made recalculation possible without previous constraints. As explained in the previous edition of this Report, SIDICSS is a unique, online SSC data platform. Designed by the member countries of the Systems Advisory Committee (Chile, Ecuador, El Salvador, Mexico and Peru), together with SEGIB and PIFCSS, SIDICSS has been operational since September 2015. As stated in the previous Report, the 20 member countries of the Program enter data on initiatives implemented in a given year in the SIDICSS. SEGIB engages in with these countries prior to consolidating and validating the final aggregate database used to build the relevant Report.

Since first coming into service, Ibero-American countries have recorded their initiatives in SIDICSS on two separate occasions, namely, to prepare the last two Reports on South-South Cooperation:

- a) The first took place between the end of 2015 and beginning of 2016. During this period, the countries registered more than 1,600 initiatives with the common criteria that they were all in progress sometime in 2014. Following revision and validation, they became part of the regional database of 1,395 initiatives used to build the previous Report.
- b) As regards this Report, during the second period (between the end of 2016 and beginning of 2017), the countries performed two different operations: 1) they "updated" the initiatives (632) that were already in the System, but were still in progress sometime in 2015; and 2) they registered new initiatives (over 700) whose starting date was sometime in 2015.

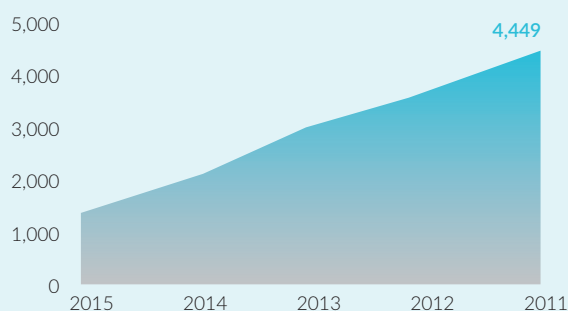
Since September 2016, SEGIB also fostered a supplementary process, i.e. the migration of existing data from the previous eight Reports (2007-2015) to the SIDICSS, even though this data platform did not yet exist. To date, the South-South Cooperation initiatives on which the 2015, 2013-2014 and 2012 editions of the Report on South-South Cooperation were built have been migrated. This data refers to initiatives that were in progress sometime in 2013, 2012 and 2011. Once this process is completed, the SIDICSS will become the platform for data related to all South-South Cooperation initiatives in Latin American countries, at least between 2007 and 2015. The processing of this data, with relevant filters, will help overcome the constraints mentioned above:

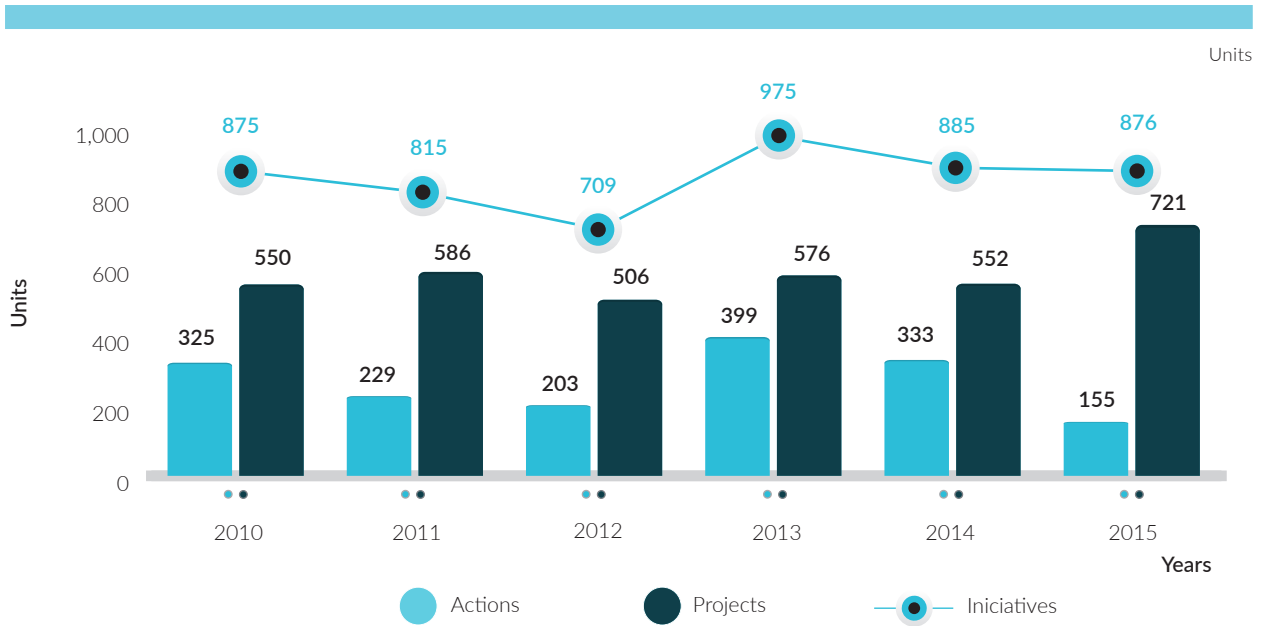
- a) Firstly, all data prior to 2010 will be reviewed, reclassified and registered in the SIDICSS using the same conceptual and methodological criteria applied to the data already entered by the countries. This will enable the standardization of information, hence making it comparable. It will also enable the construction of time series dating back to 2007, the first year on record, rather than 2010.
- b) Secondly, initiatives that were completed in one year can be distinguished from those that spanned several years. This will allow aggregations without double counting. For instance, the following graph was plotted using data related to initiatives in progress in 2015 that is already in the SIDICSS. Next, it identifies the initiatives that will be added when records are "backward" scanned until 2011, based on a criterion that distinguishes between all initiatives underway that began in that year and those that were "updated" from existing records. The aggregation of annual data produces an interesting result. Indeed, between 2011 and 2015, Ibero-American countries participated in 4,449 South-South Cooperation initiatives, all of which have been registered and systematized in our online regional data platform.

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus and Ibero-American Integrated Data System on South-South and Triangular Cooperation (SIDICSS)

SSC initiatives in which Ibero-American countries participated (2015-2011)

Source: SEGIB, based on reporting from SIDICSS



Graph II.2. Evolution of Bilateral SSC projects and actions. 2010-2015

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus and SEGIB (2016, 2015, 2014, 2012, 2011).

II.2. BILATERAL SOUTH-SOUTH COOPERATION IN 2015: A GEOGRAPHIC PERSPECTIVE

The nineteen Ibero-American countries that participated in the 721 projects and 155 actions exchanged in the region in 2015 did so with varying levels of intensity and in different combinations of roles. Maps II.1.A and B (text) and Maps A.II.1.A and B (Annex) illustrate the above. These maps show the distribution of countries by their share (%) of total number of projects and actions provided and received, respectively. Each country is color-coded according to its share (%) of initiatives in 2015 (six colors with the intensity increasing every 2.5%, starting at 0.0% to a maximum value of over 12.6%).

In this sense, Map II.1.A on each country's share of the 721 projects in progress in 2015 suggests that:

a) Argentina was the top provider of Bilateral SSC projects in 2015. With 180 projects in progress, this South American country accounted for one in four Bilateral SSC projects exchanged across the region. Mexico and Brazil, with 125 and 110 projects, respectively, were the second and third top providers. Their respective share of

the total number of projects – 17.3% and 15.3% – means that these three North and South American countries accounted for around 58% of the total number of Bilateral SSC projects implemented in 2015.

b) Chile and Cuba also contributed significantly to the number of projects implemented in 2015, respectively 80 and 59, equivalent to 11.1% and 8.2% of the total. This additional 20% share means that the five countries mentioned above account for over 75% of the Bilateral SSC implemented across the region in 2015.

c) As in previous years, two other countries, Uruguay and Colombia, have engaged in a notable number of Bilateral South-South Cooperation projects, namely, between 50 and 40. Together they accounted for 12.5% of the total exchanged in 2015. Thus, seven countries in the region, five South American, one North American and one Caribbean, provided 9 out of 10 of the 721 projects in 2015.

Map II.1. Geographic distribution of cooperation projects, by role. 2015

II.1.A. Provider

Share (%)

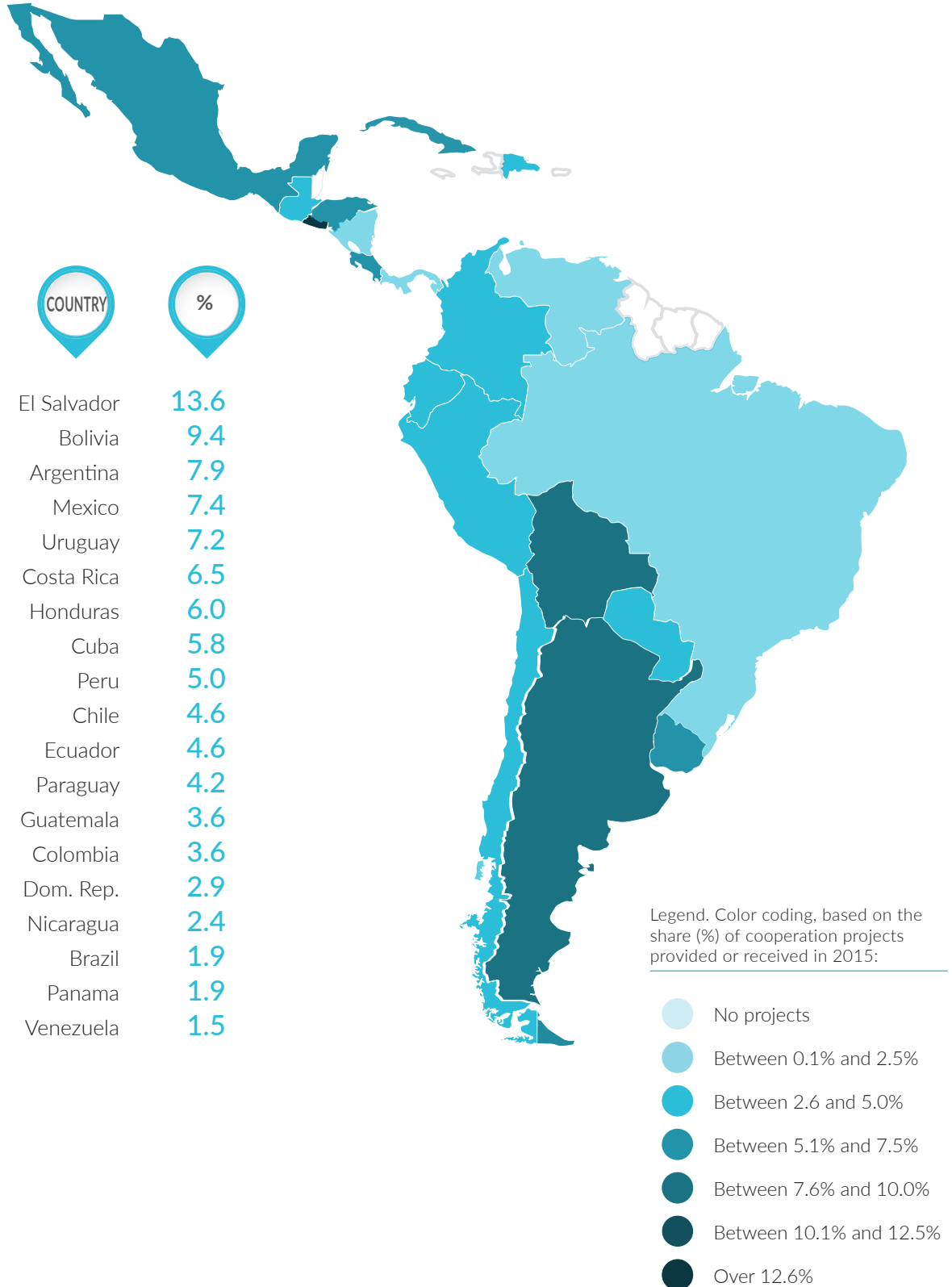


Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Map II.1. Geographic distribution of cooperation projects, by role. 2015

II.1.B. Recipient

Share (%)



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

- d)** Similarly, in continuing the efforts made in previous years, two Andean and Central American countries, Ecuador and Costa Rica, respectively implemented about 25 Bilateral SSC projects in 2015. With Peru, who participated as provider in 14 additional projects, the nine provider countries accounted for virtually 99% of the Bilateral SSC exchanged across the region in 2015.
- e)** Finally, it should be noted that several traditional recipient countries have also participated as providers of Bilateral South-South Cooperation projects. Though limited to between one and three projects, this is the case of neighboring countries El Salvador and Guatemala, on the one hand, and Paraguay and Bolivia, on the other. Additionally, Panama, Dominican Republic and Venezuela acted as providers in at least one project. Honduras and Nicaragua did not register any project.

Map II.1.B provides a similar analysis to the above, but focusing on recipients. It can be concluded that:

- a)** In 2015, El Salvador was the top recipient of Bilateral SSC projects: 98 in total, or 13.6% of the 721 projects executed in the region. Nonetheless, it is the only country with a share greater than 10%. Two neighboring countries, Bolivia and Argentina, come next as second and third top recipients with 68 and 57 projects, respectively, or 9.4% and 7.9% of the total. These figures contrast with those reported for providers, as is suggested by the fact that these three countries account for 30.9% of projects in 2015 versus nearly 60% accrued by the top three providers.
- b)** Meanwhile, five countries account for just over 30% of Bilateral SSC projects exchanged in 2015: from North to South, Mexico, Honduras, Costa Rica, Cuba and Uruguay. In this case, each country acted as a recipient, ranging from 42 projects for Cuba to 53 for Mexico. This means that the relative share fluctuated between 5.1% and 7.5% of the total.
- c)** To those eight must be added a group of six countries, each with between 20 and 36 projects, which represent relative shares of 2.6% to 5.0%. Overall, these countries account for than 90% of the 721 projects received

across the region in 2015. When looking at the continent from South to North, the block was formed by Paraguay, along with the strip from Chile to Peru, Ecuador and Colombia, skipping next to Guatemala and the Dominican Republic.

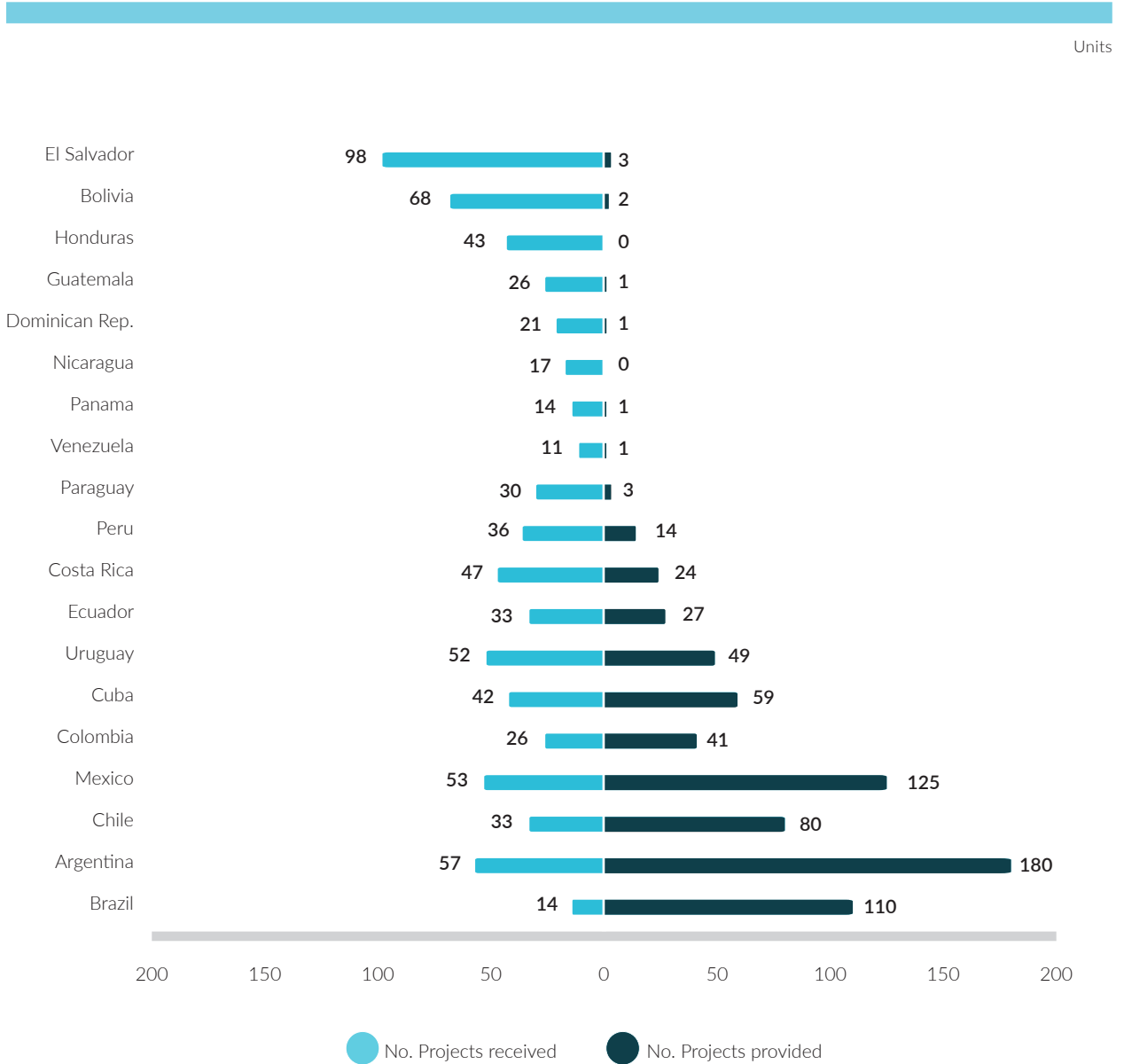
- d)** It should be noted that all nineteen Latin American countries, without exception, participated as project recipients in 2015. The participation map is completed with Nicaragua and Panama, in the center of the continent, and Brazil and Venezuela, in the south. All countries received between 11 and 17 projects, contributing to the regional total with relative shares between 1.5% and 2.5%.

A comparison of variants A and B of Maps II.1, suggests a contrast in colors: more intense and extreme when each provider country's share is analyzed; and less intense and more homogeneous for recipients. This is consistent with what has been previously reported in this section: on the one hand, more countries participate as recipients (18) than providers (16); and, on the other hand, the relative share of recipient countries (1.5% to 13.6% – 12 percent difference) fluctuates within a narrower range of values than for providers (0.0% to 25.0% – double the recipient's range).

This disparity also suggests that countries tend to have different patterns for provider and recipient combinations. In other words, the comparison of these maps suggests that some countries participate in a similar share of projects as provider and recipient, while other countries' shares as provider or recipient show disparate and outlier values, with a bias toward a "primarily provider" or "primarily recipient" profile.

In fact, Graph II.3 was created to show in greater detail the relationship by role of each of the nineteen Latin American countries. The (vertical bar) graph shows for each country the number of projects in 2015 in which they were involved as recipient (bars to the left of the central axis) and provider (bars to the right of the same axis). Furthermore, the countries were also ranked according to the ratio between these two values: close to one (in the center of the distribution), tending away from one, but prioritizing projects received (upwards); tending away from one, but prioritizing projects provided (downwards).

Graph II.3. Bilateral South-South Cooperation projects provided and received, by country. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Argentina was the top provider of Bilateral SSC projects in 2015. With 180 projects in progress, this South American country accounted for one in four Bilateral SSC projects exchanged across the region

Several patterns of behavior emerge from Graph II.3.

- a) Firstly, there is a group of countries whose provider-recipient ratio of projects revolves around one. On the one hand, Uruguay, Ecuador and Costa Rica were notable for more projects received than provided, but with similar shares, respectively 1.1, 1.2 and 1.7. On the other hand, Cuba and Colombia stood out as project providers, which outnumbered projects received, albeit in similar proportions (1.4 and 1.6). It should be added that, as shown above,

these five countries have strengthened their commitment to South-South Cooperation in recent years, and managed to implement a large number of projects (25 to 60) in each role.

- b)** Alongside this group of countries (ranked, top to bottom, between positions 11 and 15 on the Graph), there are others with higher provider-recipient ratios, albeit relatively similar, as they range between two and three. At the top, with a primarily recipient profile, sits Peru, with 2.6 times more projects received than provided. Meanwhile, at the bottom, top three providers (Mexico, Chile and Argentina) appear also major recipients, based on the ratio between projects provided and received (respectively, 2.3, 2.4 and 3.2).
- c)** Finally, Brazil, with a strong provider profile, has the most different pattern, owing to its notably high ratio (8:0) between projects provided and received. This is also the case of countries with a strong recipient profile, where the number of projects received is 10 to 34 times higher than the projects provided. This group (at the top of the Graph) includes Paraguay, Venezuela and Bolivia, along with Panama, Nicaragua, Guatemala, Honduras³ and El Salvador, plus the Dominican Republic.

The geographical analysis of the projects implemented in 2015 is complemented by Graph II.4, which summarizes the above data by

El Salvador was the top recipient of Bilateral SSC projects: 98 in total, or 13.6% of the 721 projects executed in the region

subregions. The Graph shows the 721 projects in progress in 2015 broken down by each subregion's share (%) and by role: recipients (bars to the left of the axis) and providers (bars to the right of the axis). As in Graph II.3, the subregions are ranked according to the proportional ratio between projects provided and received (close to one in the middle of the distribution). It should be recalled that, in keeping with the criterion of previous editions of this Report,⁴ the five subregions used for this analysis are Central America,⁵ Mexico and the Ibero-American Caribbean,⁶ Andean countries,⁷ Brazil (treated separately) and the Southern Cone.⁸

Based on Graph II.4:

- a)** The Central American and Andean subregions were primarily recipients of Bilateral SSC, accounting for 34.0% and 24.1%, respectively, of all projects in 2015. Overall, this translates into nearly 6 out of 10 of the 721 projects executed across Latin America. In contrast, they had the lowest share as providers: 4.0% and 11.8%, respectively, which is equivalent to less than 2 out of 10 of projects provided. Nonetheless, there is disparity in the ratio between projects received and provided by subregion. It ranges from 8.5% in the case of Central America to a low 2.0% for the Andean countries.
- b)** On the other hand, the subregions of the Southern Cone, Mexico and the Ibero-American Caribbean, and Brazil had a primarily provider profile, with relative shares of 43.3%, 25.7% and 15.3%, respectively, which together add up to about 85% of the 721 projects in 2015. Meanwhile, these three subregions showed a highly uneven distribution of projects as recipients: Brazil 1.9%, the Southern Cone 23.9% and Mexico and the Caribbean together 16.1%. Indeed, the latter two subregions together accounted for 40% of the total received. In keeping with the above, while

³ It should be noted that it is not possible to calculate the proportionality ratio for Honduras and Nicaragua, as these two countries did not participate as providers in any project, therefore the denominator would be zero

⁴ For further detail, refer to SEGIB (2012; page 41).

⁵ Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua y Panama.

⁶ Mexico, Cuba and Dominican Republic.

⁷ Bolivia, Colombia, Ecuador, Peru and Venezuela.

⁸ For the purpose of this analysis, Brazil is considered a subregion and the Southern Cone is comprised of Argentina, Chile, Paraguay and Uruguay (excluding Brazil).

Brazil's provider-recipient ratio is very high (8.0), both Mexico and the Ibero-American Caribbean and the Southern Cone had ratios close to one (1.6 and 1.8, respectively).

Based on Graph II.4:

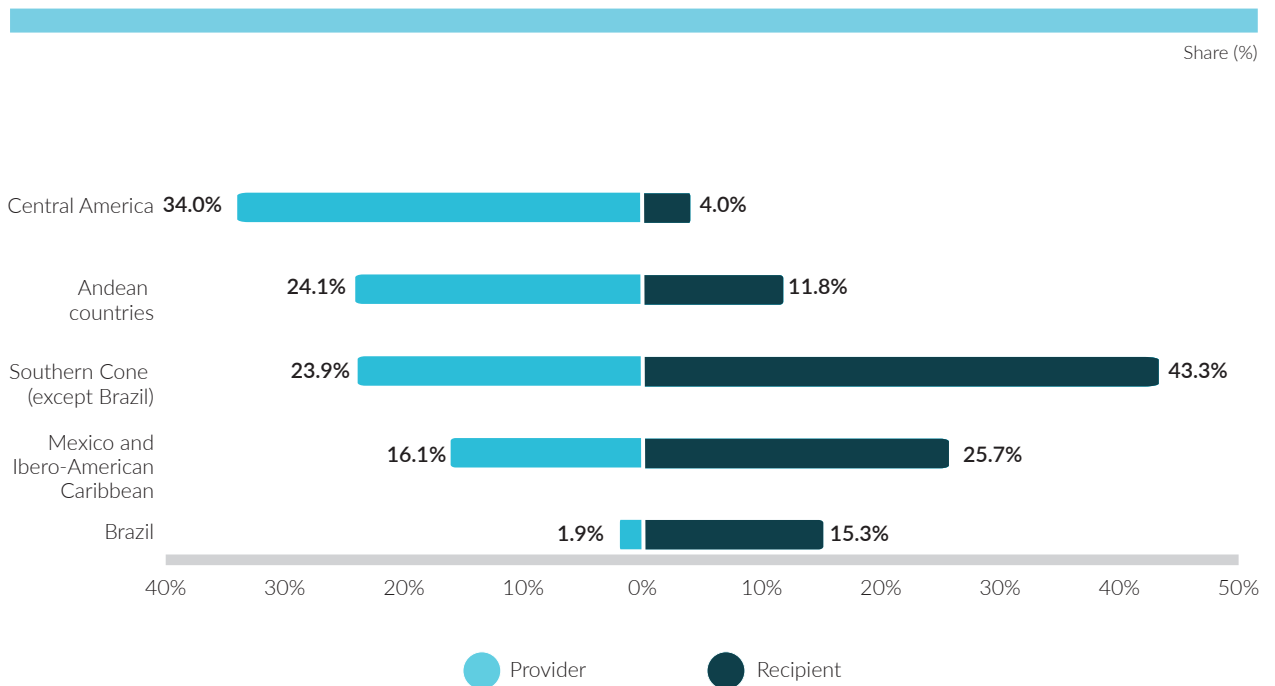
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about 85% of the 721 projects in 2015. Meanwhile, these three subregions showed a highly uneven distribution of projects as recipients: Brazil 1.9%, the Southern Cone 23.9% and Mexico and the Caribbean together 16.1%. Indeed, the latter two subregions together accounted for 40% of the total received. In keeping with the above, while Brazil's provider-recipient ratio is very high (8.0), both Mexico and the Ibero-American Caribbean and the Southern Cone had ratios close to one (1.6 and 1.8, respectively).

Lastly, Maps A.II.1.A and B and Graph A.II.1 (included in the annex) are useful for performing an analysis similar to the one carried out in this section, albeit focusing on the nineteen Latin American countries' share of the 155 actions carried out in 2015. In summary, it reveals that:

- a) From the provider's perspective (Map A.II.1.A), Argentina and Peru were the top two providers of Bilateral SSC actions, and together accounted for one in three actions executed in the region in 2015. Meanwhile, Chile, Colombia, and Mexico provided another one-third of the actions. Hence, these five countries together

Graph II.4. Distribution of Bilateral SSC projects, by subregion and role. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

implemented two out of three initiatives. Ecuador, Uruguay, El Salvador and Brazil had smaller individual shares of about 5% of the total. Together with Costa Rica (2.6%), they accounted for the remaining 20% of actions, which, overall adds up to 90% of the 155 actions carried out in 2015. Bolivia, Honduras and Cuba (3 actions, respectively); Paraguay and the Dominican Republic (2); Guatemala, Nicaragua and Venezuela (1 each) provided the remaining 10%. Panama was the only country that was not active as provider.

- b) Guatemala (17.1% of regional action) and, again, Peru (13.2%) stood out from the recipient's perspective (Map A.II.1.B). These two countries, together with the Central American countries of Panama and Honduras, accounted for virtually half of the 155 actions registered in 2015. Three groups of countries received the remaining 50%: Ecuador, El Salvador, Colombia and Paraguay, with individual shares between 5.1% and 7.5%; the South American countries of Chile, Argentina, Uruguay, Bolivia and Brazil, together

with the Dominican Republic, with shares between 2.6% and 5.0%; and, Costa Rica, Nicaragua, Mexico and Cuba, who participated in 1 to 3 actions, in each case. Only Venezuela was not active as a recipient of Bilateral SSC actions.

- c) Finally, Graph A.II.1 shows that all subregions have a primarily provider profile, with the sole exception of Central America. In all cases, the provider countries' shares in the 155 actions in 2015 ranged between a minimum of 4.5% (Brazil) and a maximum of 36.1% (Andean subregion). These two subregions also accounted for the lowest and highest shares as recipients (2.6% and 30.3%, respectively). Similar values give a better understanding of the fact that the provider-recipient ratios of these subregions, which ranged from 1.2% for the Andean countries to 2.1% for the Ibero-American Caribbean, were relatively low, close to one. As mentioned above, the exception was Central America, whose recipient (45.4%) and provider (10.3%) shares were the highest and furthest from one (4.4).

II.3. COOPERATION AND EXCHANGE FLOWS BETWEEN COUNTRIES: AN APPROXIMATION

Two issues stand out in comparing the implementation data of providers and recipients of Bilateral SSC projects and actions in 2015: 1) the different number of countries involved in each role (traditionally, more countries are recipients than providers); and 2) the gaps between countries that are most and least active as providers (usually high) and between countries that are most and least active as recipients (significantly lower than the former).⁹

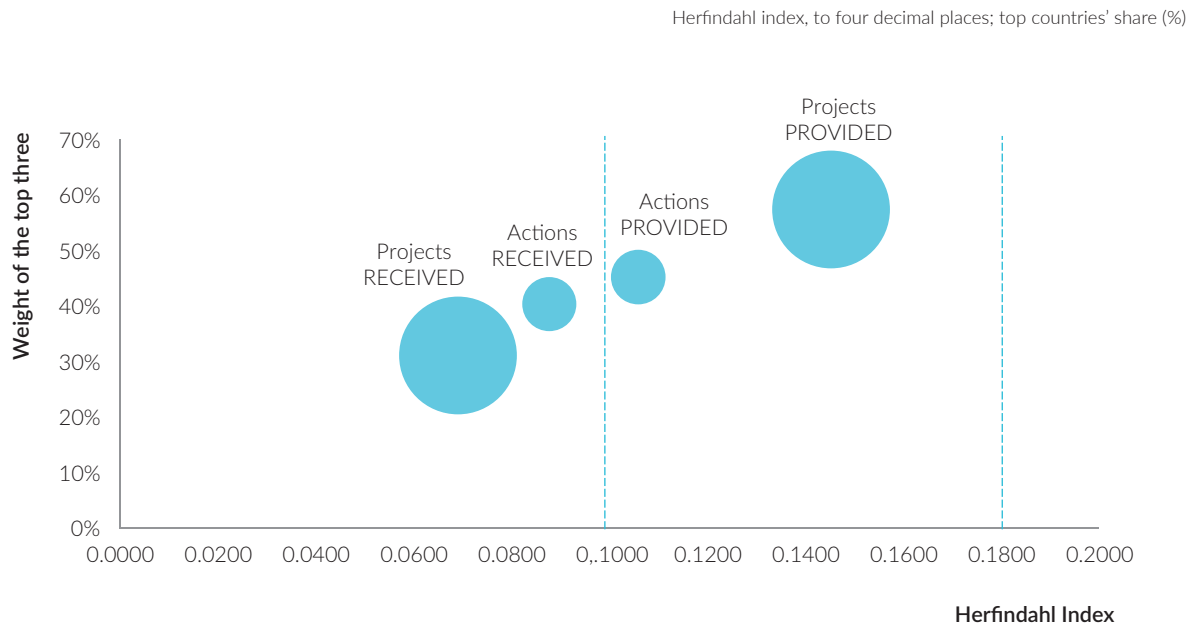
These disparities suggest that the characteristics of Bilateral SSC exchanges differ depending on whether the country participates as a provider or recipient. This section therefore tries to get more specific about how the exchanges under this modality took place. To that end, it focuses on the flows of Bilateral SSC projects and actions

exchanged between countries in 2015, and performs a dual-level analysis: first, on the entire cooperation; and secondly, by country and most frequent partner combinations.

II.3.1. TOTAL FLOWS EXCHANGED

To learn more about Bilateral SSC flows in 2015, the analysis needs to accomplish three things: 1) differentiate between the 721 projects and the 155 actions exchanged in 2015; 2) distinguish between provider and recipient roles for each project and action; and, 3) use indicators to determine how countries behave in these exchanges. To this end, previous editions of this Report have used two types of indicators: the first measures the top three providers or recipients (as appropriate) relative share in the total number of initiatives exchanged; and,

⁹ For instance, in the case of the projects executed in 2015, 17 countries participated as providers versus 19 as recipients. Furthermore, the number of projects provided fluctuated between 0 and 180, whereas the number of projects received varied significantly less, between 11 and 98.

Graph II.5. Degree of concentration and dispersion of Bilateral South-South Cooperation. 2015

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

the second, known as the Herfindahl index, is an international trade index, adapted to South-South Cooperation in Ibero-America. This latter index needs further explanation.

Indeed, the so-called Herfindahl index (or “concentration and dispersion index”) is an indicator commonly used in international trade which, when adapted to South-South Cooperation, allows two types of information to be summarized as a unique value between 0 and 1: 1) the degree of concentration of countries (more or less) that engaged as providers or recipients in the exchange; and, 2) the degree of “dispersion” with maximum and minimum values that may be widely spread and dispersed, or very close and similar to each other.¹⁰ A value range scale is used to interpret the results. In the case of South-South Cooperation:

a) A value less than 0.1000 indicates diversified SSC in terms of participating

countries and scarcely dispersed and similar relative shares.

- b) Values between 0.1000 and 0.1800 reflect moderate concentration, with a smaller number of countries participating in cooperation, and increased dispersion, with a widening gap between the maximum and minimum shares, and intermediate share values tending to move increasingly closer to outliers.
- c) When greater than 0.1800, cooperation is concentrated in an increasingly smaller number of countries, while the relative share of each country tends to move away from each other.

In light of the above, Graph II.5 was plotted to show the projects and actions provided and received in 2015 based on the combination of two values: 1) the Herfindahl index value (horizontal axis) and 2) the relative share of the top three countries that were

¹⁰ Indeed, the Herfindahl index is used to measure the degree of concentration and dispersion of global trade or a country's trade. For instance, when analyzing trade as a whole, it does so through the behavior of its exports and/or imports, identifying: 1) whether this trade depends on many or few products, many or few partners or a combination of both (degree of concentration); and, 2) whether each product or country weighs heavily or not in the total, and whether the distance between the products or countries that weigh more or less is greater or lesser (degree of dispersion). It uses a mathematical formula to summing the squares of each product and/or each partner, according its share of a country's total trade with the rest of the world. This yields an index of between 0 and 1. The modified equation used to measure the degree of concentration or diversification of the provision and reception of Bilateral $\sum_{i=1}^n (P_{of-i}/P_{of-1})^2$, which is the sum of the squares of each country's share of final projects provided or received (PIFCSS, 2013).

active as providers or recipients, as the case may be, of the total number of projects and actions exchanged in 2015 (vertical axis). Additionally, each of the four dots that stand for the four possible combinations of results may be larger or smaller according to the number of projects (721) or actions (155) they represent.

As expected, Graph II.5 confirms a greater degree of concentration and dispersion in the cooperation flows of providers versus recipients. Thus, in ascending order, the projects received showed greater diversification of participants and values, as the top three recipients had a lower Herfindahl index (0.0688) and lower relative share (30.9%). Actions received had a similar pattern, albeit with slightly higher results, i.e. a Herfindahl index of 0.0877 (which still is less than the 0.1000 watershed value for concentration and dispersion) and a relative share of up to 40.1% for the three most active recipient countries.

Meanwhile, the progressively higher level of concentration and dispersion is illustrated by the dots scattered towards the top rightmost quadrant of Graph II.5, which corresponds to the share of projects and actions provided. Specifically, the analysis of actions from the provider's perspective yields progressively higher values, namely, a Herfindahl index of 0.1057 (which exceeds the watershed value of 0.1000) and a relative share of 45.2% for the top three providers. Meanwhile, projects provided had the highest degree of concentration and dispersion in 2015. The three most active provider countries had a Herfindahl index of 0.1455 and a relative share of 57.6%.

It is also interesting to analyze the evolution of the Herfindahl index over these years. In 2012, the estimated Herfindahl indices for projects and actions provided were 1.878 and 0.2041, respectively. As noted, in both cases the value of the index exceeded 0.1800, that is, the watershed value for high concentration and dispersion. Conversely, as Graph II.5 shows, these same values were significantly lower (0.1057 and 0.1455, respectively) in 2015, and, in any event, never exceeded the 0.1800 threshold, remaining within the more moderate concentration and dispersion range. The analysis of projects received between 2012 and 2015 showed the same trend, with a small decrease from 0.0694 (2012) to 0.0688 (2015). The sole exception was the actions received, whose index increased slightly (from 0.0678 to

0.0877). However, in both cases, the value did not exceed 0.1000.

In summary, all this confirms that, year-on-year, a greater number of countries engage in Bilateral SSC exchanges, with a growing trend to combine both roles. Indeed, in each of these roles, each country's share of total initiatives exchanged appears to converge with those of the other partners.

II.3.2. RELATIONS BETWEEN COUNTRIES

The findings of the analysis on all exchanges registered in the region in 2015 can be used to learn about the behavior of those exchanges at country level. Under this analogy, and using a provider country as reference, it is important to determine whether the country partnered with many or few countries ("degree of concentration"), and how the total provided was distributed among the partners ("degree of dispersion"). This also applies conversely to recipients.

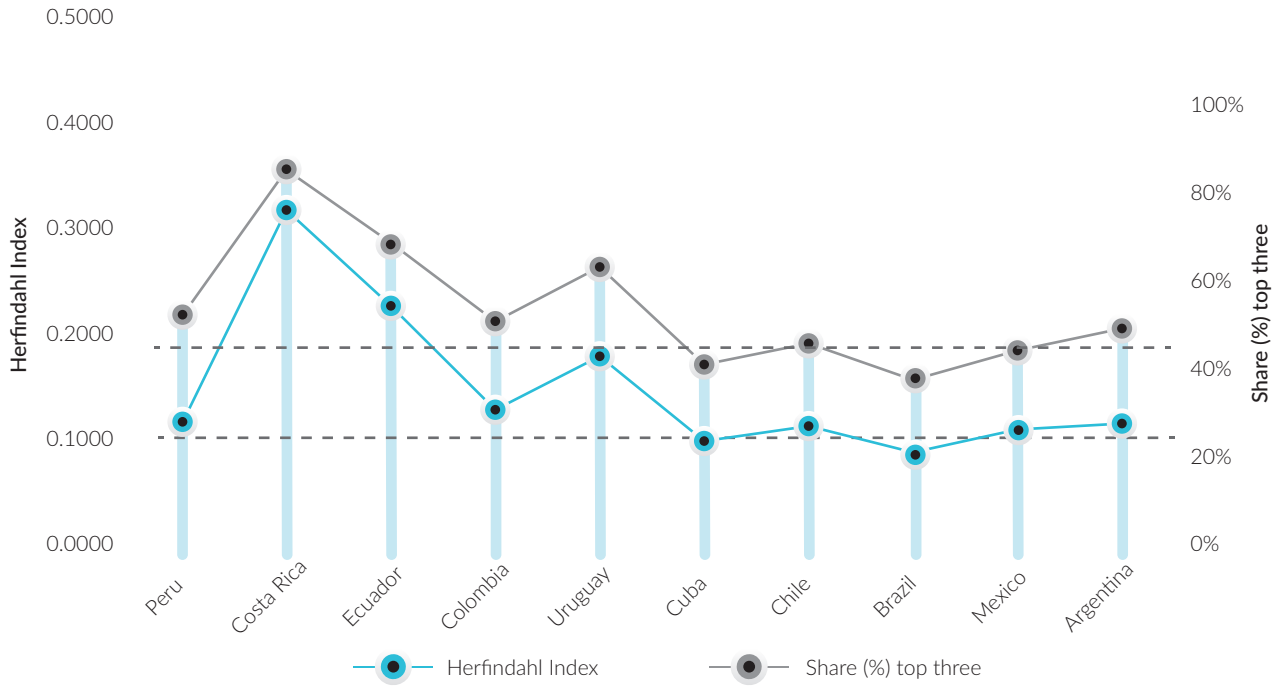
Graph II.6 was plotted for this purpose. In the first variant (II.6.A), the Graph shows provider countries on the horizontal axis, in ascending order, by number of cooperation projects. For results to be meaningful, the analysis was applied only for those countries who participated in at least 10 projects. Therefore, Graph II.6.A only includes just over half of the countries of the region: specifically, 10 countries, i.e. Peru (who provided 14 projects in 2015) to Argentina (top provider with 180). Each country was associated with two variables: the Herfindahl index (primary vertical axis) and the percentage calculated from adding the top three recipient countries' shares (secondary vertical axis). The second variant of the Graph (II.6.B) shows the same information for recipient countries. The analysis was again applied only for those countries who participated in at least 10 projects. This second chart shows what happened in the 19 Latin American countries: from Venezuela (with only 11 projects) to El Salvador (98). In each case, the Herfindahl index was this time combined with the top three providers' shares.

Graph II.6.A, which consists of two lines, provides information on the type of exchanges the countries engaged in as providers. The bottom line connects the dots indicating the Herfindahl index values for each country, and the top line connects each

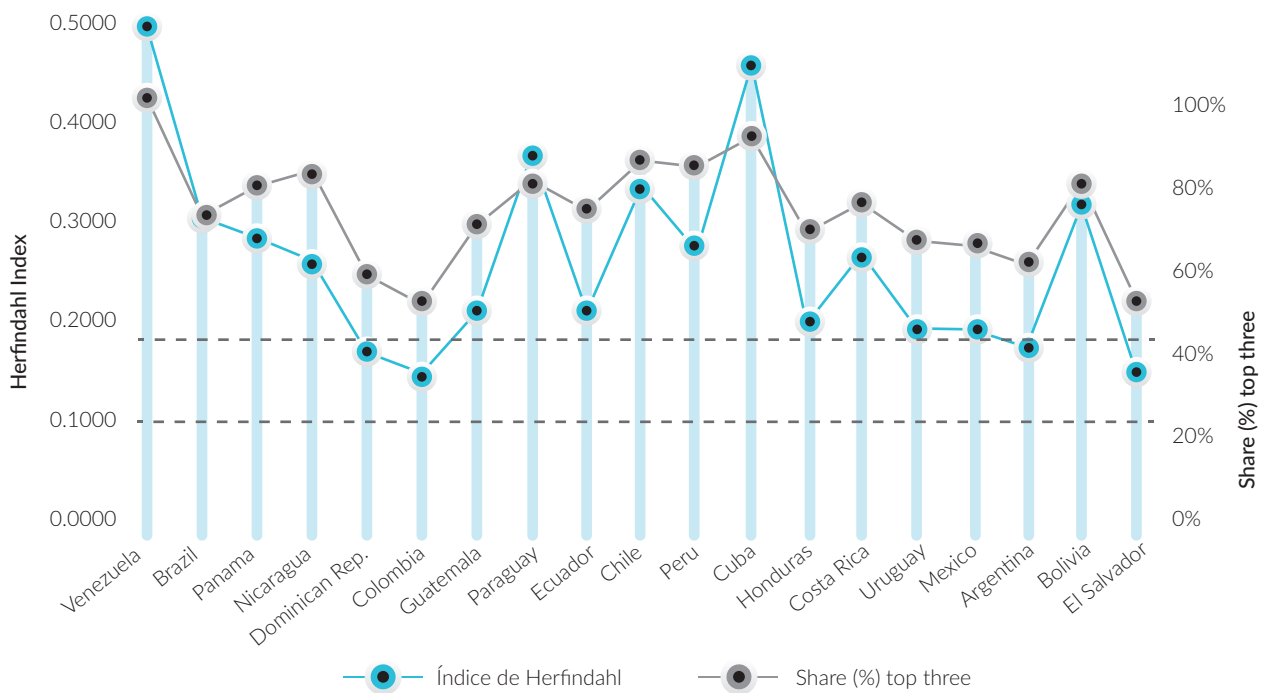
Graph II.6. Concentration of exchanges, by country and role 2015

Herfindahl index, to four decimal places; top partners' share (%); countries in ascending order by number of projects provided

II.6.A. Provider countries



II.6.B. Recipient countries



Note: The indicators were estimated for countries that were active in at least 10 projects. Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

provider country's share (%) for its top three recipients. Both lines are correlative, as they should reflect the same dynamics based on additional information. Likewise, both tend to follow a downward trend. This is consistent with the fact that fewer projects result in higher concentration and dispersion and the opposite is true for more projects.

Accordingly, Graph II.6.A helps identify different exchange patterns for different groups of provider countries. In particular:

- a) Two countries, Brazil and Cuba, had the most diversified relations with other partners and the most similar shares. This appears to suggest that these two countries alone combined Herfindahl indices below 0.1000 (0.0792 and 0.0899, respectively) and top three recipients with the lowest share (35.5% and 39.0%, in each case).
- b) Meanwhile, the bulk of the countries partnered with other moderately concentrated countries with shares that are not particularly outlying. Indeed, five of these six countries (Argentina, Mexico, Chile, Colombia and Peru)¹¹ had Herfindahl indices slightly higher than 0.1000 and, in no case, greater than 0.1200, and the top three partners' shares fluctuated between 40% and 50%, a value range that is only 10 percentage points higher than Brazil and Cuba. Uruguay, the other country in this group, with a Herfindahl index close to 0.1800 and 61.2% share for its top three partners, had a somewhat more concentrated and dispersed exchange pattern than the other five countries.
- c) Meanwhile, Costa Rica and Ecuador had a more concentrated and dispersed exchange pattern. This is consistent with the fact that, within this group of 10 countries, they provided a relatively smaller number of projects (around 25), with the sole exception of Peru. This constrained, and even limited, possibilities for partnership and distribution of cooperation, as suggested by its Herfindahl indices (ranging from a remarkable

0.200 to 0.4000) and top three partners' shares (66.7% and 83.3%, respectively).

Additionally, Graph II.6.B also helps to identify the different types of exchanges in which the countries engaged as recipients. At first glance, it is worth noting that none of the 19 Ibero-American countries had a diversified and low dispersion exchange pattern as recipients. Hence, the dotted lines that represent the values of the variables analyzed are located at the top of the Graph, with a Herfindahl index greater than 0.1000. Furthermore, the top three providers' share for each recipient was also always higher than 50.0%.¹² This suggests that the distribution of cooperation by partners and the relative shares of all countries tend towards concentration and dispersion of values, which is consistent with the fact that the countries active in this role frequently partner with fewer providers and engage in fewer projects.

Hence, recipient countries were grouped into two exchange patterns:

- a) The first group comprised El Salvador, Argentina, Colombia and the Dominican Republic, four countries that, in relative terms, had a more diversified relationship with their providers, and each country received a similar number of projects. Consequently, these countries had intermediate values, both in terms of Herfindahl index (between 0.1300 and 0.1600) and top three providers' combined share (between 50% and 60%).
- b) The second group, consisting of the other 15 Ibero-American countries, is not homogeneous. This suggests that the different profiles change as the intensity of concentration and dispersion of the cooperation received increases. Three profiles were identified:
 - First, Mexico, Uruguay and Honduras with a "moderate" concentration and dispersion pattern of relations with its provider countries. Indeed, the Herfindahl indices barely exceeded 0.1800, and the top three partners' relative shares fell between 65% and 70%.

¹¹ Peru deserves special mention. Though this country acted as provider in only 14 projects, it shared exchanges with four of the top cooperation providers in 2015 (with greater diversification and less dispersion). Indeed, the exceptional exchanges in which Peru (the first from the left) engaged altered the trend of the two dotted lines on Graph II.6.A.

¹² As in Graph II.6.A, both lines again have a positive correlation and a downward trend; however, the narrowing of relative values in terms of the number of projects to which the indicators are applied, increases the fluctuation intensity of results, which, in turn, translates into a much more irregular drawing, with more pronounced peaks.

In summary, all this confirms that, year-on-year, a greater number of countries engage in Bilateral SSC exchanges, with a growing trend to combine both roles

- Second, Costa Rica, Peru, Ecuador, Guatemala, Nicaragua, Panama and Brazil's exchange profile was more dependent on few providers, which means that its partners' shares are higher and more outlying. This pattern translated into a Herfindahl index between 0.2000 and 0.3000, with the top three providers' shares always greater than 70% and, in some cases, close to 85%.
- Meanwhile, Bolivia, Cuba, Paraguay, Chile and Venezuela, as recipients, were highly dependent on few providers, with all that implies in terms of relative distribution of the total number of projects received. Their Herfindahl indices ranged between 0.3000 and 0.5000, and the top three providers' shares exceeded 80% and, in some cases, even reached 100% (this value can only be achieved when the top three providers are the only provider).

Finally, the exchange patterns hitherto characterized are shown in further detail from the perspective of the top two providers and recipients of Bilateral South-South Cooperation projects in 2015: Argentina and Mexico, on the one hand; El Salvador and Bolivia, on the other. Diagrams II.1.A and B and II.2.A and B plot the distribution of project flows between these countries and their different partners.¹³ All countries have disparate starting points. On the one hand, the well-documented gap between the number of projects exchanged (180 and 125, respectively, for Argentina and Mexico as providers, compared to 98 and 68 for El Salvador and Bolivia as recipients); and on the other hand, the huge difference in the number of partners involved

in each project (16 potential recipients for both Argentina and Mexico, compared to 9 and 8 providers, respectively, for El Salvador and Bolivia).

As the diagrams show, exchange patterns vary in this context:

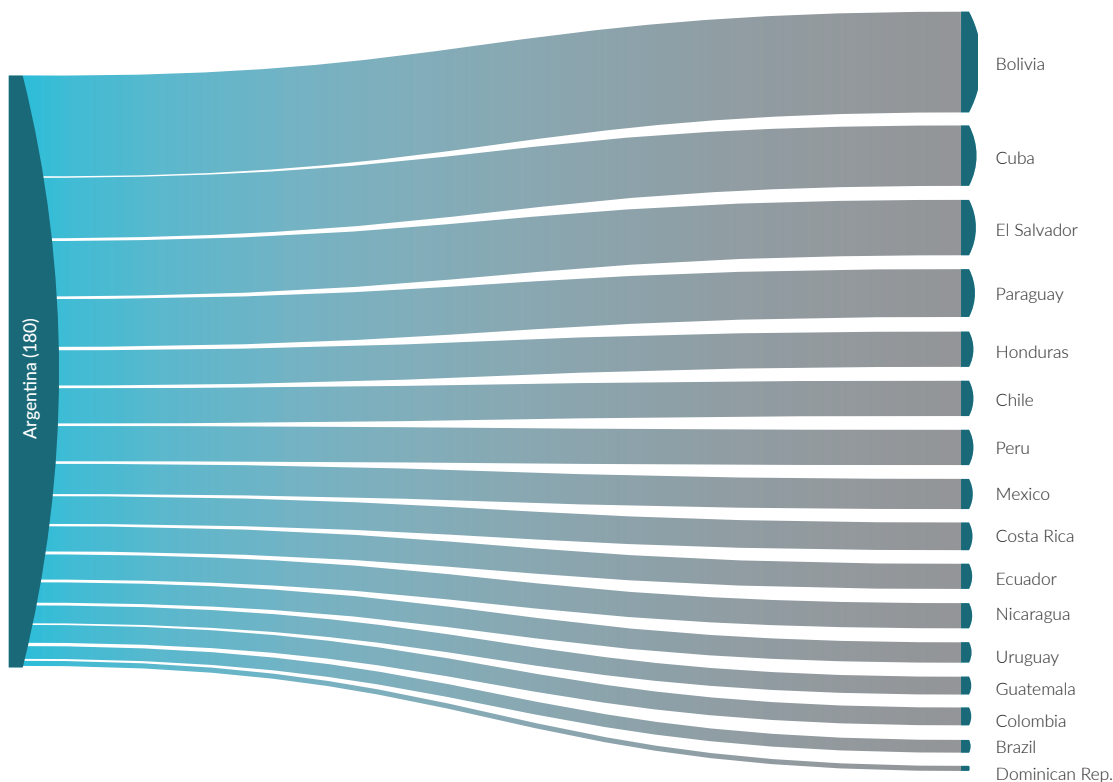
- a) Argentina and Mexico had more latitude to diversify their exchanges among its recipients, and to achieve shares that are more similar. Hence, their Herfindahl indices were only slightly greater than 0.1000 (0.1065 and 0.1009), and their top three partners' shares were 47.2% and 42.4%.
- b) Meanwhile, El Salvador and Bolivia's options to engage more partners was much more limited, resulting in greater concentration and dispersion of project flows, albeit with different intensities: lower for El Salvador (with a Herfindahl index of 0.1393 and a relative share 51% for its top three providers); and higher for Bolivia (0.3382 and 79.4%, respectively, for each variable).
- c) The differences in intensity between the top two providers (Mexico more diversified than Argentina) and the top two recipients (Bolivia with higher concentration than El Salvador) can be explained by the gaps between two values: the minimum share of the junior partner in each country, and the maximum relative share of the top partner. Specifically:
 - The gap between Mexico's outliers (0.8% for Paraguay, Peru and Nicaragua and 16.8% for Costa Rica) is 16 percentage points; somewhat less than the 20 point gap between Argentina's minimum and maximum values (1.1% for Dominican Republic versus 20.6% for Bolivia, its top recipient).
 - As for El Salvador, the gap between its lowest and highest values is also 20 percentage points (1.0% for Chile and 21.4% for Argentina). Meanwhile, Bolivia more than doubles El Salvador's value (a 53-point gap between Peru (1.5%) and Argentina (54.4%), its top provider).

¹³ Flow diagrams (also called Sankey Diagrams) make this type of cooperation flow visible. As Diagrams II.1 and II.2 show, the "source flows" (i.e. the total number of projects broken down by provider country or countries) are positioned on the left, whereas the "destination flows" (i.e. the same total projects broken down by recipient country or countries) appear on the right.

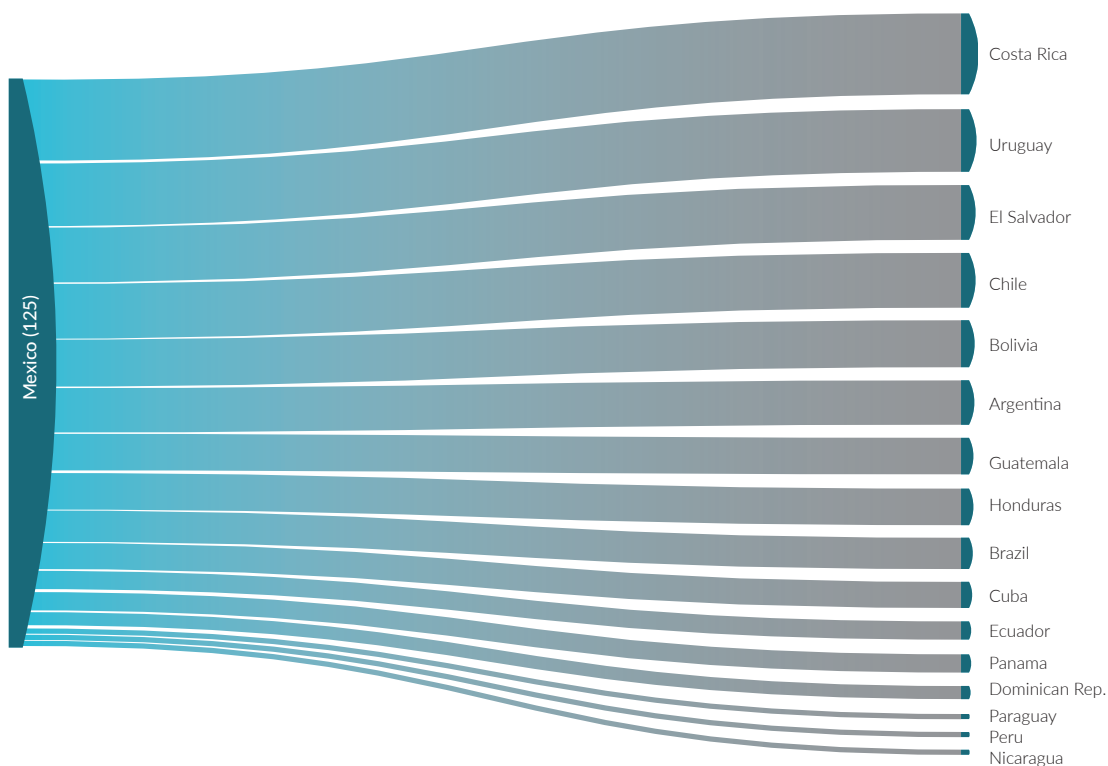
Diagram II.1. Distribution of Bilateral SSC project flows of top providers, by recipient. 2015

II.1.A. Argentina

Units



II.1.B. Mexico

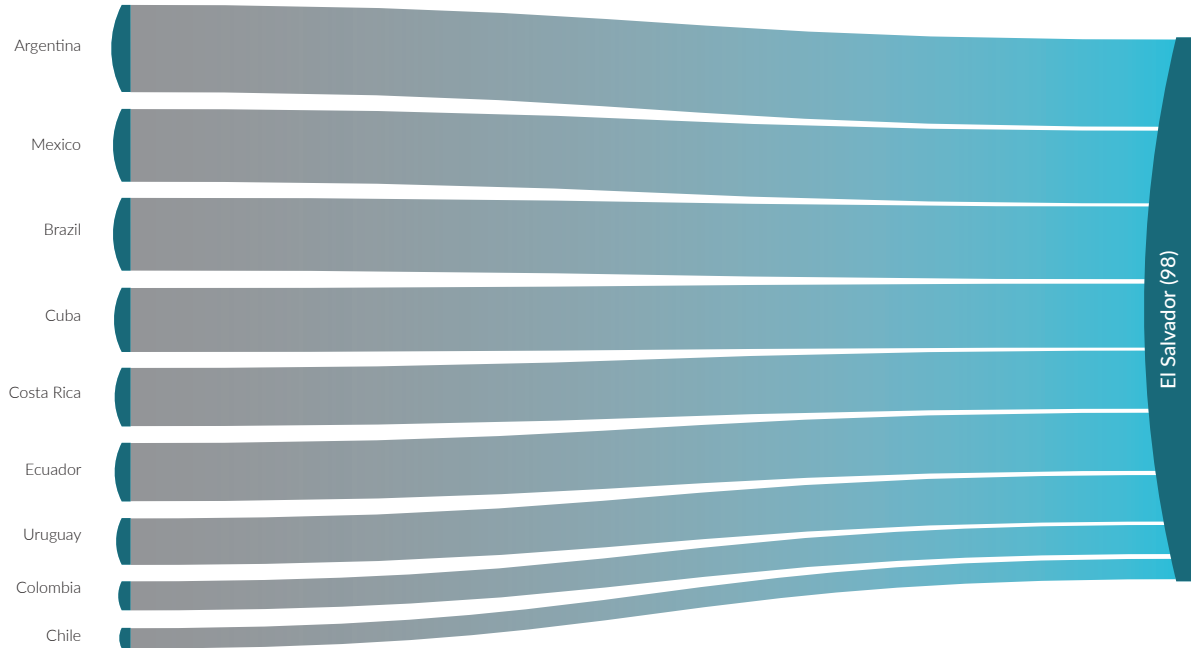


Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

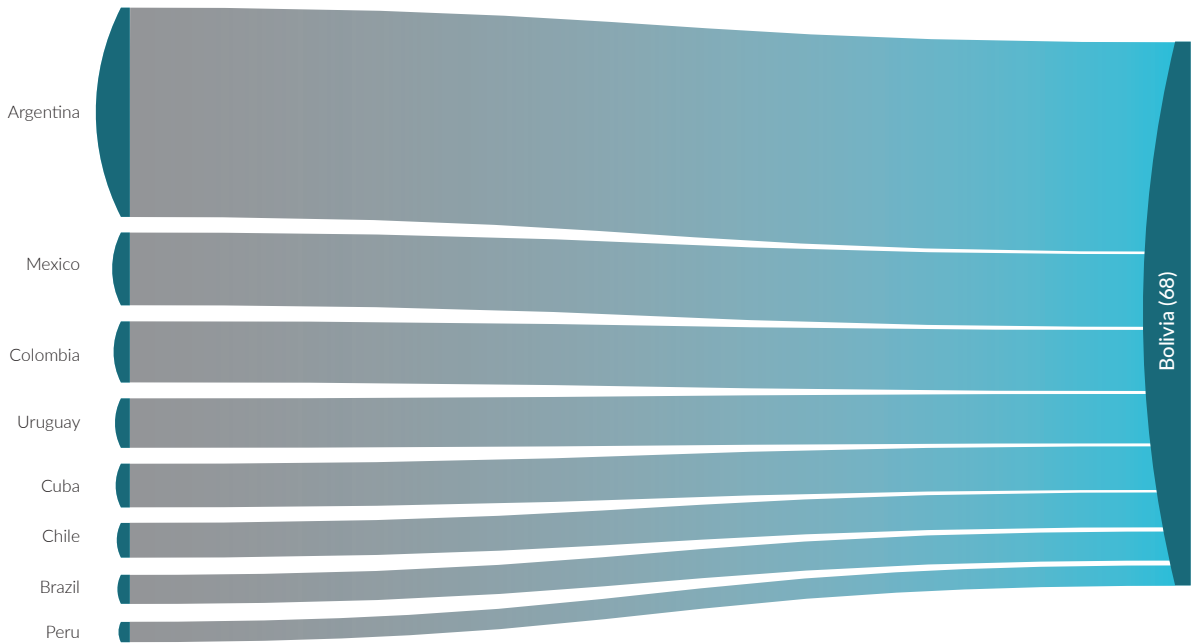
Diagram II.2. Distribution of Bilateral SSC project flows of top recipients, by providers. 2015

II.2.A. El Salvador

Units



II.2.B. Bolivia



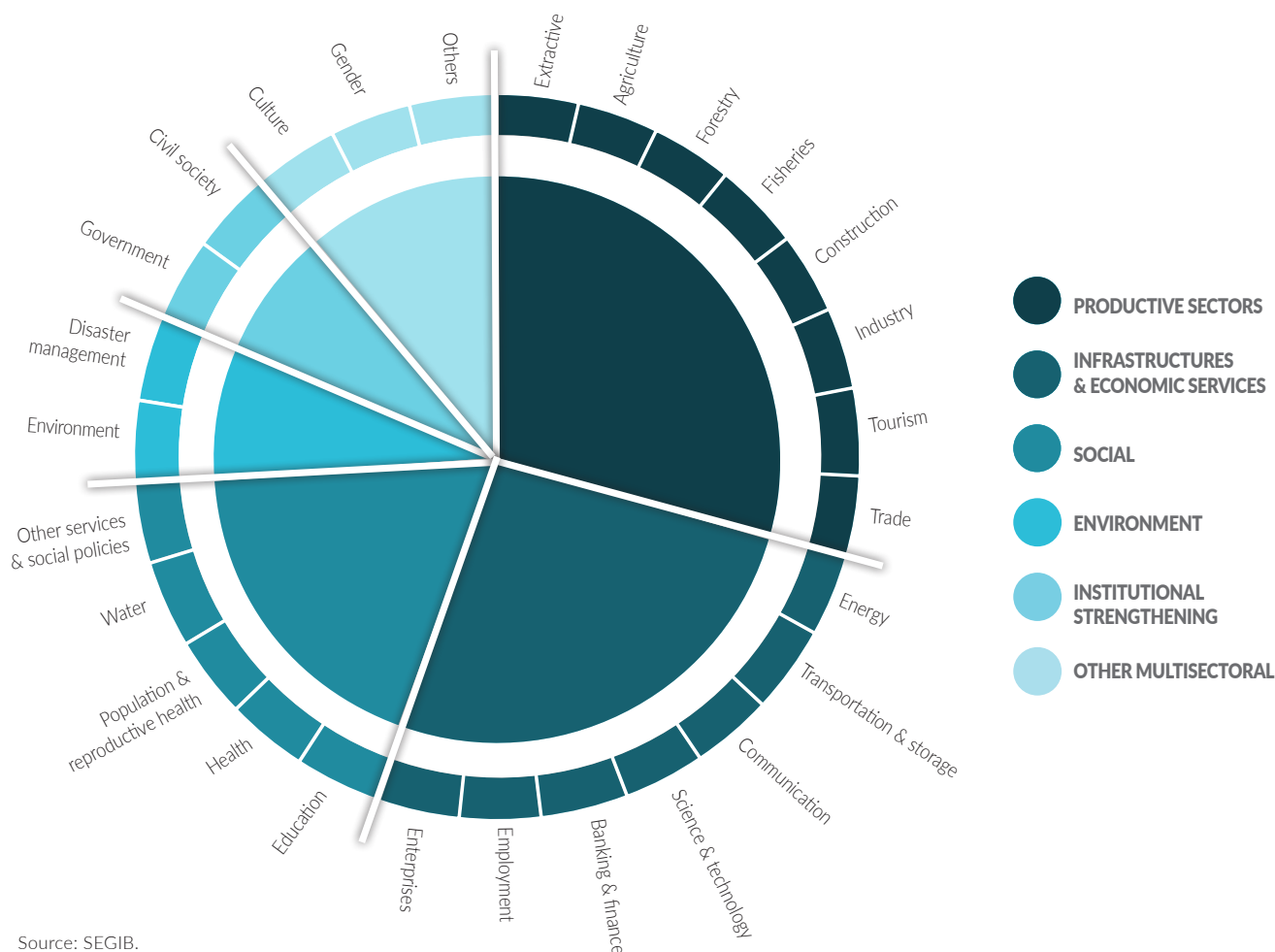
Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

II.4. SECTORAL ANALYSIS OF BILATERAL SOUTH-SOUTH COOPERATION. 2015

As already stated in this chapter's introduction, sectoral characterization is another key aspect of South-South Cooperation that should be explored in greater depth. It is critical to have a thorough understanding of this characterization, as it illustrates the rationale that partly justifies cooperation: how it contributes to mutual capacity building. Indeed, the exercise that follows places the emphasis on this issue, by identifying, on the one hand, the capacities that were strengthened across the region in all exchanges; and, on the other, the profiles of capacities that were associated with the countries when acting as providers or recipients.

This characterization is based on the sectoral classification accepted in Ibero-America. 27 sectors of activity are clustered, in turn, into six areas of action. Table A.II.1 (Annex) details and describes each sector. Chart II.1 (text) provides a summarized version. The sunburst chart uses concentric rings to give a sense of how the data relates to different hierarchies. In this case, the outer ring shows the 27 sectors and the inner rings clusters these sectors according to the areas of action with which they are related. It can be concluded that:

Chart II.1. Activity sectors accepted in Ibero-America, organized by area of action



Source: SEGIB.

- a) The bulk of the sectors (more than half) are clearly economy-oriented, either because they focus on strengthening different productive activities (Extractives, Agriculture, Forestry, Fishing, Construction, Industry, Tourism and Trade), or on shaping and enhancing the conditions for the functioning of national economies (Energy, Transport, Communications, Science and Technology, Finance, Employment and Enterprises).
- b) Furthermore, the sectors focusing on Education, Health, Population and Reproductive Health, Water supply and sanitation, and Other social services and policies, seek to strengthen and enhance the social dimension.
- c) Additionally, there are two sectors geared towards the Environment: the first specifically includes all issues related to the Environment; and the second, Disaster Management, encompasses interventions at different stages (Prevention, Preparation, Mitigation, Emergency Assistance, Rehabilitation and Reconstruction), and is closely linked to environmental changes.
- d) Sectors whose primary goal is providing support to governments and civil society focus on institutional strengthening. The Government dimension includes all matters relating to strengthening policies, administrations and public finances; decentralization of government other than the central government; legal and judicial development; promoting political participation; extension and defense of human rights; and everything related to public and national security and defense.
- e) Finally, it should be noted that three sectors – Culture, Gender and a generic Other (dedicated to alternative development models) – are managed independently owing to their specificities, which make them difficult to interact and cluster with other areas.

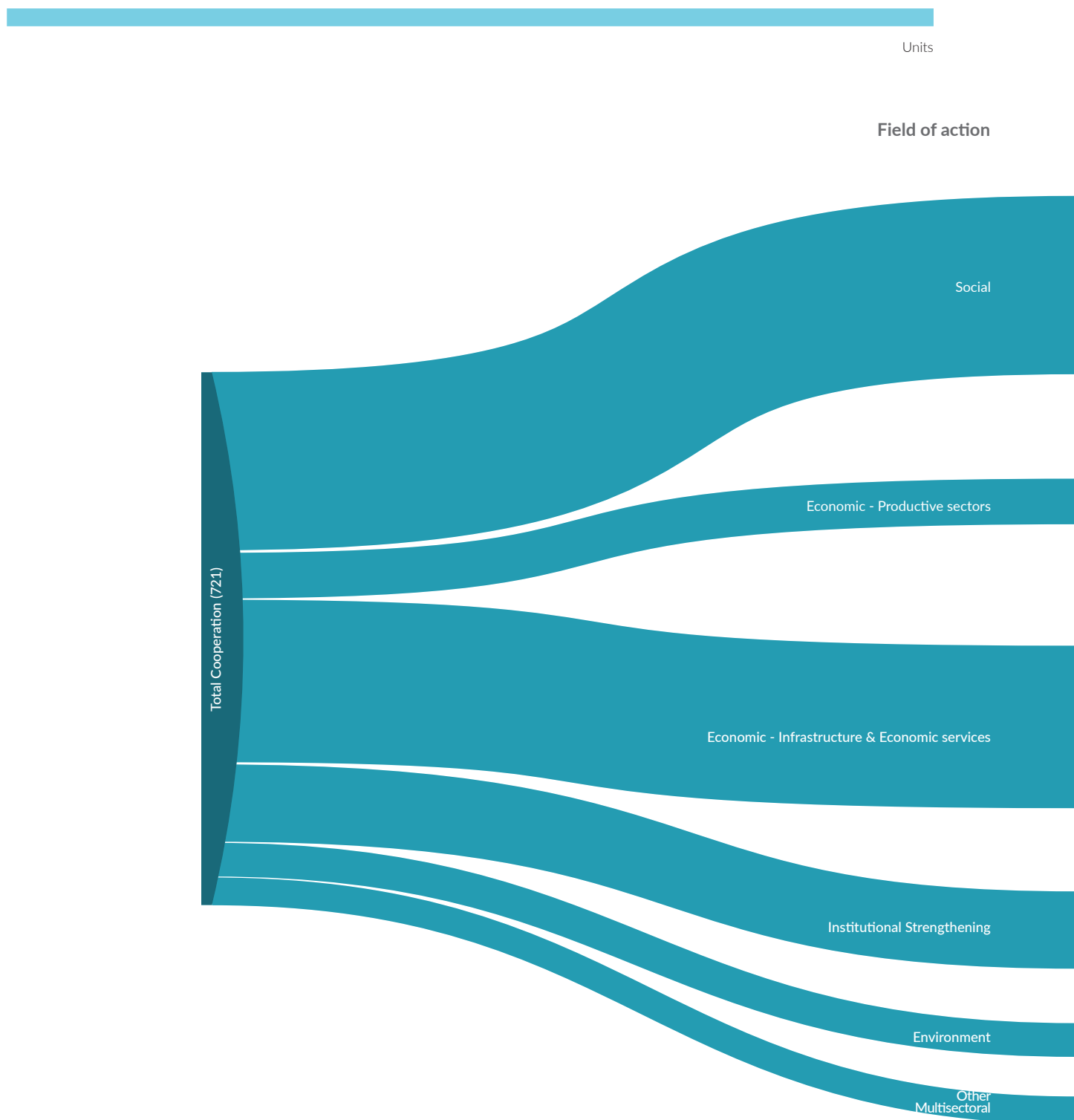
II.4.1. PROFILE OF COOPERATION PROJECTS AND ACTIONS

Matrices A.II.1 (Annex)¹⁴ and Diagram II.3 (text) help to understand the profile of capacities strengthened across the region in 2015 through Bilateral South-South Cooperation. Diagram II.3 shows at a glance which capacities were strengthened. The 721 projects in progress across the countries in 2015 are shown under source (right flow). A double standard approach is used to break down the information by recipient countries (destination): first, the target area of action is shown (intermediate flow), and second, the activity sector (left flow). It can be concluded from this diagram that:

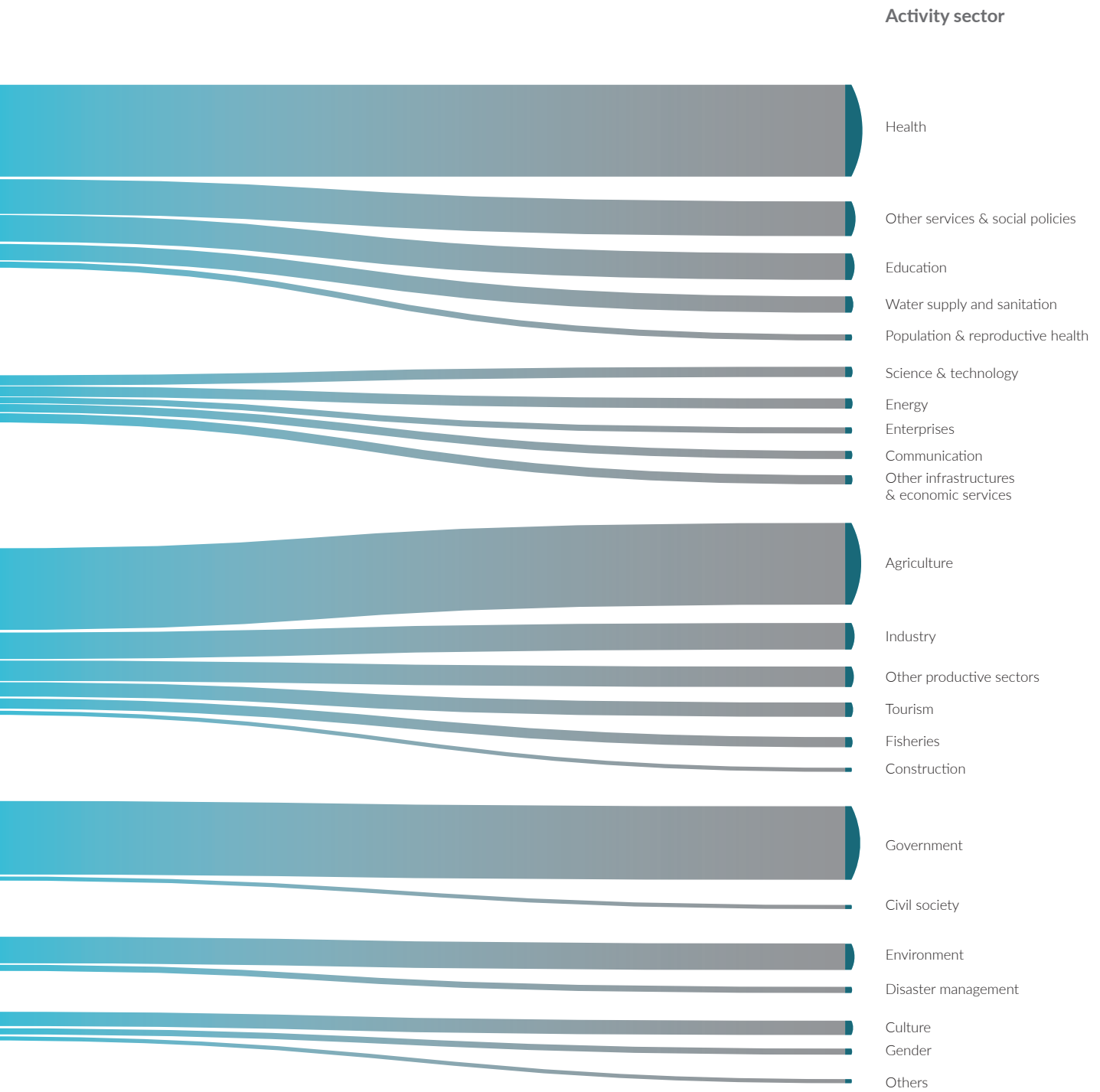
- a) The bulk of the projects exchanged in 2015 (more than 250, equivalent to 40.1% of the total) were geared towards strengthening capacities in the economic sphere. Almost eight out of 10 projects focused on strengthening the productive sectors, while the rest concentrated on creating infrastructures and services needed for proper functioning of national economies. About 215 projects in the region (one third of the total) facilitated exchanges aimed at enhancing social welfare. Another hundred projects, equivalent to 15% of the 721 projects implemented across the region, were aimed at strengthening government institutions and civil society. Finally, the remaining 11.6% of the registered projects were respectively geared towards environmental actions and other activities primarily related to culture, in a proportion of 6:4.
- b) Agriculture stood out among the primarily economic projects. Indeed, it was the second most important sector in 2015, accounting for 16% of all projects executed across the region (second only to the Health sector with 17.8%). It also accounted for half of the projects aimed at strengthening productive activities, and 4 in 10 economy-oriented initiatives. The bulk of the projects focused on supporting agriculture and livestock farming, although some

¹⁴ The 721 Bilateral South-South Cooperation projects in 2015 are distributed in six matrices by sectors and related areas of action. This makes visible not only the total number of projects implemented in each area of action, but also which country or countries were involved and in what role.

Diagram II.3. Distribution of Bilateral SSC project flows, by activity sector and area of action. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.



exchanges were in beekeeping and sericulture. Though the contents were highly diverse, many projects were geared towards: soil; irrigation management; improved techniques for production of traditional regional crops (potatoes, maize, sweet potatoes, soybeans, bananas, coffee, sugar and avocado, among others); technification of phytosanitary resources and supporting research in animal and plant health; pest management and genetically modified organisms; to name a few. Other projects focused on incorporating ecological and sustainability criteria into the sector's processes through, for instance, support for organic production or exchange of experiences on how to stave the risks of increasing desertification and extreme weather events.

- c) Furthermore, other economy-oriented projects were remarkably diversified in sectoral terms. Nonetheless, as regards productive activities, the projects geared towards strengthening the industrial sector (5.9% of the total) were especially noteworthy. These projects were closely linked to improving the processing techniques used, inter alia, in the meat, dairy, wood, textiles and natural fiber sectors; and, again, supporting the incorporation of environmental criteria to facilitate, for instance, the use of agroindustrial residues and wastes. This framework was supplemented by projects aimed at strengthening activities such as Tourism and Fisheries, as well as those geared towards the functioning of the economy, including Energy and Science and Technology. In all cases, the relative share of the total projects exchanged across the region in 2015 was around 2.5%. Projects related to Trade, Extractives, Enterprises and Communication (with relative shares of 1.5% each), as well as Construction, Forestry, Employment, Banking

and Transportation (below 1%) were less frequent.

- d) On the other hand, it should be noted that more than half of the one-third of projects aimed at improving social welfare in 2015 focused on Health, equivalent to a relative share of 17.8% of the total. Numerous projects in this area were geared towards medical research, drug development and cooperation to combat several diseases, including kidney and heart disease, cancer, dengue, diabetes and malnutrition; development of new forensic techniques; improvements in management and incentive schemes to increase the quality of the health services; and, experience sharing in organ donation and transplantation (see Box II.3). Furthermore, some projects focused on the health of certain population groups, in particular, care for children and older adults.
- e) Meanwhile, another 20% of the projects were geared towards the social dimension, and sought to strengthen public services and policies. In this case, and as is common in this area, efforts were focused on working with population groups such as adolescents and older adults, but especially children. Numerous projects dealt with issues specific to vulnerable groups of population at risk of poverty and exclusion (especially children), and provided support for options to overcome this situation, including development of sport, increased social housing, recovery of neighborhoods and partnerships with schools. The Education and Water sectors accounted for the bulk of the remaining 25% of social projects. Of particular note, in the former sector, were the projects targeting literacy and application of new technological and innovation resources to learning processes; and, in the latter, projects focusing on water purification and water resource management. Population

More than half of the one-third of projects aimed at improving social welfare in 2015 were focused on Health

Box II.3. South-South Cooperation and strengthening organ donation and transplantation systems

As the World Health Organization (WHO) (2010, p.1) points out, “in the last 50 years, the transplantation of human cells, tissues and organs has become a worldwide practice that has increased the life span and vastly improved the quality of life of hundreds of thousands of people”. Its evolution and successes over the years are partly due to continuing improvements in medical technology, increased resource allocation, and new institutional and legal frameworks specifically geared towards promoting transplantations. Furthermore, a number of inherent risks (including, a growing illegal trade) have revealed a need for ethical reflections and universally applicable guidelines. The 11 principles, agreed and approved at the 63rd World Health Assembly, held in Geneva, Switzerland, between May 17 and 19, 2010, set forth in the document from which the above quote was taken, provide guidance on a number of issues, including consent, voluntariness, treatment of minors, non-remuneration, altruism and equitable, justified and transparent allocation rules (García, 2014 and WHO, 2010).

In this context, the 19 Latin American countries conducted 15,586 transplantations in 2015, equivalent to 25.64 per million inhabitants (ECLAC and GODT). This rate was five points higher than the global average (20.64), which signifies the importance of this activity in the region. Still, as the following graph suggests, the gaps between countries were quite significant. Eight countries had transplantation rates equal to or greater than the world average. Indeed, in some cases, they practically doubled

the average (Argentina). Meanwhile, the remaining 11 countries had below average rates ranging from 0.74 (Honduras) to 17.93 (Chile). These gaps were also replicated in donations, with 2015 rates ranging from below 1.0 per million inhabitants in the Dominican Republic, Bolivia and Guatemala to between 13 and 14 in Uruguay, Argentina, Brazil and Cuba (versus the global average of 5.18).

These differences could arise for many reasons, including technical, economic and social reasons. However, they may also be caused by the existence (or lack thereof) of institutional and legal frameworks to support this activity. For instance, the bulk of the eight countries with transplantation rates greater than the world average (Venezuela, Colombia, Uruguay, Brazil and Argentina) have institutions that work specifically on this issue. On the other hand, less than half of the eleven countries with lower rates (Dominican Republic, Peru, Ecuador, Cuba and Chile) have similar institutions.

In this context, six countries in the region (Argentina, Chile, Costa Rica, El Salvador, Peru and Uruguay) exchanged experiences aimed at strengthening their national transplantation systems in 2015. In particular:

- a) Legislators in Costa Rica adopted the Act 9.222 on donation and transplantation of human organs and tissues in April 2014. A few months later, in November, they decided, together with El Salvador, to give a fresh impetus to an SSC project, which started in late 2015 and is expected to end in 2017, that focuses

on helping El Salvador draft a “Regulation on organ transplantation from deceased to living persons”.

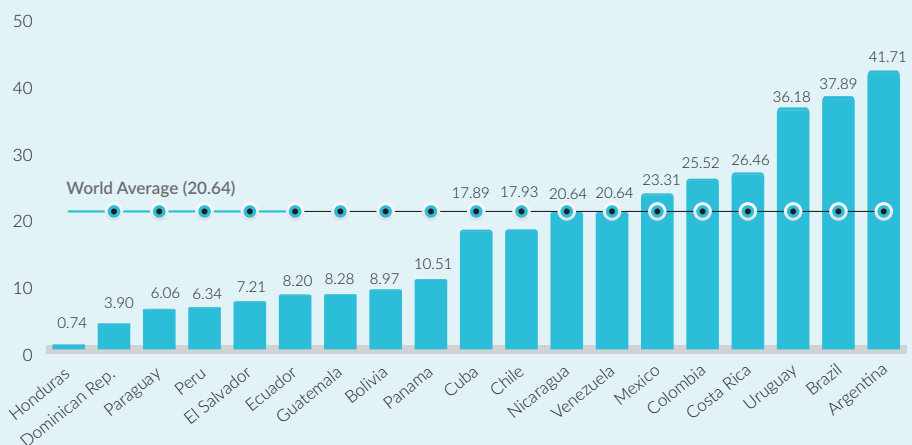
- b) For its part, between April 2014 and June 2015, Costa Rica sought to enhance various aspects of its transplantation system, including boosting the donation rate; improving access to quality services; training for human resources; and applying legal and ethical standards to donation and transplantation. To that end, Argentina shared its experiences in this area with Costa Rica.
- c) Between May 2014 and April 2015, Argentina also supported Peru’s “Strengthening of the Organ, Tissue and Cells Donation and Transplantation Process”, seeking convergence with international standards. Peru received, inter alia, advice on setting up an Umbilical Cord Blood Bank, a Histocompatibility laboratory, and a registry of unrelated bone marrow donors.
- d) Finally, a project underway for more than three years between Uruguay and Chile was completed in September 2015. Through this project, Uruguay helped strengthen the Chilean system, and shared its experience in building a national registry of donors and a transplants regulatory commission.

Source: SEGIB, based on reporting from García (2014); WHO (2010); ECLAC (<http://estadisticas.cepal.org/cepalstat/>) and the Global Observatory on Donation and Transplantation (GODT) (<http://www.transplant-observatory.org/>).

Classification of Latin American countries by annual organ transplantation rate. 2015

Transplantations per million inhabitants

Source: SEGIB, based on reporting from the Global Observatory on Donation and Transplantation (<http://www.transplant-observatory.org/>)



and reproductive health sector projects were less frequent.

- f) As stated above, about one hundred projects were geared towards institutional strengthening, specifically, of Governments. Indeed, projects focusing on civil society were marginal (just one in 2015). More specifically, this type of projects targeted highly diverse government areas, including exchange of tools for better management, monitoring and evaluation of public policies; improvement of penitentiary systems and

access to justice; reinforcement of public security and national defense; search for shared solutions against organized crime and narcotics and drug trafficking. Human Rights-related projects (eradication of the worst forms of labor, especially child labor, as well as all forms of drug trafficking and trafficking in human beings, memory museums, exchange of forensic techniques and creation of genetic profiles of missing persons); and projects focusing on incorporating jurisprudence and international law into areas as diverse as tax and

Box II.4. Sectors and climate change: mitigation actions through South-South Cooperation

The fight against climate change is probably one of the most important challenges facing the planet in the 21st century. According to ECLAC's thematic study (2015), between 1880 and 2012, the concentration of greenhouse gases (GHG), which are the cause of this change, has already raised the average global temperature by 0.85° C; and projections predict an increase of 1° C to 3.7° C by the end of this century. The challenge is titanic because, in order to curb this increase and avoid its predictably catastrophic consequences, it would be necessary to reduce the current GHG emission level of 7 tons per capita to 2 tons per capita by 2050.

Indeed, the 21st Conference of the Parties to the United Nations Framework Convention on Climate Change (COP 21), held in Paris in December 2015, was a milestone in this fight. The 196 countries agreed to establish the so-called Paris Agreement, which seeks to "strengthen the global response to the threat of climate change" and "limit the future global average temperature increase to 2° C above pre-industrial levels" and, even, "limit the temperature increase to 1.5° C" (UNFCCC, 2015; p.4). The agreement is due to enter into force in 2020, concurrently with the expiry of the previous agreement (the Kyoto Protocol), when more than 55 Parties,

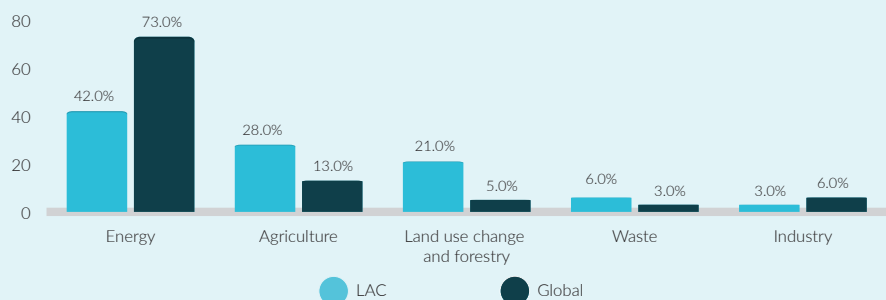
which together account for more than 55 percent of global greenhouse gas (GHG) emissions, have ratified it. (Carlino et al; 2016). Each country's ratification or adherence has been matched with binding national commitments to implement actions conducive, inter alia, to a substantial reduction (mitigation) of GHG emissions (UNFCCC, 2015).

In this context, Latin America and the Caribbean's commitment remains strong, as all countries, with the exception of Nicaragua, which deemed it insufficient,¹ are signatories to the Paris² Agreement. This despite the fact that, as ECLAC (2015) points out, the region was

Share (%) of GHG emission, by sector 2011

Share (%)

Source: ECLAC (2015; p.70)



1 <http://www.bbc.com/mundo/noticias-internacional-40118400>

2 <http://www.fao.org/resources/infographics/infographics-details/es/c/238841/>

employment regulations or human rights deserve special mention.

- g)** Projects related to the defense and protection of the environment had a relatively lower share (6.7% of the 721 projects exchanged in the region in 2015). The bulk of these projects (eight out of ten) were sector-specific and focused on strengthening environmental assessment and management of different activities, including industry and trade; biodiversity conservation; reforestation; and protection of marine and ocean resources. As

detailed in Table II.4, projects geared towards combating climate change and reversing its worst effects also deserve special mention. This area of action was complemented by projects aimed at improving Disaster Management, which primarily focused on aspects related to prevention, diagnosis and development of early warning systems, as well as improved responsiveness.

- h)** Finally, some twenty Culture-related projects, equivalent to 3.0% of the regional total in 2015, were identified. Of particular note in

responsible for 9% of greenhouse gases concentrations in the atmosphere in 2011; a figure that contrasts with 15% of emissions in two countries – Canada and the United States –, and 18% in Europe and Central Asia, or 37% in the East Asia and Pacific region. However, these percentages vary when the emissions are broken down by different regional productive sectors. For instance, according to the FAO, between 2001 and 2010, Latin America and the Caribbean accounted for 17% of GHG emissions from agricultural activities; a figure which exceeds the emissions in North America (8%) and Europe (12%), but still well below the 44% in the whole of Asia.³ The following graph illustrates the importance of the sectoral dimension, both as the source of the problem and the measures to be adopted. The graph compares Latin America and the Caribbean's emissions by sector with the world average, differentiating between different sources of emission, including energy (electricity and heating, manufacturing, construction and transport), agriculture, land-use change and forestry, waste and industry (ECLAC; 2015).

In keeping with the above, in 2015, Latin American countries continued to implement several South-South

Cooperation projects aimed at combating climate change. All of them had a strong sectoral focus and a clear orientation towards the core areas that were meant to be the guidelines of the Paris Agreement. Specifically:

- a) Between 2014 and 2016, Argentina and Uruguay launched a project to prepare “their agricultural systems’ response” to extreme climate variations, and, even, create resilience to climate change. To that end, the project evaluated several agronomic simulation models, a tool that has been confirmed key to predicting the evolution of crop production in different climate scenarios.
- b) For its part, the Chile-Mexico Fund fostered three exchange projects: 1) “transfer of knowledge and technology for growing table grapes in Mexico and Chile”, using techniques that save up to 30% of water, with a focus on mitigation and adaptation to climate change; 2) “promoting the use of public bicycles” in Mexico City and Santiago, to reduce the transport sector’s impact on air pollution; and 3) a number of technical exchanges on each country’s forest and climate change-related institutions, in

particular as carbon dioxide (CO₂) sinks, the main component of greenhouse gases.

- c) Meanwhile, Colombia shared with El Salvador its experience in designing low carbon projects through its National Actions for Climate Change Mitigation (NAMAS in Spanish), in this case applied to the Solid waste sector. The NAMAS -a number of national voluntary actions implemented in a country to reduce GHG emissions- was formulated under the Bali Action Plan, adopted in 2007 within the framework of the 13th Conference of the Parties (COP 13).⁴
- d) Finally, for the period 2015-2018, Costa Rica and Mexico participated in a project aimed at evaluating the role of black carbon in the agricultural and transport sectors. Between 2014 and 2016, Mexico and Uruguay decided to promote “capacity-building in science for the protection of marine ecosystems and resources against the foreseeable consequences of climate change.

Source: SEGIB, based on reporting from Carlino et al (2016); the Economic Commission for Latin America and the Caribbean (ECLAC) (2015); and the United Nations Framework Convention on Climate Change (UNFCCC) (2015).

³ <http://www.fao.org/resources/infographics/infographics-details/es/c/238841/>

⁴ <https://www.gob.mx/inecc/acciones-y-programas/acciones-nacionalmente-apropiadas-de-mitigacion-namas>

this area were the projects geared towards the conservation and restoration of cultural heritage; development of information systems and satellite accounts specific to this sector; and conservation of documentary and bibliographic collections. Gender-related experience sharing was less frequent (barely 0.9% of the total), and primarily focused combating violence against women and girls, and strengthening care models and systems for victims.

The capacity profile identified for the 721 Bilateral South-South Cooperation projects exchanged in the region in 2015 is supplemented by another sectoral characterization, which not focuses on the 155 actions. Diagram A.II.1 (Annex) was prepared for that purpose. The flows are organized using the same criteria as in projects. However, the capacity profile shown is markedly different. In particular:

- a) In the case of actions, more than half (54.40%) were geared towards strengthening institutions. Again, few actions (only 2) focused on civil society. Hence, virtually 100% of the actions were aimed at strengthening different aspects of government institutions, primarily through technical assistance in customs issues and labor inspections; exchanges of experiences on penitentiary mediations and institutions working on South-South Cooperation; and training courses and seminars on electoral bodies, political participation, democracy, national security and defense.
- b) Meanwhile, about 25% of the actions executed in 2015 were oriented towards

different aspects of the functioning of an economy (implementation of advances in Science and technology and promotion of Employment policies), as well as productive activities such as Extractives (exchange of experiences on taxation issues, labor standards and safety in mining), Agriculture, Trade and Fisheries.

- c) The remaining actions had a more diversified profile, ranging from actions that sought to improve the social dimension (10% of the total) to specific exchanges in Culture (5.1%), Environment and Disaster Management (2.2% each). Worthy of note within the social dimension are the actions geared towards sharing experiences related to the implementation of Public services and policies (in particular, early childhood and social inclusion and development), Health (medicines and radiopharmaceuticals) and Education.

Finally, given the challenges that development cooperation faces in the new Agenda 2030, it is interesting to consider not only the sectoral profile of South-South Cooperation implemented in the region, but also, go one step further and try to find out whether the capacities strengthened could have contributed to the achievement of the Sustainable Development Goals (SDGs). Thus, Box II.5 was created to address this challenge and give continuity to an exercise already carried out in the previous edition of this Report. This table is based on the 721 Bilateral SSC projects underway in 2015. It explores how the projects relate to the 17 SDGs approved by the United Nations at its General Assembly in September of that year.

Box II.5. South-South Cooperation's contribution towards achieving Agenda 2030 through Sustainable Development Goals

The previous *Report on South-South Cooperation in Ibero-America 2016* included, for the first time, a new analysis of projects participated by Ibero-American countries. Based on the identification of their potential contribution to the Sustainable Development Goals (SDGs), the analysis helped, on the one hand, to increase knowledge on the direction of South-South Cooperation between countries and, on the other, advance towards convergence with Agenda 2030, yielding results and conclusions that inform the debate and position of South-South Cooperation in the region within this framework.

This exercise is revisited again for each Bilateral South-South Cooperation project implemented in 2015 to identify which Sustainable Development Goals (SDGs) benefited from the projects. To this end, and new to this edition, each project has been associated with two (rather than one) SDGs. This change in criteria seeks to solve and give further consideration to three questions identified in the previous exercise:

- First, the great variety of topics that are often addressed by different projects. It has been established that large, comprehensive projects simultaneously tackle several dimensions of development related to various SDGs. This is especially relevant for South-South Cooperation in Ibero-America, where strengthening of national institutions, a primary objective of South-South Cooperation, simultaneously contributes to SDG 16 (effective institutions) and whatever SDG under which the institution's contribution is framed. This poses a challenge between the means (strengthening of institutions) and the end, i.e. the institution's actual contribution versus actions to achieve a certain goal.
- Second, when sectoral components take prevalence in assigning a project to an SDG, environmental, cross-cutting or inclusion aspects of particular importance for Agenda 2030, framed in specific goals, may be overlooked. For instance, health projects aimed at groups at risk of social exclusion not only contribute to the achievement of SDG 3 (good health and well-being), but also to SDG 10 (reduced inequalities).
- Third, the issue of interaction between multiple targets from

different SDGs. For instance, agricultural or industrial sectors have their own SDGs (2 and 9, respectively); however, the development of these sectors is closely linked to SDG 8 (economic growth). Similarly, healthy or safe food and/or breastfeeding is linked not only to SDG 2 (food safety), but also to SDG 3 (good health and well-being).

The application of the methodology and the assignment of two potentially relevant targets to each project allows to:

- Identify the number of projects that actually contributed to each primary SDG. For instance, in the case of health sector scholarships, SDG 3 (health) was prioritized over SDG 4 (education).
- Identify the number of projects that also contributed to secondary SDGs. In the previous example on health sector scholarships, this would be SDG 4. This shows how other SDGs that initially were secondary also benefited from the project.
- Explore the links between different SDGs in order to highlight these relationships and deepen the analysis through a more precise characterization of projects that integrate relevant aspects related to paired SDGs.

In the case of Bilateral SSC in Ibero-America in 2015, 41.9% of projects focused only on one SDG, while the remaining 58.1% were associated to two SDGs. The following graph shows all Bilateral South-South Cooperation projects executed, including the number of projects assigned according to their contribution to different SDGs. It shows:

- On the left, the share (%) of projects that contributed to the primary SDG. It covers all projects.
- The right column shows the share (%) of projects that contributed to the secondary SDG. It focuses on the 372 projects linked to both a primary and secondary SDG.

It was concluded that all SDGs were covered by the projects, albeit distributed unevenly. It can be concluded from the Graph that:

- Similarly to what happens in the sector-based analysis in this chapter, the bulk of the projects, one in five

(19.4%), sought to contribute to SDG 3 (good health and well-being). In addition to the projects categorized under Health sector in the Ibero-American classification system, other projects focused on, for instance, reproductive health, which is closely associated with SDG 5 (gender equality). In further reviewing the projects associated with this SDG, it was found that many focused on targets 3.4 (non-communicable diseases, mental health and well-being) and 3.8 (quality health services, achieve universal health coverage, safety and access to medicines and vaccines). A further 3.1% of projects were linked to this SDG through secondary contributions.

- SDG 2 accounts for the second most projects, almost 15% of the total (14.7%). This SDG covers not only issues strictly related to food safety and nutrition (targets 2.1 and 2.2), but also everything related to the agricultural sector, in its productive (increased productivity) or environmental dimensions (targets 2.3 and 2.4, respectively). Contributions to SDG 2 were complemented by projects marginally linked to this goal (nearly 5.6%).
- As for SDG 16 (peace, justice and strong institutions), 11.6% of the projects were geared to its achievement. This accounts for 11.6% of the projects, of which 64.9% were closely related to target 16.6 (effective and transparent institutions). The bulk of the remaining projects (31.1%) were linked to other targets under SDG 16, namely, 16.3 (promote the rule of law and access to justice) and 16.1 (reduce all forms of violence and related death rates).
- SDG 9, with 10% of projects, is in fourth place by order of importance. This SDG, which focuses on Industry, Innovation and Infrastructure, is especially linked to targets 9.2 and 9.5 that focus on sustainability, increase in the industrial sector's contribution to GDP, enhance scientific research and upgrade the technological capabilities of industrial sectors with a strong innovative component.
- For its part, SDG 8 is a particular case in point, given that it was a primary SDG of 6.9% of projects, and a

Box II.5 South-South Cooperation’s contribution towards achieving Agenda 2030 through Sustainable Development Goals

secondary goal for even more projects (12.2%). The sum of both shares (19.1%) suggests that almost one in five projects were geared, to a greater or lesser extent, towards achieving the goal of economic growth, full employment and decent work. It should be noted that South-South Cooperation’s contribution to SDG 8 would have been overlooked if the classification

had been based on a single goal per project.

f) As for the remaining SDGs:

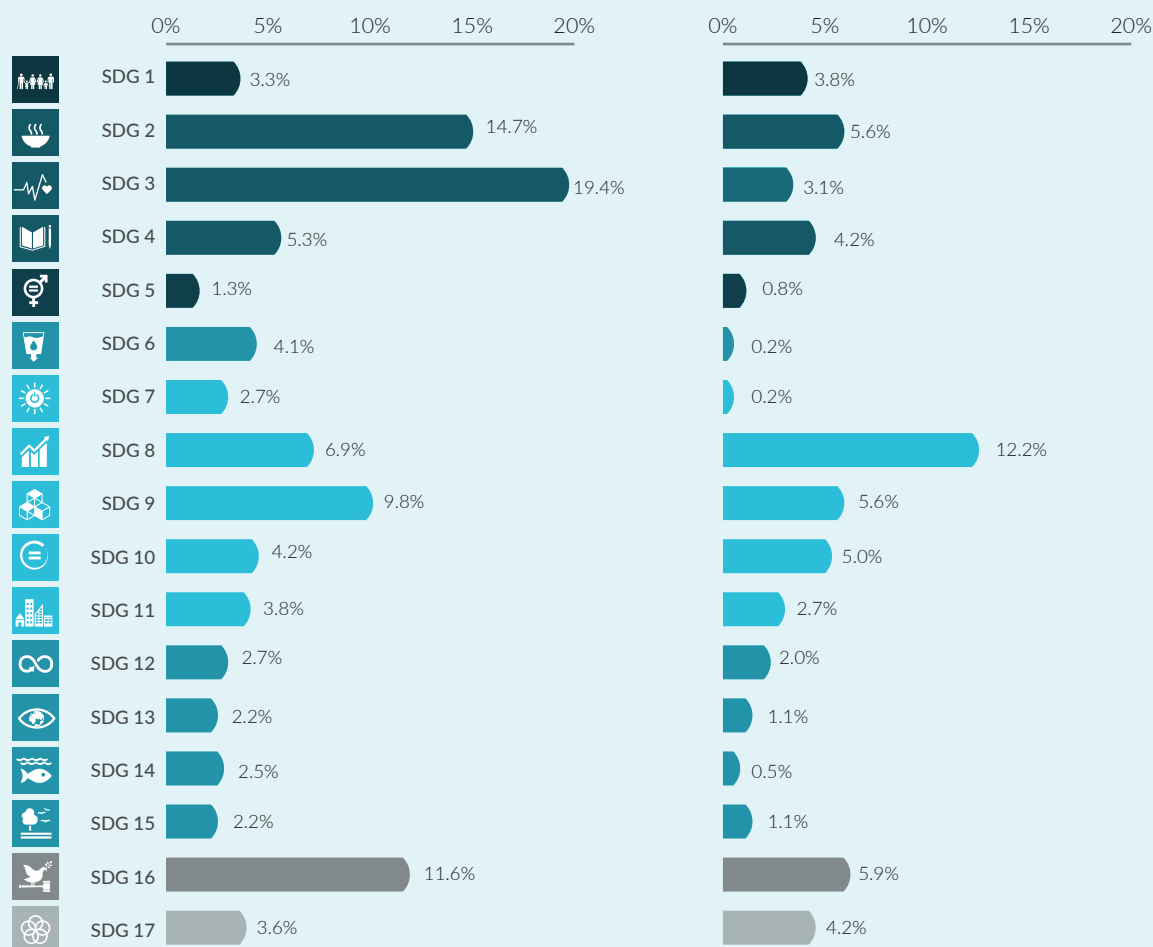
- 14% of the projects had a strong environmental component (SDG 6 (water and sanitation), 12, 13, 14 and 15). The figure increases to 18.9% when secondary contributions are aggregated. However, SDG 6 stood out within this group.

- SDGs 10 and 5, which are closely related to inequality, accounted for 5.5% of total projects. They were also extremely important for another 5.8% of projects.

- SDG 4 on education was linked to 9.5% of total projects. SDG 4 was unequally distributed between more generic projects (as primary goal) and sector-based

Sustainable Development Goals (SDG), by number of Bilateral SSC projects contributing towards their achievement. 2015

Share (%)



Note: The left column shows the total number of projects by SDG, and the right column details projects with a secondary SDG.

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus. The six essential elements for achieving SDGs are color-coded by goals: Dignity (SDG 1 and 5), People (SDG 2, 3 and 4), Partnerships (SDG 17), Prosperity (SDG 7, 8, 9, 10 and 11) and Planet (SDG 6, 12, 13, 14 and 15).

projects (as secondary goal).

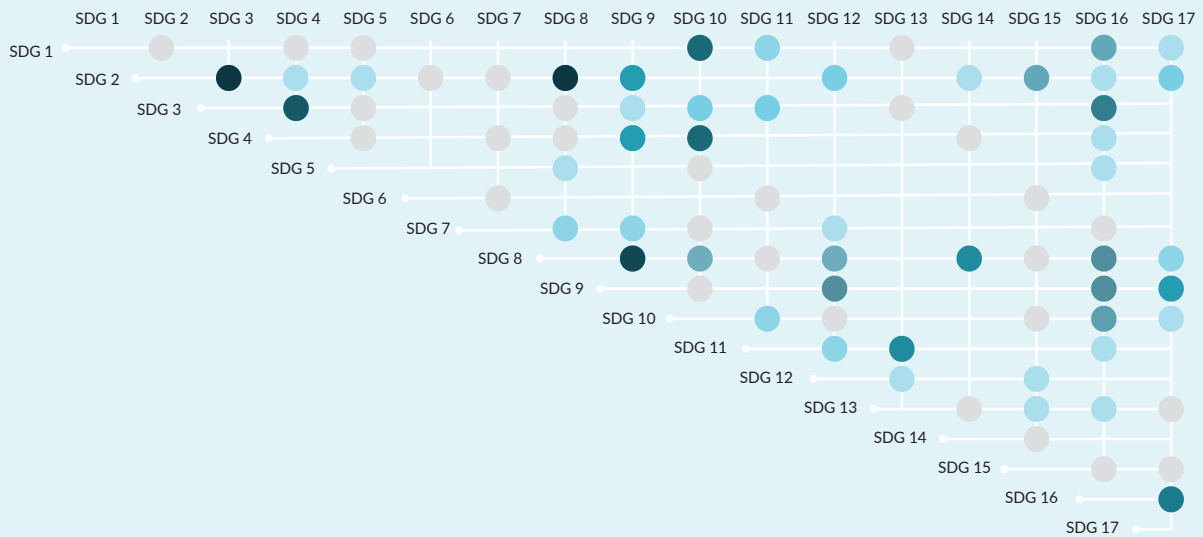
- SDGs 11 and 7 on sustainable human settlements and energy accounted for 6.5% of projects, in the former case, and 2.9% in the latter.
- Finally, SDG 17, which included both components, accounted for

7.8% of the total. This SDG included projects geared towards increasing the participation of countries of the region in international trade and strengthening statistical institutions, as well as projects that would have direct impact on mobilization of national resources.

In concluding this analysis, the following matrix was created to illustrate the

relationship between different SDGs. The colored boxes show the link between two SDGs, with the primary SDG on the vertical axis and the secondary SDG on the horizontal axis. As explained in the relevant legend, the intensity of the color increases as the relationship increases in strength. Since two SDGs were assigned to almost 60% of projects, the results are meaningful.

Matrix of relationship between two SDGs assigned to Bilateral SSC projects. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus

It can be concluded that:

- SDG 2 (zero hunger) and SDG 3 (good health and well-being) had the most intense relationship. This is justified by the large number of projects that simultaneously contributed to both goals. These projects included milk banks (linked to infant mortality and malnutrition goals), food safety, pest control and food- and/or agricultural product-borne diseases, which contributed not only to prevent diseases, but also to improve food quality.
- The second most intense relationship was between SDG 2 (zero hunger) and 8 (decent work and economic growth). Projects geared towards the development of the agricultural productive sector were framed under these SDGs, as they help to eradicate hunger through improved land

productivity, sustainable production and/or enhanced food quality. Hence, the development of this sector, as well as improvements in productivity, also contribute to economic growth and increased productivity in a key productive sector.

- SDG 8 is present again in another major relationship, this time with SDG 9 (infrastructure and industry). Similarly to the above analysis, it shows that projects focusing on improving technological capacities and increasing productivity and innovation in industrial sectors contributed not only to SDG 9, but also to SDG 8, which is more directly linked to economic growth.
- SDG 3 (health) and 4 (education) were also paired in several projects, in particular, in specific scholarship programs for health professionals, thus simultaneously contributing to

improving health services and educational goals, and increasing men and women's access to higher education.

- The pairing of SDG 4 and 10 ranks fifth in order of importance. A number of education-oriented projects that seek to facilitate access to education to specific population groups, in particular, people with disabilities and adults, were identified.
- Finally, worthy of note are the projects that paired SDG 1 (no poverty) and 10 (inequality). These projects, which sought to improve social protection systems, not only applied an integrated, comprehensive approach, but also focused on certain aspects of inclusion, in particular for indigenous communities, children, youth and others.

Fuente: UN (2015) y Cooperation Agencies and/or Bureaus.

II.4.2. COUNTRY PROFILE

Following the sectoral characterization of Bilateral South-South Cooperation in the region in 2015, the focus of the analysis shifts from a general to a country-based perspective. This allows an approximation to the capacity profile of each partner that was active in the cooperation, either as provider or as recipient. On the basis that this analysis focuses on Latin American countries that participated in this form of cooperation, this exercise is all the more interesting when the countries are classified into two groups: 1) countries that participated primarily as provider or recipient; and 2) countries that tended to combine both roles. The information obtained differs. In the former case, it focuses on which capacities were transferred (as providers) and which were strengthened (as recipients). Additionally, in the latter case, it is possible to know whether the profiles of the capacities provided and received were complementary or not.

Accordingly, Graphs II.7 and II.8 (text) and Graphs A.II.2 and A.II.3 (Annex) were plotted, the latter two with five variants each. The twelve graphs – one for each of the six top providers and recipients of Bilateral SSC projects in 2015 – illustrate the capacity profile of several Ibero-American countries.¹⁵ Sunburst charts¹⁶ were used to that end. For each country and role, the different concentric rings provide information on: 1) what was each activity sector's share and the different areas of action; and 2) the relationship between them.

The exercise uses this analysis approach and the graphic tools mentioned above to focus on nine countries in the region: on the one hand, El Salvador and Bolivia (the top two recipients in 2015 with a primarily recipient profile), followed by Brazil (third top provider in 2015, and who was virtually active only in this role); and, on the other hand, five countries that tended to combine both roles, in particular Argentina and Mexico (the top two providers in 2015 and whose relative shares as recipients were also high), Uruguay, Chile and Cuba (with smaller shares by role than the other two countries, but, nonetheless, significantly high).

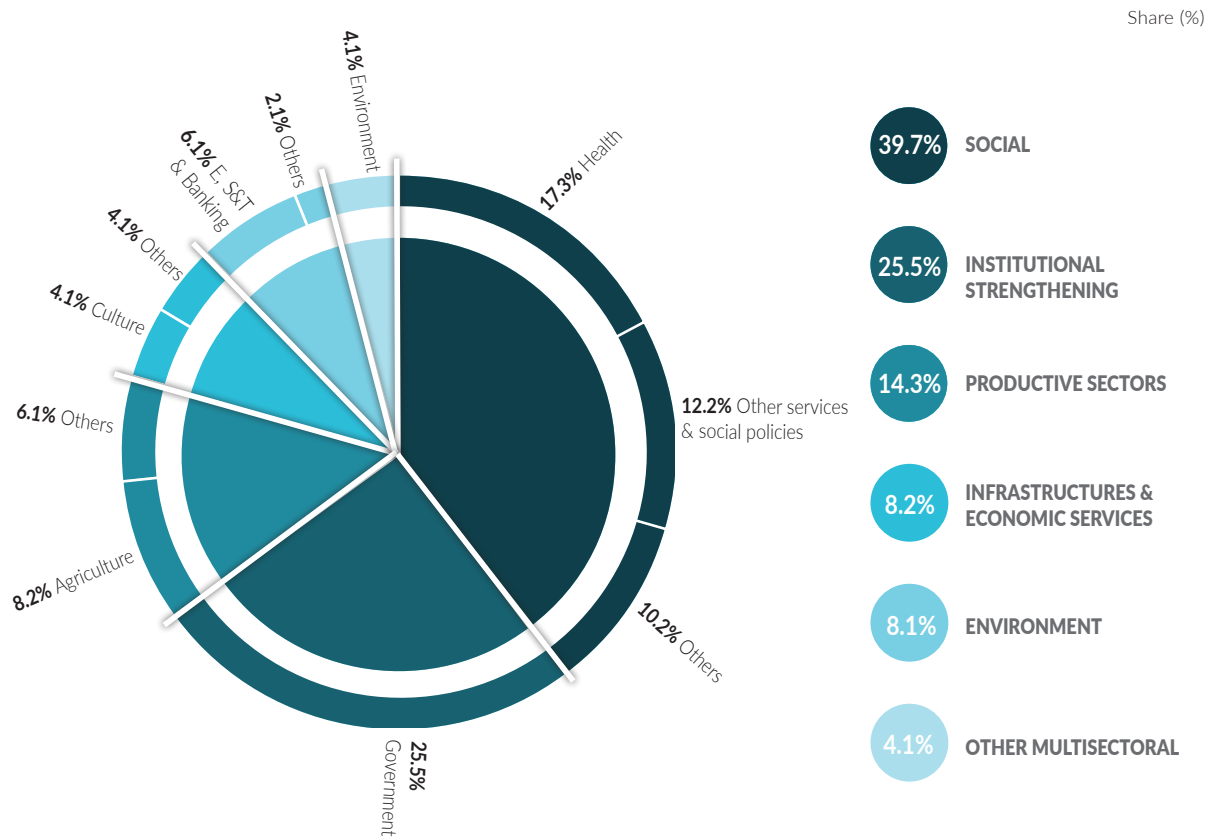
Worthy of note are the following main findings:

- a) As Graph II.7 suggests, one-fourth of the 98 Bilateral SSC projects aimed at El Salvador served to strengthen different government institutions and competencies. Indeed, this cooperation strengthened, *inter alia*, El Salvador's capacities to plan, manage and develop public policies; implement new regulatory and legal frameworks; and exchange experiences in citizen security. Many of the projects received (17.3%) focused on supporting the health sector, again through institutional improvements and implementation of health regulations; but it also received a great deal of support in managing transplantations, including blood and blood products. The institutional and social dimension of cooperation were further strengthened by another nearly 20% of projects geared towards Other services and social policies (in particular issues affecting children and youth) and Education (literacy and curricular contents). In contrast, economic cooperation was minimal, with the sole exception of Agriculture (8.2% of the projects, including livestock and family farming). Capacities related to the Environment, Culture and Water supply and sanitation sectors were also strengthened, albeit less frequently.
- b) Graph A.II.3.1 suggests a different capacity building profile for Bolivia, the second top recipient in 2015 with 68 projects. Two social and economic sectors – Health and Agriculture – accounted for all the cooperation received, each with a 20.6% share. The projects implemented in these sectors focused, on the one hand, infant nutrition and cancer, enforcement of medical arbitration and mediation regulations and techniques, and improvement of medical techniques; and on the other, livestock farming (traceability, production and phytosanitary research), soil use and management, and technification of crops to improve yields. Projects in productive activities were supplemented with initiatives to strengthen capacities in Industry, Tourism and Trade (nearly 15% of the total). Meanwhile, cooperation on institutional strengthening accounted for a relatively small

¹⁵ In all cases, the number of projects in which countries participated approached or exceeded the threshold of 50 projects, making the results of the analysis meaningful.

¹⁶ Similar to the graph used in Chart II.1, which shows the 27 sectors recognized in Ibero-America. The graph interconnects and groups the sectors according to their relevant area of action.

Graph II.7. Capacity profile of El Salvador as recipient, by activity sector and area of action. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

share (10%), and was mainly oriented towards human rights issues (combating human trafficking and exploitation of child labor). There were also a few Environment, Education and Energy-related projects.

- c) Meanwhile, Brazil, who acted mainly as a provider (110 projects versus 14 as recipient) had a profile that focused primarily on the transfer of social capacities. Indeed, slightly more than 50% of its projects were geared towards Health (29.1%), Water supply and sanitation (10.9%), Others services and social policies (7.3%) and Education (3.6%) (Graph A.II.2.2). Worthy of note in this area of action are, inter alia, the projects focusing on health monitoring, regulating drugs and medicines, nutrition and fight against infant mortality (Human Milk Banks, along with various initiatives to promote food and nutrition education in schools); water resource management; promotion of social

housing; and development and inclusion policies. Another important part of the total projects (17.3%) targeted the Agriculture sector. Brazil shared its acknowledged strengths, primarily in enhanced agricultural techniques for crop production (sweet potato, potato, soybeans, sugar cane and tropical fruits, among others), as well as pest management and genetic resources. It should be added that Brazil's remaining projects had a very diverse sectoral profile. Nonetheless, worthy of note is the cooperation in Government (7.3% of the total), Communications (4.5%), Energy and the Environment (3.8% each).

- d) For its part, Argentina, with 180 projects as top provider in 2015, was the third largest recipient (57 projects). Given that the ratio between the projects provided and received is 3 to 1, it can be argued that Argentina's profile is primarily that of a provider. Nonetheless, the fact that the

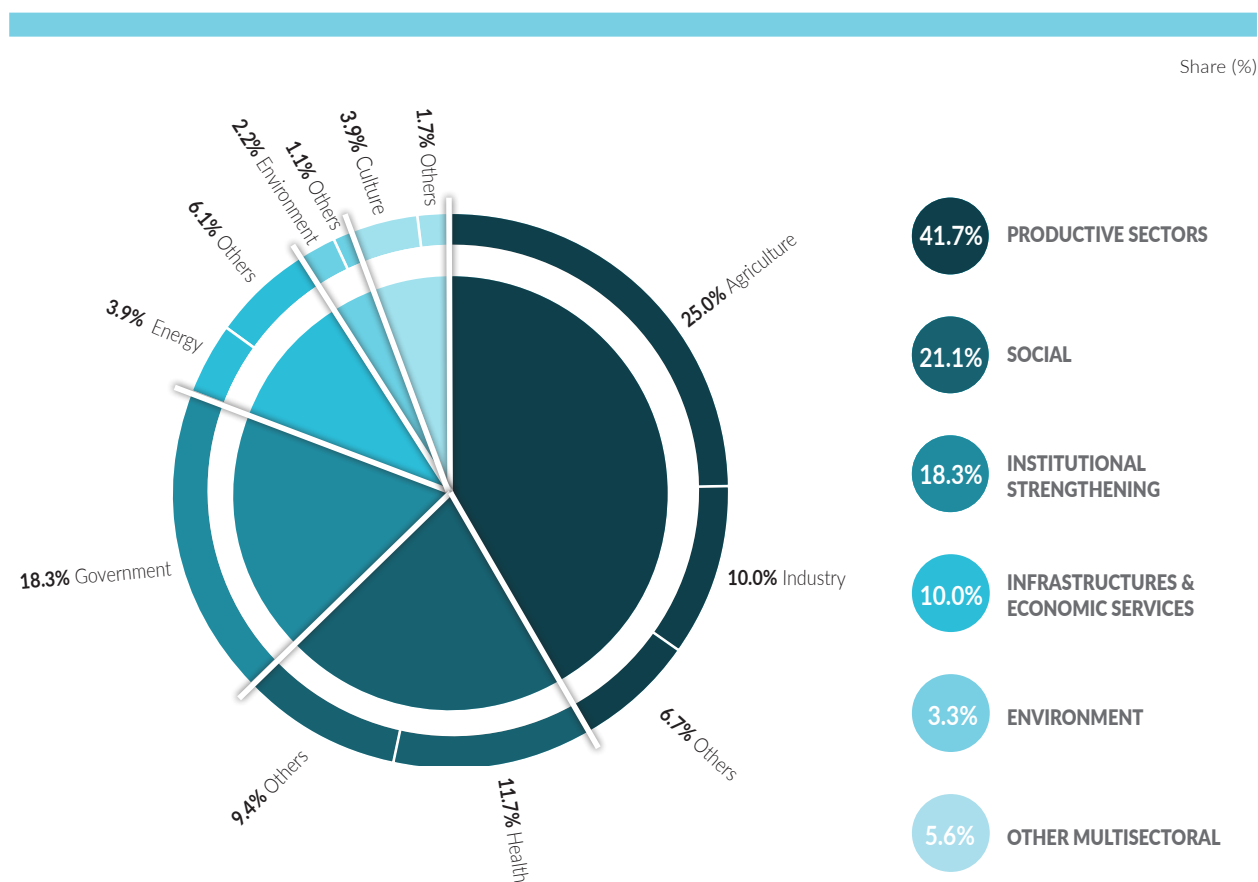
absolute number of projects received is also significant calls for an analysis to determine the extent to which the profiles complement or reinforce each other. In this sense, the study of Graphs II.8 and A.II.3.2 suggests that:

- Argentina shared widely differing capacities as a provider. Indeed, almost two-thirds of the 180 projects were geared towards the agricultural sector (25.0% of the total); institutional strengthening of Governments (18.3%); Health (11.7%); and Industry (another 10.0%). The transfer of capacities related to Energy, Culture and Tourism (another 3.9% of the total, in each case) were less frequent.
- The profile revealed the diversity of strengths of Argentinean cooperation, in particular, Agriculture where it supported livestock farming (fattening and traceability), crop

mechanization, food safety, animal and plant health research, and integration of ecological and sustainability criteria into productive processes; strengthening of Governments (everything related to justice and Human Rights); Health (epidemiological surveillance, hospital management, drug regulation and interculturality; and, Industry (improving production and processing processes, especially in the meat, dairy and textile industries).

- These same four sectors were confirmed as the most important as recipient. However, there were two differences: these sectors' aggregate share of the total was lower (56.5% versus 65.0% as provider); and its order of relative importance also varied with Health ranking first (19.3%), followed by Agriculture (15.8%), Government (10.5%) and Industry

Graph II.8. Capacity profile of Argentina as provider, by activity sector and area of action. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

- (10.5%).¹⁷ A very wide range of sectors complemented the profile, with Science and technology and the Environment being the most relevant.
- As explained above, Argentina's overall cooperation was based on exchanges aimed at strengthening a specific capacity profile, both as provider and recipient. In the case of Agriculture, for instance, Argentina participated in a number of exchanges, both as provider and recipient, in order to progress towards improved management of productive processes to minimize their impact on climate change and, simultaneously, mitigate its notorious consequences (desertification).¹⁸ In other cases, however, the actions complemented specialization profiles within the same sector. This was the case, for instance, of Industry, where Argentina transferred its strengths in managing agroindustrial chains, while seeking support to integrate more ecological procedures and criteria into the management of technology and productive waste.
- e) Mexico (second top provider with 125 projects, but also the fourth top recipient with 53 projects) follows the same pattern as Argentina with different nuances. Specifically, as Graphs A.II.2.1 and A.II.3.3 (Annex) suggest:
- With a primarily provider profile, Mexico transferred very diverse capacities. Nonetheless, six out of 10 projects focused on Agriculture (26.4% of the total); institutional strengthening of Governments (12.8%); Environment (12.0%); and Health (another 8.0%). A few projects also focused on the transfer of skills in Industry, Science and technology and Enterprises, as well as in the Other social services and policies, which together accounted for another 20% of the total number of projects provided.
- When Mexico acted as a recipient, six out of 10 projects were again in Agriculture (30.2% of the 52 projects); Environment (18.9%) and Health (15.1%). The remaining 40% of the projects focused on 12 different sectors, with Education (5.7%) being the only noteworthy.
 - In comparing both profiles, it has been possible to identify the strengths that Mexico shares with its partners through cooperation and those that were mutually strengthened. This was the case, for instance, of Agriculture-related projects, which, both as provider and recipient, focused on supporting genetic improvement, epidemiological surveillance and food safety, register of plant varieties, combating desertification and mitigating climate change, and enhancing biotechnology capacities, among others.
 - Everything related to improving the institutional capacity of Governments was simultaneously identified as one of Mexico's "core" strengths, with 16 projects provided versus just 2 received. In this regard, the transfer of capacities related to the judicial system, implementation of forensic techniques, resources and procedures for optimal management of public administrations, as well as citizen security issues are worthy of note.
- f) Chile acted primarily as a provider in 80 projects, although it also participated in a notable number of projects as recipient (33). The sectoral breakdown of this cooperation suggests that:
- Chile's profile (Graph A.II.2.3) reveals that more the half of the capacities transferred focused on social policies (16.2% of projects), government strengthening (13.8%), Environment (12.5%) and Health (11.3%). Notable also were the projects aimed at supporting productive activities such as

¹⁷ Comparisons between the relative shares of a sector as provider or recipient should be interpreted with caution, given that they are calculated on the basis of different absolute numbers. Hence, the percentage value may lead to errors of interpretation. For instance, in the case of Argentina, Industry represents 10.0% of its total projects as provider, and 10.5% as recipient. However, it actually engaged in 18 initiatives as provider, and only 6 as recipient (i.e. just one-third of the former).

¹⁸ It should be added that some of these exchanges, though not all, coincide with those reported by both Argentina and its partners as "bi-directional", which in fact means that both partners acted simultaneously as provider and recipient in the projects. This, in turn, suggests a shared capacity profile. In Matrices II.1 and II.2, "bi-directional" exchanges are placed in brackets. Their presence is also relevant in the cases of Mexico, Chile, Uruguay and Costa Rica.

Agriculture, Fisheries, Tourism and Industry; four sectors that accounted for an additional 25% of the total provided.

- Meanwhile, more than half of the cooperation projects received by Chile sought to strengthen its capacities in three sectors in which it was a notable provider (Environment, Health and Government), as well as in one of lesser importance (Agriculture). The remaining half of the projects showed high sectoral diversification. Likewise, it is important to note that only one project focused on Other services and social policies (the sector with the highest relative importance as provider).
- In summary, this confirms Chile's profile and traditional strengths in designing and implementing public policies and services geared towards improving social welfare. Special mention should be made of its efforts to overcome poverty and implement neighborhood programs, and its commitment to comprehensive early childhood development, based on actions ranging from the production of pedagogical guides to the design of National Intersectoral Strategies, among others.

g) Meanwhile, Cuba participated in 100 Bilateral South-South Cooperation projects in the region in 2015: 59 as provider and 42 as recipient. The profiles for both roles were highly complementary: transfer of social capacities (as provider), and strengthening of the economic and institutional dimension (as recipient). In particular:

- As Graph A.II.2.4 suggests, virtually 90% of the projects in which Cuba engaged as provider were geared towards strengthening capacities in three social areas: Health (63.8% of the total), Education (19.0%) and Other services and social policies (5.2%). Cooperation was articulated around long-term programs that drew from Cuba's traditional strengths, including, on the one hand, sharing its advances in the treatment of diseases such as cancer and diabetes, its experience in ophthalmic surgery for the poor; and boosting the training of doctors; and on the other, transferring its innovative literacy methods; and promoting training in sport, as a means for social inclusion.

- Additionally, about 60% of the projects Cuba received in 2015 were aimed at strengthening productive capacities: Agriculture (38.1%), Industry and Extractives (9.5%, respectively). Worthy of note in this area are the projects focusing on crop mechanization and innovation; management of genetic and phytosanitary modification techniques; enhanced industrial processing of agricultural products; learning about sericulture; and production of mining maps and lithographs. Furthermore, about 12% of the projects also sought to strengthen Government institutions, especially in terms of territorial management and tax administration.

h) Uruguay was one of the countries that participated in Bilateral South-South Cooperation in 2015 as provider (49 projects) and recipient (52 projects), with very similar capacity profiles for both roles. It follows from the study of Graphs A.II.2.5 and A.II.3.4 (both in the Annex) that:

- As a provider, 70% of Uruguay's projects were geared towards the transfer of widely differing capacities, with an emphasis on Health (22.4%), Agriculture (16.3%), Other services and social policies (14.3%), strengthening of Governments (another 10.2%) and the Environment (8.2%).
- Meanwhile, these same sectors (with the sole exception of social policies) accounted for 60% of the projects in which Uruguay engaged as recipient. However, the relative order of importance varied: Health accounted for the largest share of total projects (23.1%), followed by Government (15.4%), Agriculture (11.5%) and Environment (9.6%).
- The most relevant profile was Services and social policies, an important sector for Uruguay. Indeed, Uruguay shared its strengths on social housing programs; design and implementation of protection policies; and support for institutions involved in this area.
- Despite the apparent similarities of the rest of the cooperation, a more detailed analysis of specific objectives of the projects in which Uruguay participated appear to suggest that exchanges produced more specialized profiles. For instance, in the case of the Health sector,

the type of capacities transferred (as provider) or strengthened (as recipient) differed. In the former case, the capacities transferred include prevention and control of smoking; and in the latter, enhanced health regulations and forensic genetics. Uruguay also shared capacities when it participated as both provider and recipient, enabling mutual strengthening in different areas, including drugs and diabetes.

i) Finally, another country worthy of note is Costa Rica, which was primarily active as a recipient (47 projects in 2015), although, year after year, it has also acted as a provider for a significant number of projects (24). The following stands out in its profile:

- More than one-third of the cooperation received (Graph A.II.3.5) was aimed at strengthening economic capacities in Agriculture (14.9%), Industry (8.5%), Energy and Science and technology (6.4% in each case). This profile was complemented by projects focusing on strengthening

Government institutions (12.8%) and Health (10.6%). The rest of the cooperation (nearly 50%) was widely varied around 11 sectors.

- It should be noted that this cooperation strengthened Costa Rica's capacities in areas that have to do primarily with Agriculture (epidemiological surveillance, food safety, quality and phytosanitary advances), which, in turn, has an impact on food security and integration into international trade. Treatment of cardiovascular diseases, transplants and control of smoking were also strengthened.
- Meanwhile, Costa Rica's provider profile was also highly diversified. Worthy of note also are the projects geared towards the Environment (biodiversity and solid waste management); Gender (prevent and combat violence against women, starting in schools); and Government (in particular, programs to eliminate violence against children and youth, as well as assistance to victims).

II.5. OTHER ASPECTS OF BILATERAL SOUTH-SOUTH COOPERATION

The last section of this second chapter of the Report on South-South Cooperation in Ibero-America 2017 focuses on the analysis of other Bilateral SSC. In particular, it provides an approximation to the time and cost *dimension* of the 721 projects and 155 actions exchanged in the region in 2015; to how *efficiently* they were managed and executed; and, to the *burden* shared by each provider and recipient during execution.

It should be noted that the approximation to the *dimension*, *efficiency* and level of *burden sharing* in implementing the whole range of Bilateral South-South Cooperation initiatives exchanged in Ibero-America in 2015 requires the application of the South-South Cooperation indicators developed in recent years for Ibero-America.¹⁹ These indicators require, for each project and action, information on the approval, start and end dates of the activity, and, on the other hand, the costs (budgeted and executed; total and annual; borne by the provider,

the recipient or both). In this regard, despite the efforts made by the countries in recent years, and as Graphs A.II.4 and A.II.5 (Annex) appear to suggest, the availability of relevant information is still insufficient. This is a constraint to calculating indicators and, above all, to the interpretation of results. Frequency distribution statistical techniques, which identify what *dimensions*, *level of efficiency* and *shared burden* are more "frequent", were used to remedy this situation, albeit partially. This yields some interesting results and, above all, shows the potential of this exercise. However, progress in this area will depend on further improvements to the registration of relevant date and cost data.

II.5.1. DIMENSION

For several years now, the Ibero-American space has applied a dual approach to the Bilateral South-South Cooperation dimension: on the one hand, information on the *duration* of the projects and

¹⁹ For instance, Charts A.II.1 and A.II.2 in the Annex of the second chapter of this Report show in detail these indicators by name, formula and potential (SEGIB, 2016: p.123).

actions and, on the other hand, an estimate of the *economic cost*. This requires, respectively, an estimate of the time elapsed between the start and end dates of each initiative, as well as the values for at least some of the twelve cost items associated with each Bilateral South-South Cooperation initiative.²⁰

As mentioned earlier, the relatively low availability of data²¹ hampers the estimation of these dimensions, which can only be calculated for a subset of actions and projects. Hence, this exercise of approximation provides a frequency distribution of available values, making it possible to identify the most common behavior patterns for at least the subset of initiatives to which it refers. This distribution is represented on so-called “box and whiskers” graphs such as Graphs II.9, II.10 and II.11 of this section. The values analyzed are distributed in ascending order on the vertical axis where the minimum (lower horizontal bar) and maximum (upper horizontal bar) values intersect. A box on the vertical line depicts the data by quartiles:

- a) the first 25% of values appear between the minimum bar and the bottom of the box;
- b) the second 25% is shown between the bottom of the box and the median which divides the box into two;
- c) the third quartile lies between the median²² and the top of the box; and
- d) the fourth, and last 25%, is located between the top of the box and the top horizontal bar.

It should be noted that a number of dots might appear above and below the vertical line. These values are plotted as outliers. Furthermore, one of

the values located on the vertical line, marked with a cross, represents the mean of the data.

In a context in which value aggregation and, therefore, awareness of the “global dimension” of all Bilateral South-South Cooperation initiatives is either meaningless (*duration*) or not possible (*cost*), this graph is very useful not only to quickly display the “most frequent” values, but also, to compare project and action values and understand how different their relative dimensions are.

In keeping with the above, Graph II.9 compares the duration (in days) of the Bilateral South-South Cooperation projects and actions executed in 2015.²³ It can be concluded that:

- a) The Bilateral SSC projects exchanged by Ibero-American countries in 2015 lasted between at least two months (60 days) and up to five and a half years (2,021 days). The standard duration, however, fluctuated within a narrower margin (one year to five months – 499 days – and little more than three years -1,117 days). This was the case of 50% of the projects with values contained between the top and bottom of the box.²⁴
- b) Meanwhile, the actions executed in 2015 lasted much less than projects. Indeed, actions lasted between at least 1 day and up to nearly 650 days (equal to a little over 1 year and 8 months). Likewise, values in the first quartile barely exceeded two days and in the second quartile four days. The values began to drift apart in the third quartile, from the aforementioned 4 days up to 282 days, equal to slightly more than 10 months, which was shorter than the duration of 75% of the actions.

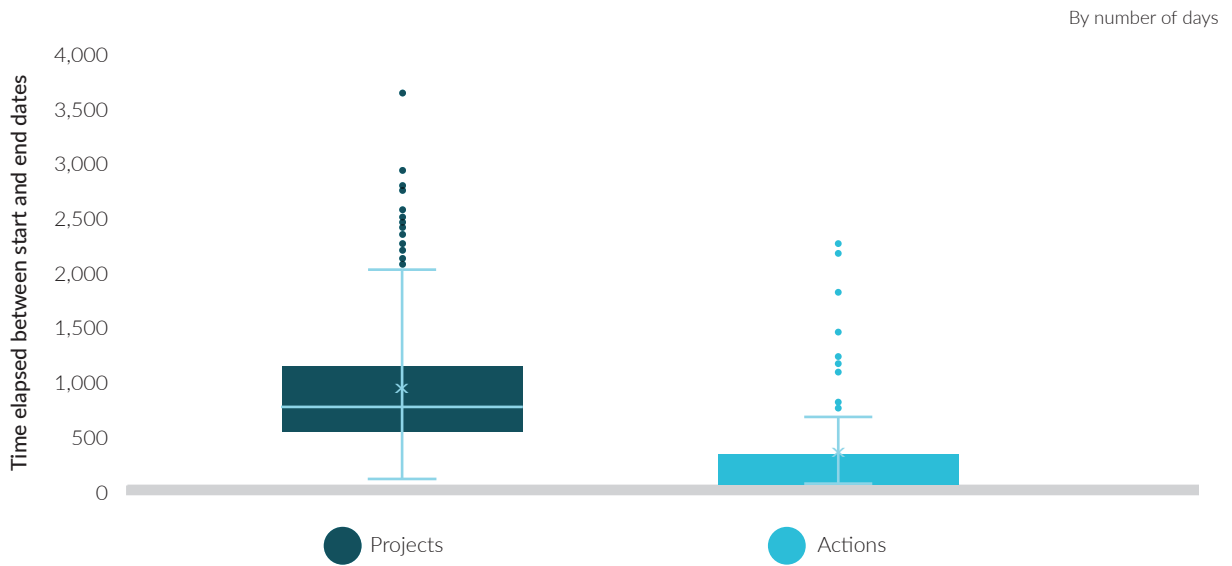
²⁰ The implementation cost per year of the initiative can be differentiated by budgeted or executed cost; by one or all the years of the implementation cycle; and borne by the provider, recipient or both countries. This differentiation means that a minimum of twelve cost items are identified for a one-year initiative, and even more when the duration is longer.

²¹ Graphs A.II.4 and A.II.5 show very uneven data coverage, which varies according to the item under consideration, and is higher for dates than costs. Indeed, the degree of coverage in terms of dates ranges from a minimum of 55.3%, for projects when approval, start and end dates are simultaneously available, to a maximum of 96.3% for actions at the start date. In the case of costs, the maximum never exceeds 24% of availability of the actions' Total Budgeted Cost.

²² In fact, “the statistical median is the value in the middle of a group of numbers sorted by size. If the number of terms is even, the median is the average of the two numbers in the center”<http://www.aamatematicas.com/sta518x3.htm>.

²³ As suggested in Graph A.II.4 (Annex), information on both the start and end dates is needed, for each project and action, to calculate this. This calculation affects two out of three projects (66.9%) and nine out of 10 actions (89.7%).

²⁴ That is, those included in the values of the second and third quartiles of the sample.

Graph II.9. Distribution of projects and actions, by duration. 2015

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

- c) This suggests a dimension by project duration remarkably superior to that of actions. This is also confirmed when comparing the average values of projects and actions: more than two and a half years for the former; and slightly more than 9 months for the latter (895 and 304 days, respectively). Outliers also appear to point in the same direction, i.e. up to more than 10 years for projects compared to 6 years for actions.

A similar analysis is carried out based on Graph II.10, but from an *economic dimension*, which shows and compares the cost borne by providers in 2015 to execute projects and actions.²⁵ It follows that:

- a) In the case of projects, the cost borne by the provider country ranged between US\$300 and US\$45,000. Yet again, the margin narrowed for 50% of the projects analyzed, where the cost was frequently between US\$5,207 and US\$21,391.
- b) As for the actions executed, the cost borne by the provider was between US\$0 and

US\$16,322. However, the costs of 50% of these actions were lower, ranging between US\$1,253 and US\$8,700.

- c) Again, the contrast between these figures suggest that projects have a larger economic dimension than actions. In this sense, the average cost borne by the provider in 2015 to execute projects was US\$15,414; nearly triple the cost of actions (about US\$5,864). The same pattern was found in outliers. In the case of projects, the cost amounted to more than US\$86,000, compared to US\$32,000 for actions, which is exceptional.

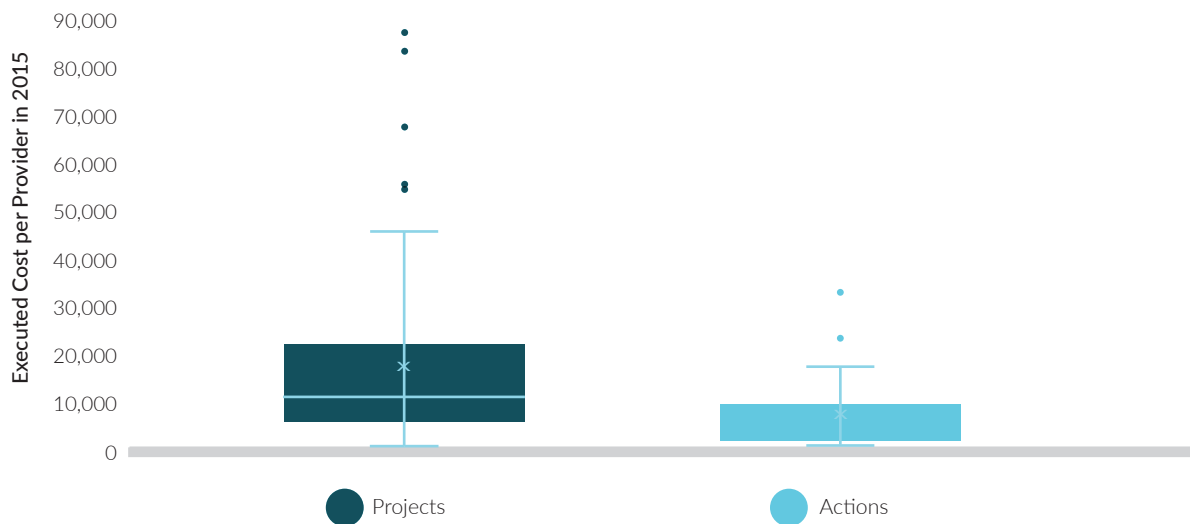
Finally, in view of its importance, an approximation was also made to this dimension based on the budgeted cost between both partners to complete the execution of various projects. In this sense, Graph II.11 was plotted based on a sampling of one-fifth of the projects (22.0%).²⁶ This graph shows that the budgeted cost between both partners for the execution of the entire activity cycle of the projects registered

²⁵ The analysis was based on the provider's Executed Cost in 2015, as this is the combination with the greatest degree of coverage for both projects (20%, one in five) and actions (17%) (See Graph A.II.5).

²⁶ In this case, there is no comparison of project and action data because, as Graph A.II.5 in the annex suggests, the degree of coverage for these projects is significantly lower (only 8.1%).

Graph II.10. Distribution of projects and actions, by executed cost per provider in 2015

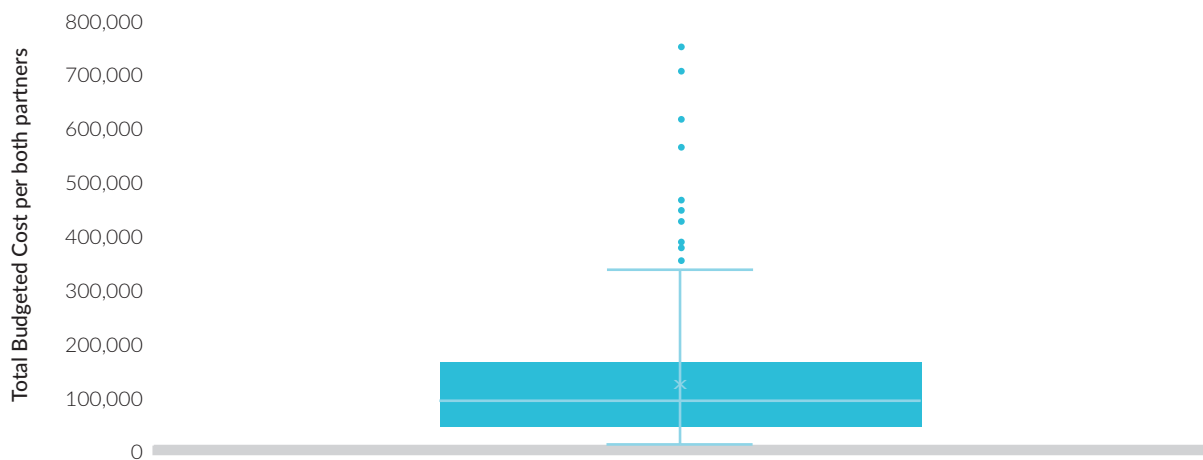
In dollars



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Graph II.11. Distribution of projects, by budgeted cost per both partners

In dollars



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Box II.6. Cost and value of South-South Cooperation: advances in the Ibero-American space

The workshop “Towards the establishment of a benchmark methodology for the valorization of South-South Cooperation in Ibero-America” took place in Mexico City (Mexico), between May 30 and June 1, 2017, organized by the Ibero-American Program to Strengthen South-South Cooperation), under the auspices of the Mexican Agency for International Development Cooperation (AMEXCID). All member countries of the Program (except Bolivia and Panama – who could not attend) participated in the meeting, plus SEGIB, ECLAC and INEGI, as special guests.

This workshop gave continuity to the work developed, over the years, in this area in the Ibero-America, which was summarized in Table II.5 of the previous edition of this Report (see page 87). Accordingly, the workshop aimed to deliver new advances in the identification, by consensus, of elements that could form part of an exercise in valorization of South-South Cooperation in the region.

Although wider discussions took place, the workshop focused on the form of South-South Cooperation that unifies regional practice: technical cooperation, based on experience and knowledge sharing, which closely ties in with the mobility of professionals and experts from different countries. On this basis, the countries identified four groups of elements, which are shown in the diagram developed for this purpose, and which is summarized as follows:

a) The first group (in the center of the diagram) refers to inputs that, although required for the execution of the

initiative, generate some sort of economic outlay and, therefore, can be measured in terms of direct or indirect cost, as the case may be. Worthy of note in the first case are the costs related to travel allowances, food and accommodation expenses, travel insurance, purchase of equipment and materials and service contracts, to name a few. The latter case covers costs, which despite being borne by the implementing institutions as part of their general operating costs, contribute to the execution of the initiative (for instance, use of infrastructures or administrative support for implementing activities).

b) The second group (second concentric circle) comprises other inputs which, although required for the execution of the initiative, do not generate an economic outlay, which makes it difficult to measure and assign a value. Worthy of note among these is the contribution by experts working for the national public administrations, who do not receive additional fees for the exchanges in which they participate. Thus, although the need to “valorize” this participation is accepted, there is no methodological clarity regarding the optimum way to calculate its value. The common method used in past regional experiences (Brazil, Chile and Mexico) appears to take account of the technical hours provided and weighs its value by wage levels, academic qualifications, years of experience or opportunity costs, among others.

c) The third group emerged from the “valorization” discussion on the

possibility of taking into account elements that are specific to the South-South Cooperation Implementation process. In other words, it would try to give a “value” to the South-South Cooperation implemented in our region, based on compliance with certain criteria or principles (including horizontality) that set it apart and contribute both to its results and the added value generated.

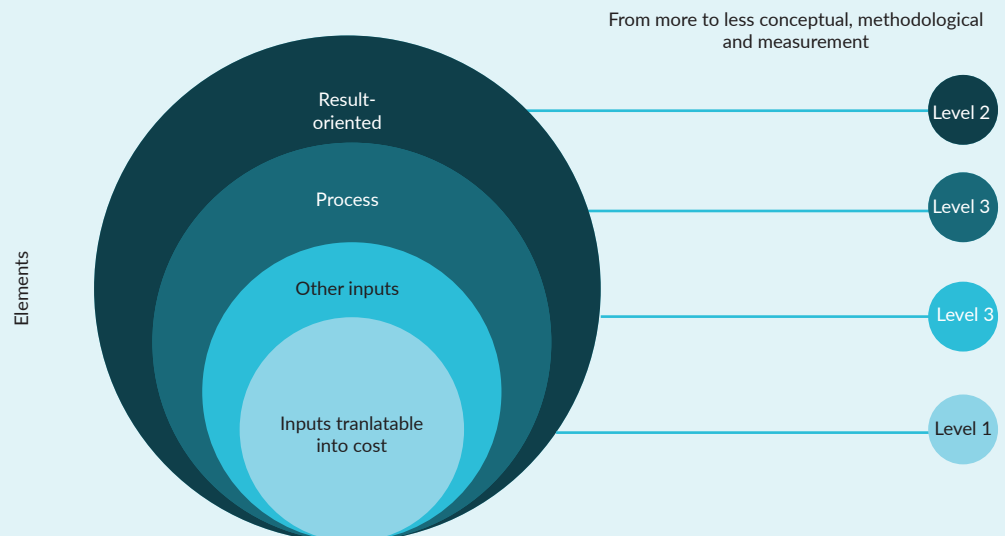
d) The last group (beyond the outermost circle) refers to the results obtained, and may also include other positive side effects. What stands out here are the “values” associated with the transferred knowledge; the capacities strengthened and installed; modernized processes; strengthened public policies; or learning networks created, to name a few.

Finally, considering the potential incorporation of these elements into a benchmark methodology for South-South Cooperation, each group was associated with a “level of conceptual and methodological development”. More specifically, it was agreed that some elements (such as inputs translatable into costs) already have definitions and measurement formulas (Level 1); others (results), for which a clear concept already exists, lack a measurement formula (Level 2); and, the last few (especially associated with other inputs and the process) still require much more work, both conceptually and methodologically (Level 3).

Source: SEGIB, based on reporting from PIFCSS (2017)

Potential elements for the valorization of South-South Cooperation, by level of methodological development

Source: SEGIB, based on reporting from PIFCSS (2017)



in 2015 ranged between at least US\$1,500 and up to US\$331,400. More commonly, the cost fluctuated within a narrower range of values, as suggested by the fact that 50% of the projects analyzed had a total budgeted cost between US\$30,000 and US\$152,838. The average budgeted cost (US\$127,754) fell within this margin. Outliers could cost even more, up to US\$750,000.

As mentioned in the previous edition of this Report, work has been carried out in Ibero-America for several years on differentiating the cost and value of the economic dimension. This is a substantial difference for South-South Cooperation in which human resources are more relevant than strict financial aspects. However, this requires not just conceptual advances but, above all, the creation of measurements tools. To this end, Graph II.6 summarizes the progress made in this area in the Ibero-American in 2017, especially after the workshop “Towards the

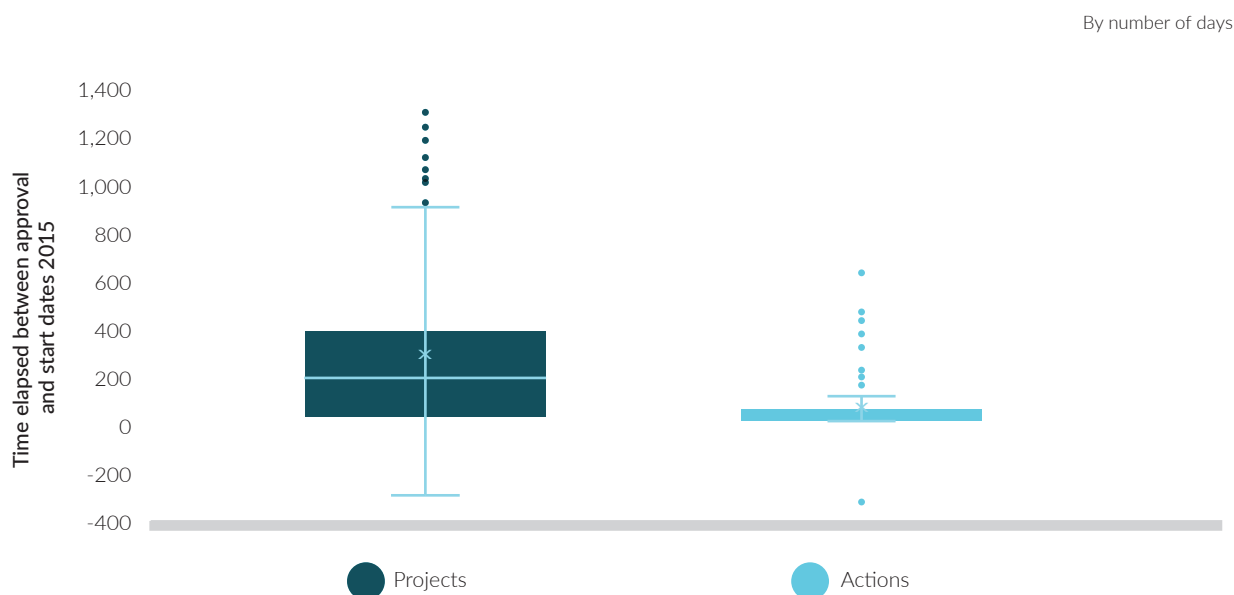
establishment of a benchmarking methodology for South-South Cooperation in Ibero-America” organized by the Ibero-American Program to Strengthen South-South Cooperation (PIFCSS).

II.5.2. EFFICIENCY

Although there are different ways of approaching how *efficiently* Bilateral South-South Cooperation is managed and executed, the Ibero-American space decided, in recent years, to apply a dual approach: the first takes into account *time*, based on the premise that an *efficiency* indicator may be the longest or shortest period between the approval and start dates of an initiative; and, the second focuses on the *economic* dimension, and evaluates *efficiency* based on the degree of execution of the initially budgeted cost.²⁷

As Graphs A.II.4 and A.II.5 (Annex) suggest, the first efficiency indicator can be applied when a meaningful number of dates are available, which

Graph II.12. Distribution of projects and actions by time elapsed between approval and start dates 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

²⁷ For more detail, please refer to document PIFCSS (2013) on SSC indicators generated in this space.

covers i.e. 71.6% of projects and 62.5% of action. By contrast, there is no simultaneous availability of meaningful budgeted and executed cost data,²⁸ which makes it impossible to apply the second indicator.

In view of the above, Graph II.12 was plotted for this section. It shows the distribution of projects and actions that were in progress sometime in 2015, by time (in days) elapsed between the date of approval and the actual start day of the activity. It can be concluded that:

- a) Following their approval, virtually 25% of the Bilateral SSC projects and actions in execution in 2015 began their activity within 14 days. Another 50% of projects exceeded this period, ranging from 14 days up to 6 months (179 days), and the other 50% fluctuated between 6 months and up to slightly more than one year (374 days). The last 25% exceeded clearly the others, ranging between one and 2.5 years.
- b) In the case of the projects, Graph II.12 also provides information on the average time elapsed between the approval and start date of the activity, which was slightly more than 8 months (238 days). There were also cases in which the approval and formalization of the project took place after its commencement (319 days or some 10 months later). There were also outliers for which the commencement was delayed more than 2.5 years and up to three and a half years (1,312 days).
- c) On the other hand, in 25% of the actions, the activity start date was up to 4 days after its approval. In fact, the time elapsed between the approval and start date for half of these initiatives was short and, in no case, exceeded 17 days. As for the remaining actions, worthy of note are those in which the time elapsed was between 17 and 46 days (a month and a half), and those with a slightly delay, which tended not to exceed three and a half months (105 days).
- d) In contrast to projects, which are of a different nature, the average time elapsed between the approval and start date of actions was almost five times lower (between 1.6 months -49 days- versus slightly more than 8 months for projects -238 days-). However, some actions whose approval date was almost 12 months after the start date were also identified, as well as outliers in which the gap between the start and approval date exceeded 3.5 months, which was the most common maximum period up to 21 months (635 days).

II.5.3. BURDEN SHARING

Finally, there are also different ways to approach how both partners share the burden of a Bilateral SSC project or action. One of the approaches focuses on how the different implementation phases of an initiative is distributed between both countries. However, in the absence of a methodology for measuring this in the Ibero-American space, other alternatives make it possible to determine the level of shared burden from a strictly economic perspective, based on an indicator that measures the distribution of costs between the two partners.

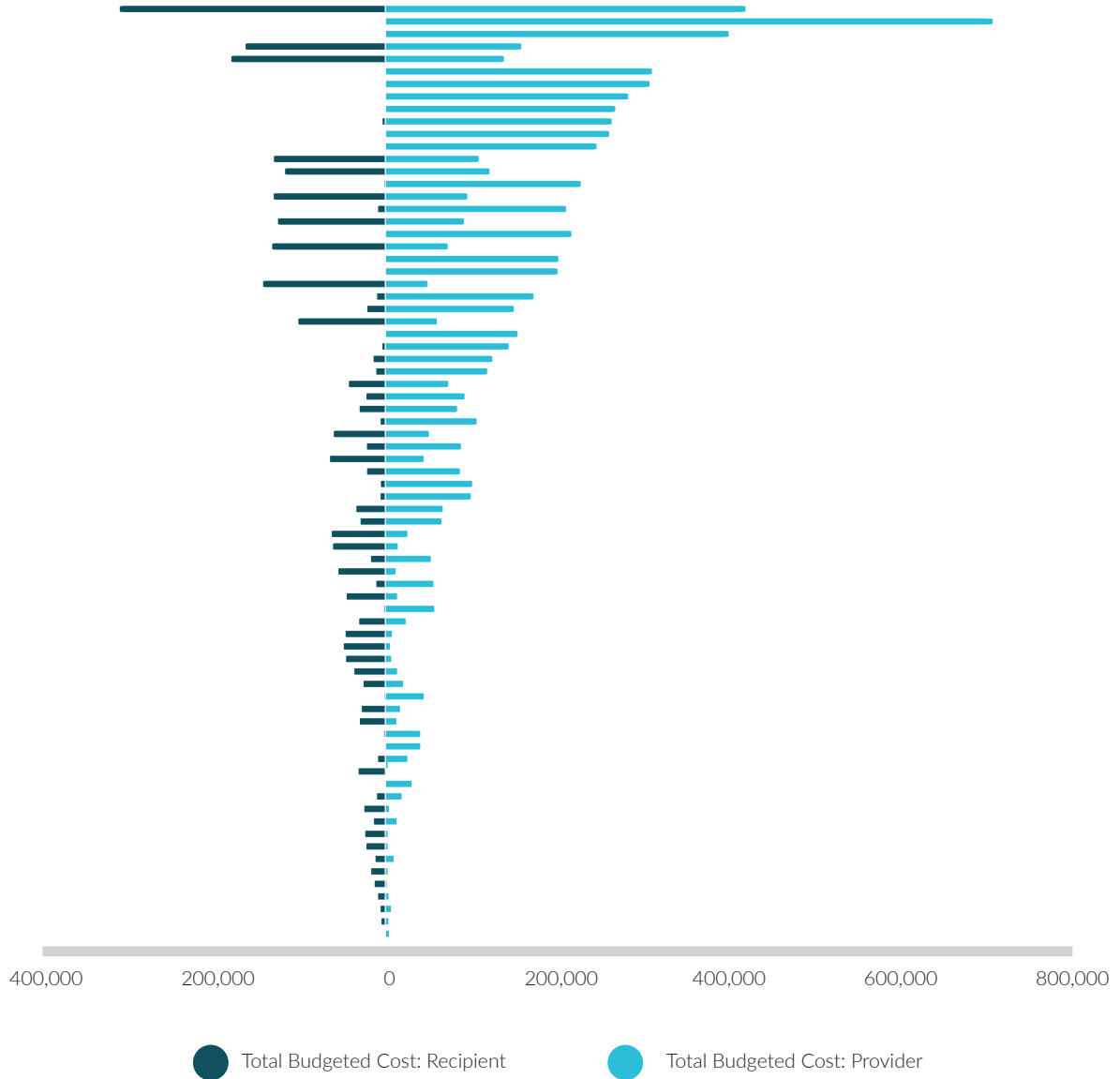
Two types of information are needed simultaneously for each initiative and for each cost item to implement this indicator: respectively, for the provider and the recipient. The task is complicated because, despite the efforts of the countries over the past few years, the availability of cost data is still low, as Graph A.II.5 in Annex A suggests. In fact, when cost items are individually processed, the level of coverage ranges between 2.2% for recipient's budgeted costs in 2015, and 22.0% for both partner's budgeted cost for the entire project cycle. This level of availability is further reduced when two cost data are simultaneously needed, as required for the application of the shared burden indicator. In fact, for this exercise, the maximum level of coverage applies to only 9.8% of the total records in 2015: one in 10 projects for which the total budgeted cost was borne by both the provider and the recipient.

²⁸ En realidad, la cifra de cobertura es muy baja y no suele sobrepasar el 2.0% de los proyectos y acciones.

Accordingly, the approximation to shared burden was based on only one of the possible cost items, which resulted in Graph II.13. More specifically, the graph analyzed the different total budgeted costs of both partners, and the values were distributed around a central axis in descending order (from highest to lowest value, from US\$729,000 to US\$3,000). Furthermore, the total for each of the two partners was divided in two parts: on the left side of the axis, the amount borne by the recipient, and, on the right side of the same axis, the share (%) borne by the provider. It can be concluded that:

- a)** In most cases (54% of the projects in the sampling), the provider country bore a higher percentage of the cost. In fact, in one-third of these cases, the provider bore the full cost, while, the remaining two-thirds bore between 50.7% and 100%. It should be added that the cost figures in which this tended to happen (with the single exception of a total budgeted cost of US\$3,500), always ranged within relatively high values, between US\$28,711 and US\$729,000.
- b)** Meanwhile, in 41.3% of the cases analyzed, the largest share of both partner's budgeted cost for the implementation of the entire project cycle was borne by the recipient country. In this case, the cost figures fell within the lower range: 40% of these total costs did not exceed US\$10,000; 80% did not exceed US\$50,000; and, only 20% exceeded the latter amount.
- c)** The comparison of this data makes the figure shown in Graph II.13 meaningful. It appears to suggest that the provider bears a larger share (%) of the costs when the total is higher, and, conversely, the recipient bears a larger share when the total is lower.
- d)** Finally, it should be noted that in 4% of the cases, the distribution of costs was equitable, with 50% for each of the cooperating partners. In this case, the total amounts varied, ranging between US\$12,000 and US\$320,000.

**Graph II.13. Distribution of the Total Budgeted Cost between two project partners.
2015**



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

ANNEX II

Map A.II.1. Geographic distribution of cooperation actions, by role. 2015

Share (%)

II.1.A. Provider



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Map A.II.1. Geographic distribution of cooperation actions, by role. 2015

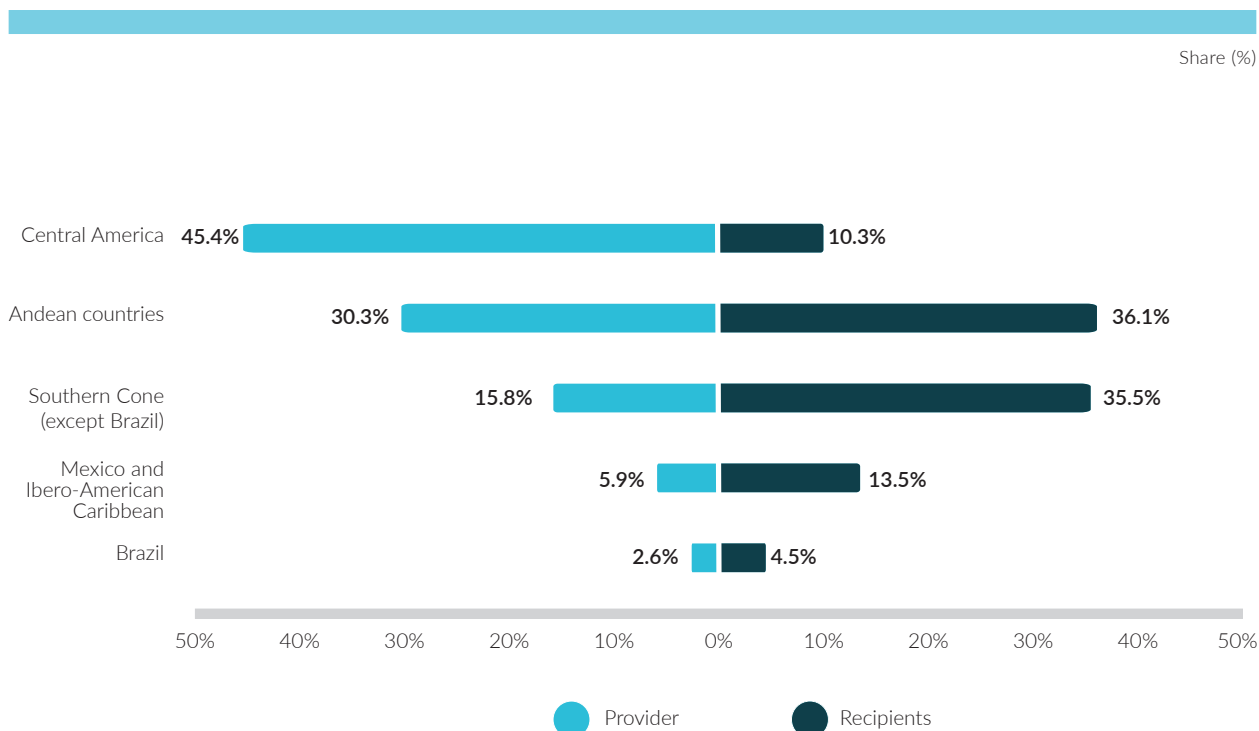
Share (%)

II.1.B. Recipient



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Graph A.II.1. Distribution of Bilateral SSC projects, by subregion and role. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Table A.II.1. Sectors of activity in Ibero-America, by area of action

Area of action	Activity Sector	Description	
Social	Education	Basic to university. Includes: education policies, research, teacher training, vocational training, others.	
	Health	General and basic. Health policy, medical services, basic health care, medical research, post-reproductive health care and basic nutrition, health infrastructure, health education, training of health personnel, others. .	
	Population and Reproductive Health	Programs and policies on population, migration, reproductive health care, family planning, STI prevention, specific training, others.	
	Water supply and sanitation	Water resources and waste policies, supply and purification, watershed development, training, and others.	
	Other services and social policies	Social services and policies, housing policy, policies for disabled people and others.	
Economic	Infrastructure and Economic Services	Energy	Generation and supply. Energy policy, energy production, gas distribution, thermal power plants, hydroelectric plants, solar energy, biofuels, energy research, and others..
		Transportation and storage	Transport policy, road, rail, maritime, river and air transport, storage, and others
		Communications	Communication policy, telecommunications, radio, television, press, information and communication technology, and others.
		Science and technology	Scientific and technological development, promotion of knowledge transfer to strengthen the scientific system, universal access to technology, and others.
		Banking and Finances	Financial policy, monetary institutions, financial services education, and others.
		Employment	Employment policy and others.
	Productive sectors	Enterprises	Services and institutions providing support to business, SME development, privatization, strengthening competition processes, and others.
		Extractive	Exploration and extraction of minerals and energy resources. Planning and legislation for mining, geology, coal, oil, gas, minerals, and others.
		Agriculture	Agricultural policy, arable land, agricultural reform, food sovereignty, livestock farming, alternative agricultural development, animal and plant health, agricultural cooperatives.
		Forestry	Forest policy, forestry development, forestry research, and others.
		Fisheries	Fisheries policy, fisheries services, research, and others.
		Construction	Building policy
		Industry	Industrial policy, industries by sector, and others.
		Tourism	Tourism policy.
	Institutional strengthening	Trade	Foreign trade policy and regulation. Regional trade agreements, multilateral trade negotiations, and others.
Government		Public policies and administration, public finance management, Decentralization and support for different levels of government other than the central government, Legal and judicial development and public safety, Political participation, Human rights, National security and defense	
Enviroment	Civil society	Supporting and strengthening civil society.	
	Enviroment	Environmental protection, environmental policies, biodiversity, environmental research, and others.	
Other multisectoral	Disaster Management	Operational interventions carried out at different stages of a disaster (Prevention, Preparedness, Mitigation, Emergency Aid, Rehabilitation and Reconstruction)	
	Culture	Culture and leisure, libraries, museums, and others.	
	Gender	Programs and projects that make the link between women and development, promotion and support for women's groups and organizations.	
	Other areas	Promotion of various development models: rural, urban, alternative non-agricultural, community, and others.	

Source: SEGIB based on reporting from CAD (November 2004).

Matrix A.II.1. Distribution of Bilateral South-South Cooperation projects by activity sector and area of action. 2015

Units

A.II.1.1. Social

PROVIDERS		RECIPIENTS																			TOTAL
		LMIC					UMIC												HIC		
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Argentina	Brazil	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Paraguay	Peru	Dominican Rep.	Venezuela	Chile	Uruguay	
LMIC	Bolivia																				
	El Salvador																				
	Guatemala																				
	Honduras																				
	Nicaragua																				
UMIC	Argentina	5	9		1	1	(1)		4	1+(1)	1	1+(2)		2	4	1		(2)	(2)	38	
	Brazil	1	10	3	7	3	3+(1)		4	1	2	3	1+(2)	3	1	6	1		5	57	
	Colombia	2		2	2									1					1+(1)	9	
	Costa Rica		4																	4	
	Cuba	4	10	4	3	4	2+(1)	1	3	1		2	2	2	1	1	1	6	1	3	52
	Ecuador								2						(1)						3
	Mexico	3	1	4	1		1+(2)	1+(2)		1						(1)				1+(5)	23
	Panama																				
	Paraguay																				
	Peru	1										(1)	(1)				1				4
	Dom. Rep.																				
	Venezuela																				
	HIC	Chile	3	1		1	1	(2)		3	2		1		2	2	1	1		2+(1)	23
Uruguay		3	4				(2)		1+(1)	2		(5)		1				1+(1)		21	
TOTAL		22	39	13	15	9	14	5	14	11	4	8	14	7	9	13	5	6	5	21	234

Matrix A.II.1. Distribution of Bilateral South-South Cooperation projects by activity sector and area of action. 2015

Units

A.II.1.2. Economic dimension. Infrastructures & services

PROVIDERS		RECIPIENTS																		TOTAL	
		LMIC					UMIC											HIC			
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Argentina	Brazil	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Paraguay	Peru	Dominican Rep.	Venezuela	Chile		Uruguay
LMIC	Bolivia																				
	El Salvador																				
	Guatemala																				
	Honduras																				
	Nicaragua																				
UMIC	Argentina	3		2				(1)	1	4		1		2	(1)				(3)		18
	Brazil			1					1	1	3			1	2				1	1	11
	Colombia		1				2+(1)								1					1	6
	Costa Rica										(1)										1
	Cuba										1										1
	Ecuador		3						1						(1)		2				7
	Mexico		2						4+(1)		1								1	(2)	11
	Panama																				
	Paraguay																				
	Peru						(1)				(1)										2
	Dom. Rep.																				
Venezuela																					
HIC	Chile					(3)	1													1	5
	Uruguay										(2)										4
TOTAL		3	8	3		7	1	1	8	5	5	5		3	5		2	5	5		66

Matrix A.II.1. Distribution of Bilateral South-South Cooperation projects by activity sector and area of action. 2015

Units

A.II.1.3. Economic. Productive sectors

PROVIDERS		RECIPIENTS																			TOTAL
		LMIC					UMIC											HIC			
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Argentina	Brazil	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Paraguay	Peru	Dominican Rep.	Venezuela	Chile	Uruguay	
LMIC	Bolivia																				
	El Salvador																				
	Guatemala											(1)									1
	Honduras																				
	Nicaragua																				
UMIC	Argentina	18	6	1	3	5			1	1	17	2	1+(3)		6+(1)	4			(2)	(4)	75
	Brazil	1	2	1	4	1	1				2	1	3+(1)	3		3+(1)	3	1			28
	Colombia	2					2								1	1	2				8
	Costa Rica		1				1						1+(4)	(1)							8
	Cuba						1														1
	Ecuador		1						1								1				3
	Mexico	3	4	2+(1)	6	1	2+(3)	3+(1)		7+(4)	5	2		2			1		3+(4)	(2)	56
	Panama									(1)											1
	Paraguay						(1)														1
	Peru				2			(1)									1				4
	Dom. Rep.																				
	Venezuela																				
HIC	Chile			1	3		3+(2)		1	1	3	(4)		1		3			3	25	
	Uruguay	1					(4)		1	3	1	(2)								12	
TOTAL		25	14	6	18	7	20	5	3	17	26	8	20	6	9	9	11	1	9	9	223

Matrix A.II.1. Distribution of Bilateral South-South Cooperation projects by activity sector and area of action. 2015

Units

A.II.1.4. Institutional strengthening

PROVIDERS		RECIPIENTS																		TOTAL
		LMIC					UMIC											HIC		
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Argentina	Brazil	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Paraguay	Peru	Dominican Rep.	Venezuela	Chile	
LMIC	Bolivia					1									(1)					2
	El Salvador					1													(1)	2
	Guatemala																			
	Honduras																			
	Nicaragua																			
UMIC	Argentina	5	6	2	6		1	1		3	1			4-(1)	1	1		(1)		33
	Brazil		1			1			1	1+(1)					1	1			1	8
	Colombia		1			2			(1)						2+(2)					8
	Costa Rica		2					(1)											(1)	4
	Cuba		1																	1
	Ecuador		5				(1)	1										1	2	10
	Mexico	1	7						3				1	1				1+(1)	(1)	16
	Panama																			
	Paraguay	(1)	1																	2
	Peru	(1)						(2)												3
	Dom. Rep.									1										1
Venezuela																				
HIC	Chile			1		(1)	2	1		3	(1)				1				1	11
	Uruguay		1+(1)					(1)			(1)		1							5
TOTAL		8	26	2	7	6	2	7	6	5	6	2	1	7	7	3		4	7	106

Matrix A.II.1. Distribution of Bilateral South-South Cooperation projects by activity sector and area of action. 2015

Units

A.II.1.5. Environment

PROVIDERS		RECIPIENTS																		TOTAL		
		LMIC					UMIC										HIC					
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Argentina	Brazil	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Paraguay	Peru	Dominican Rep.	Venezuela	Chile		Uruguay	
LMIC	Bolivia																					
	El Salvador																					
	Guatemala																					
	Honduras																					
	Nicaragua																					
UMIC	Argentina	4			1						(1)										6	
	Brazil		1	1											1					1	4	
	Colombia	1	1		1						1										4	
	Costa Rica		1									1							(1)	(1)	4	
	Cuba															1			1		2	
	Ecuador										1										1	
	Mexico	3	1				1+ (1)			1						1			(5)	(3)	16	
	Panama																					
	Paraguay																					
	Peru								1													1
	Dom. Rep.																					
	Venezuela																					
HIC	Chile				1		3		(1)		1	(5)		1							12	
	Uruguay								(1)			(3)									4	
TOTAL		8	4	1	3		5		1	3	1	2	10		1	1	2		7	5	54	

Matrix A.II.1. Distribution of Bilateral South-South Cooperation projects by activity sector and area of action. 2015

Units

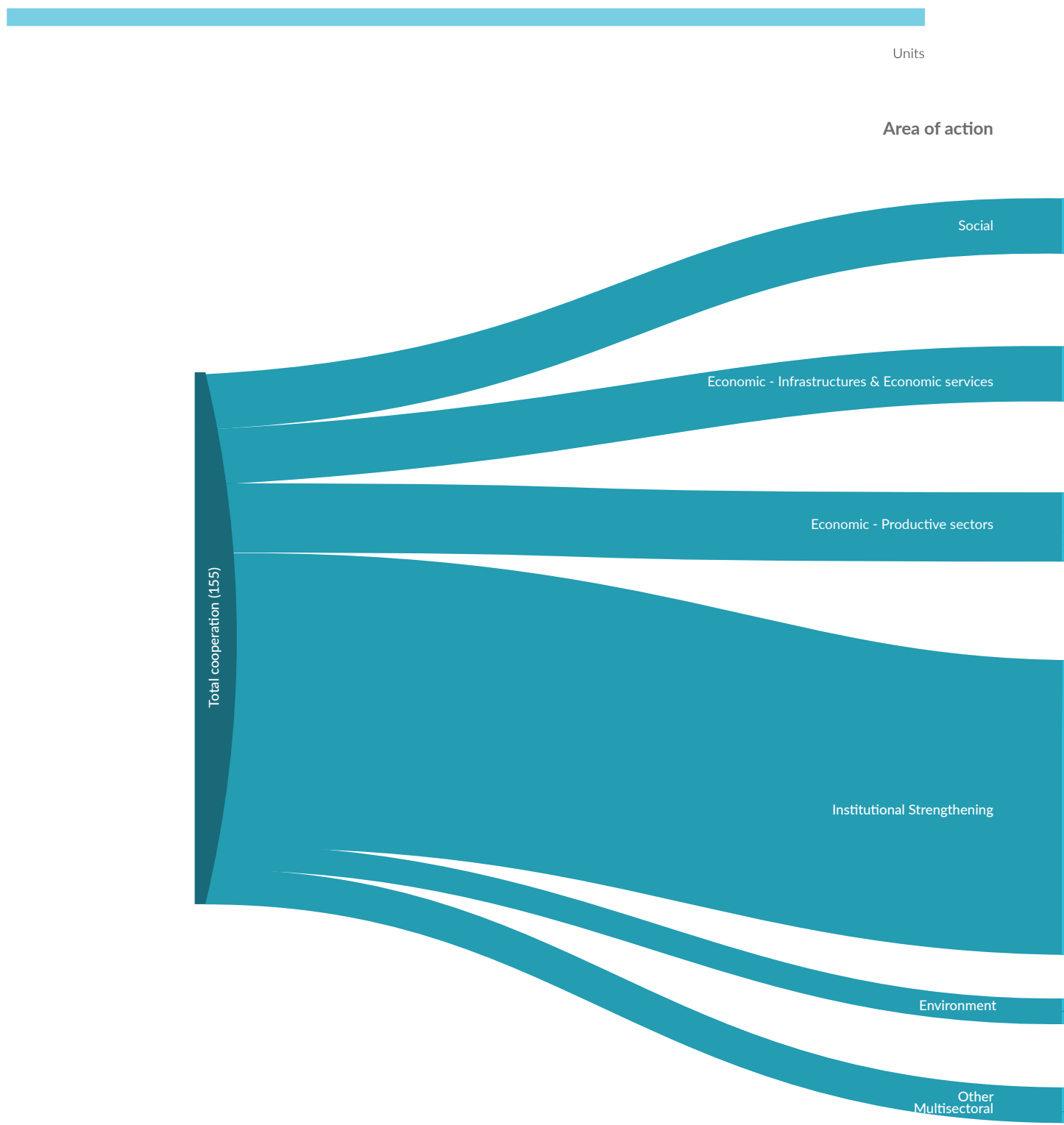
A.II.1.6. Others

PROVIDERS		RECIPIENTS																		TOTAL	
		LMIC					UMIC											HIC			
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Argentina	Brazil	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Paraguay	Peru	Dominican Rep.	Venezuela	Chile		Uruguay
LMIC	Bolivia																				
	El Salvador								1												1
	Guatemala																				
	Honduras																				
	Nicaragua																				
UMIC	Argentina	2							1	1	2			1				(3)		10	
	Brazil									1									(1)	2	
	Colombia	2	2	1										1						6	
	Costa Rica		3																	3	
	Cuba		1														1			2	
	Ecuador		(2)														1			3	
	Mexico																		1+(2)	3	
	Panama																				
	Paraguay																				
	Peru																				
	Dom. Rep.																				
Venezuela										(1)									1		
HIC	Chile				1	(3)														4	
	Uruguay						(1)				(2)									3	
TOTAL		4	8	1		1	3	1	2	1	4	2		2			2	3	2	38	

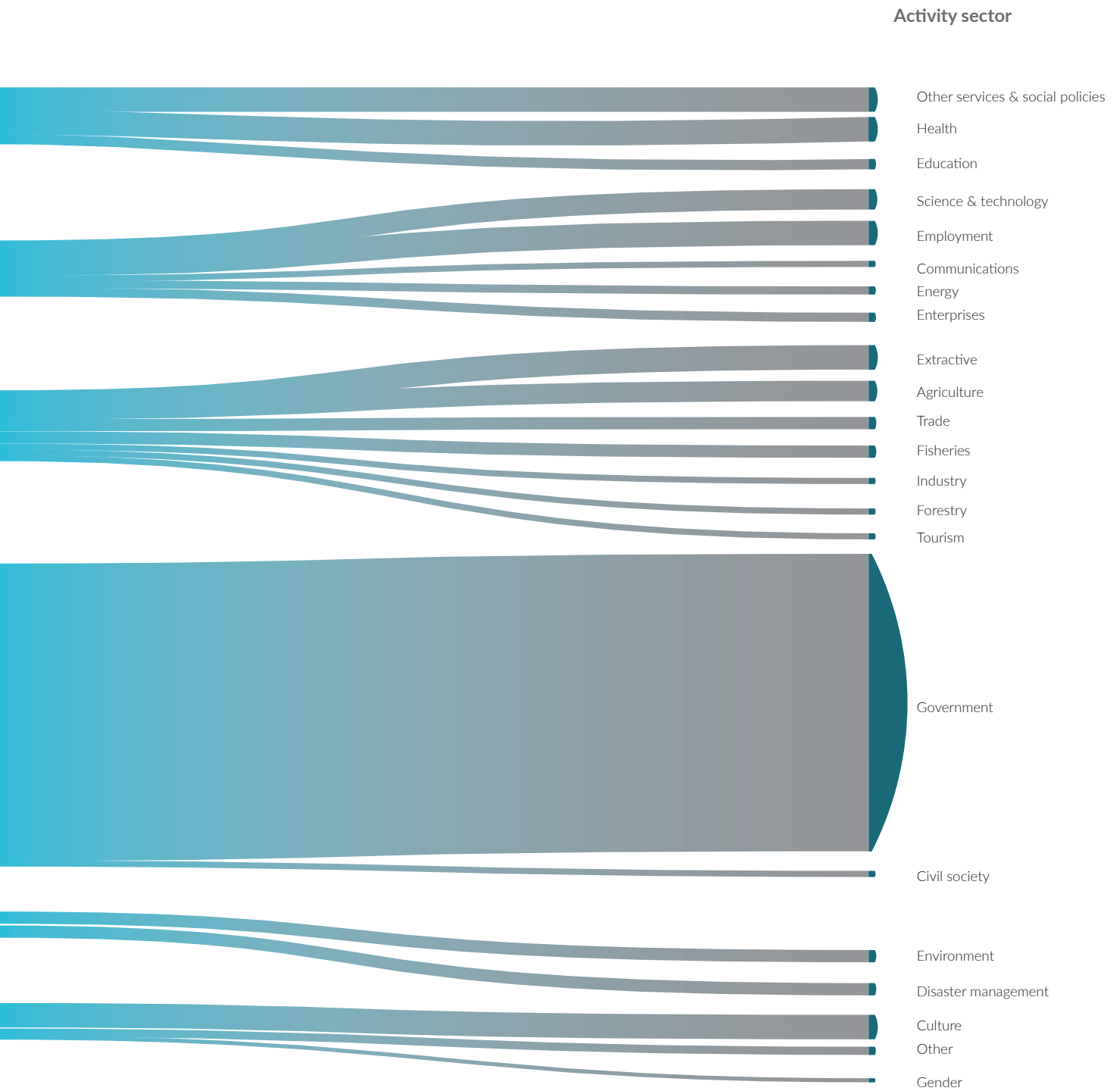
Note: a) Countries classified according to World Bank criteria as of 1 July 2017: Low Middle Income Country (GNI per capita between US\$1,006 and US\$3,955), Medium High Income (between US\$3,956 and US\$12,235) and High Income (more than US\$12,236). b) The figures in parentheses refer to the number of projects that the countries declared to be "bidirectional". Here, the two participating countries act as both provider and recipient.

Source: SEGIB, based on reporting from cooperating agencies and/or bureaus.

Diagram A.II.1. Distribution of Bilateral SSC action flows, by activity sector and area of action. 2015



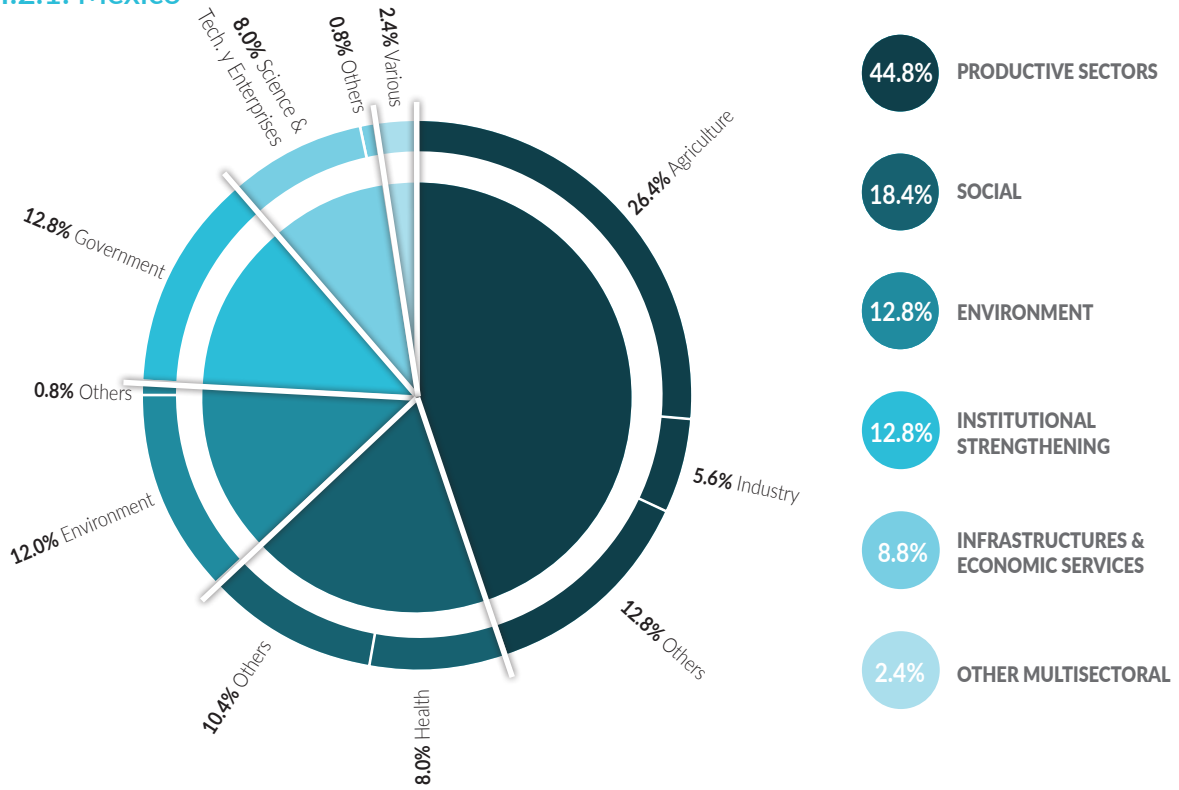
Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.



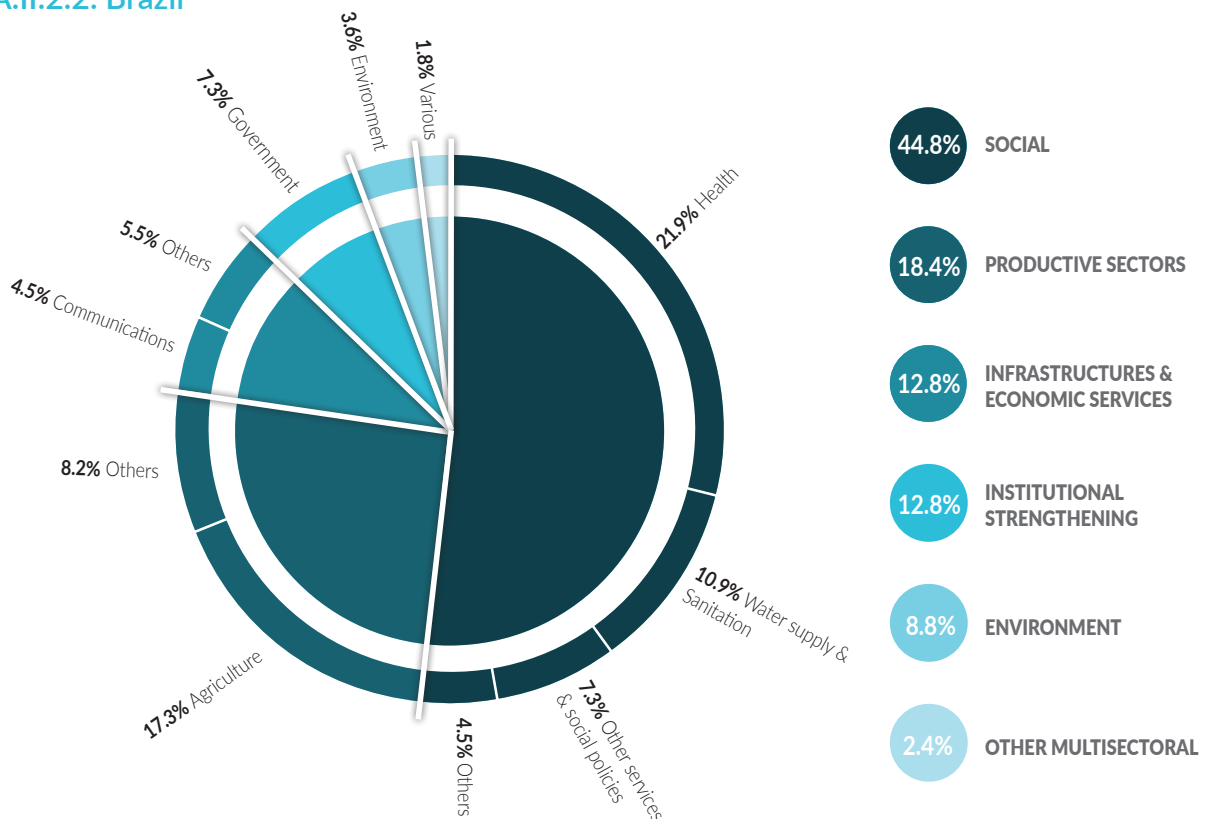
Graph A.II.2. Profile of main providers' capacities, by activity sector and area of action. 2015

Share (%)

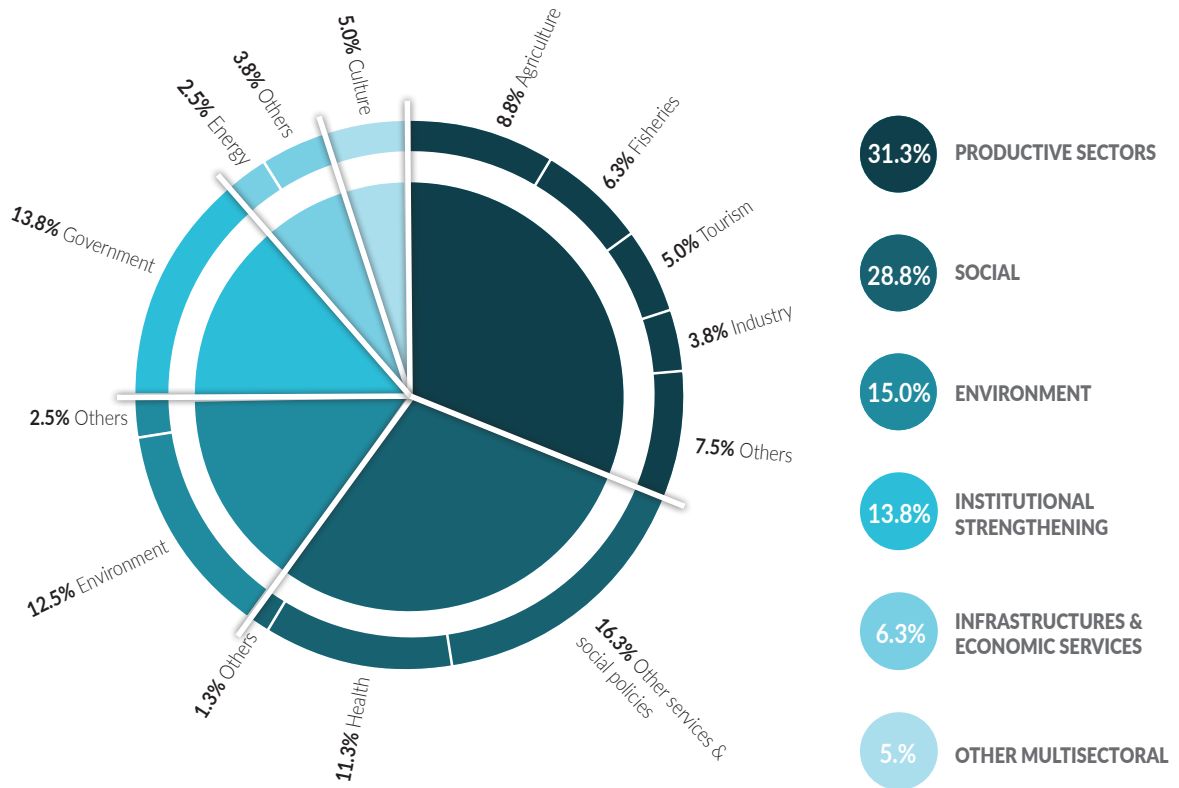
A.II.2.1. Mexico



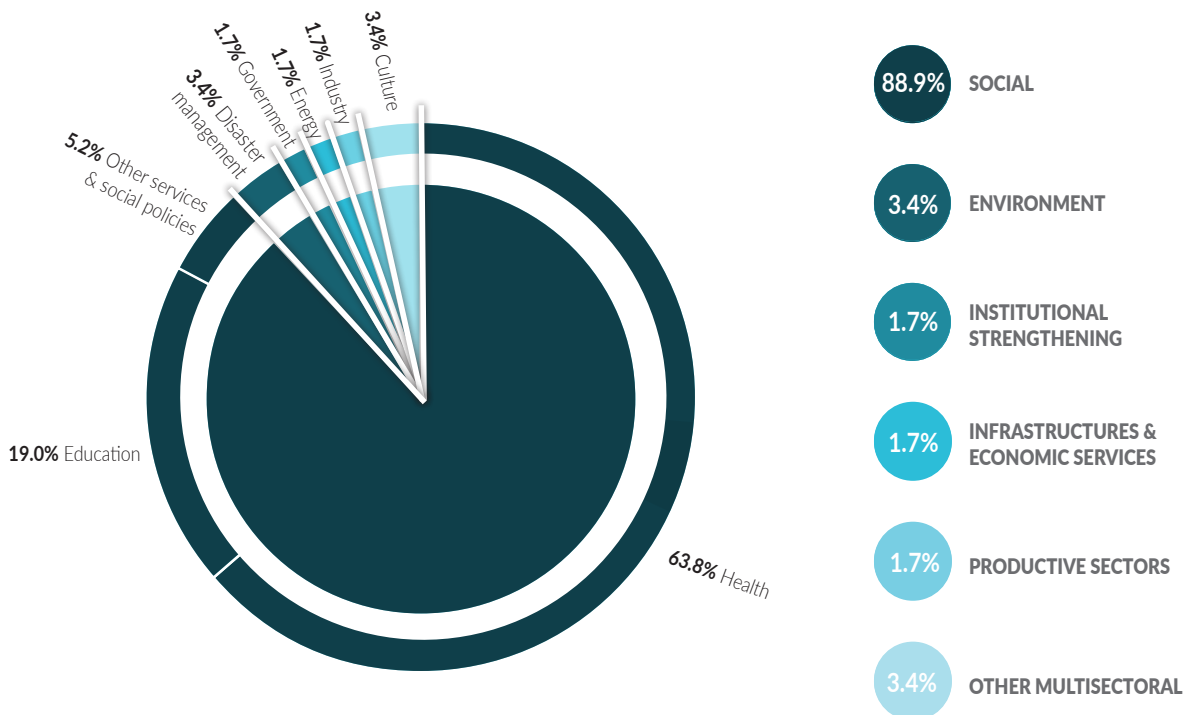
A.II.2.2. Brazil



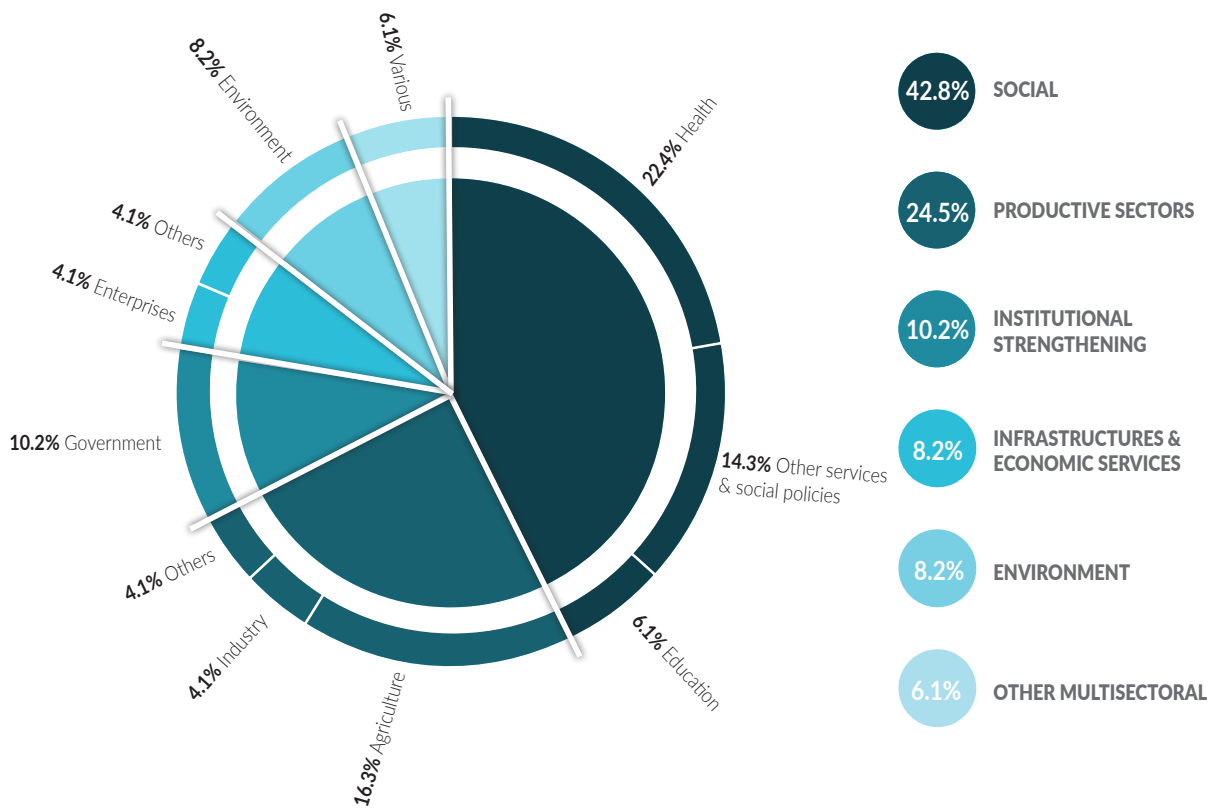
A.II.2.3. Chile



A.II.2.4. Cuba



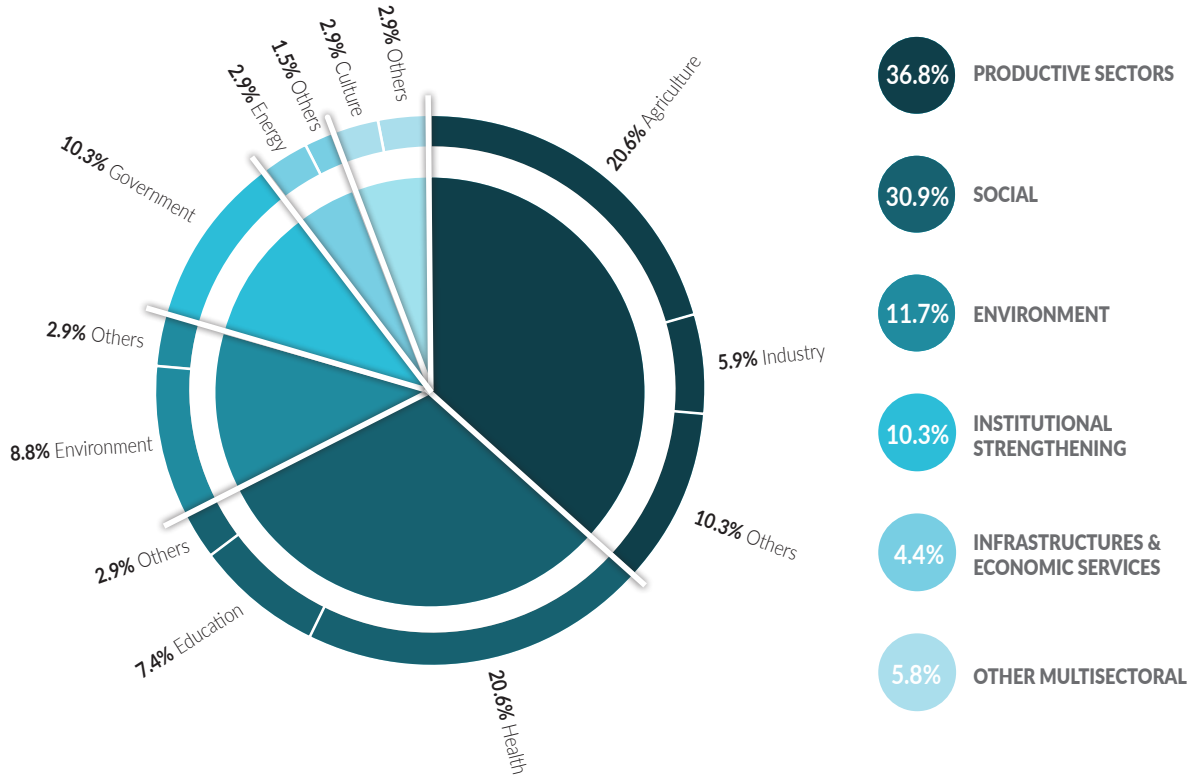
A.II.2.5. Uruguay



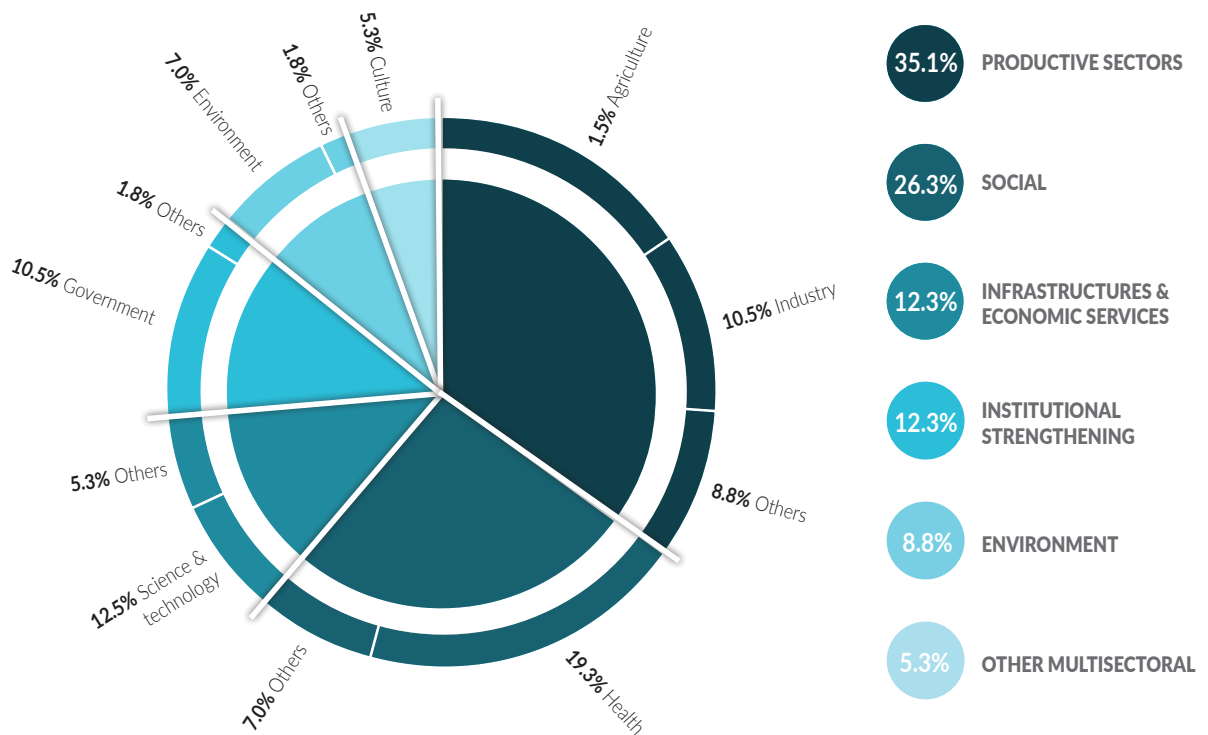
Graph A.II.3. Profile of main recipients' needs, by activity sector and area of action. 2015

Share (%)

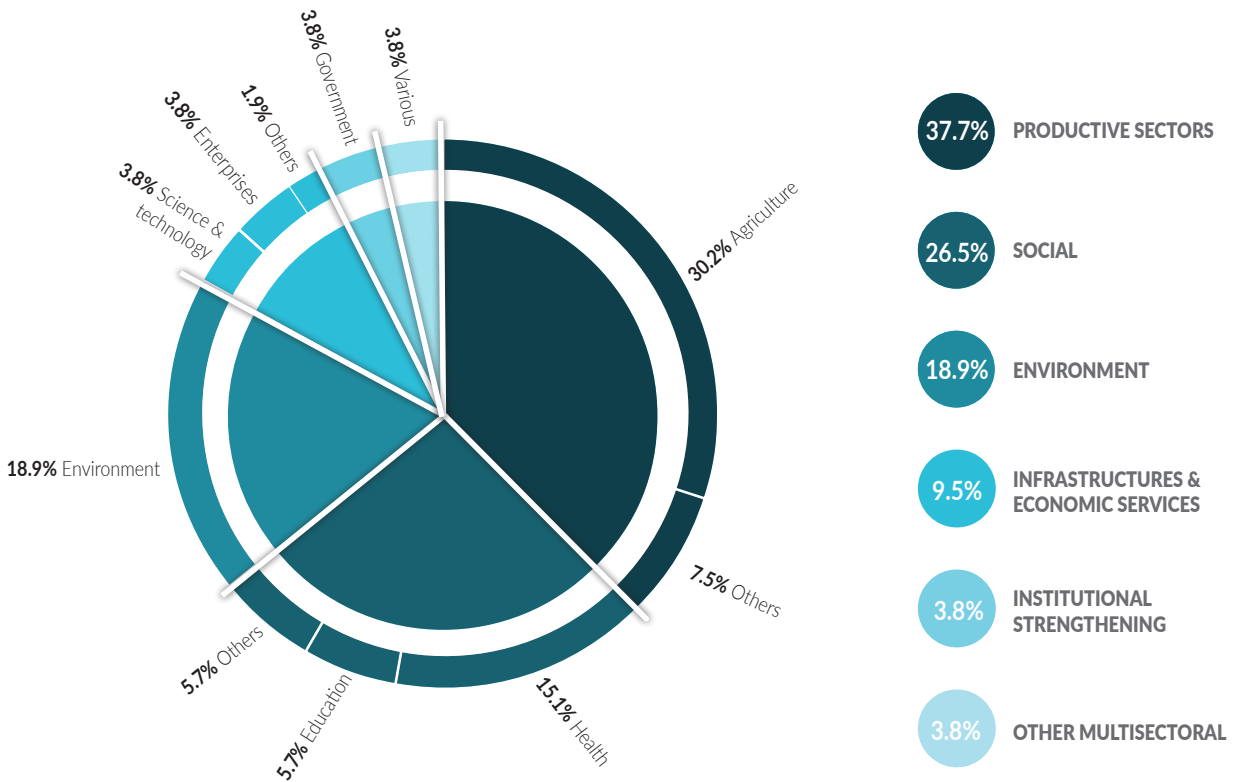
A.II.3.1. Bolivia



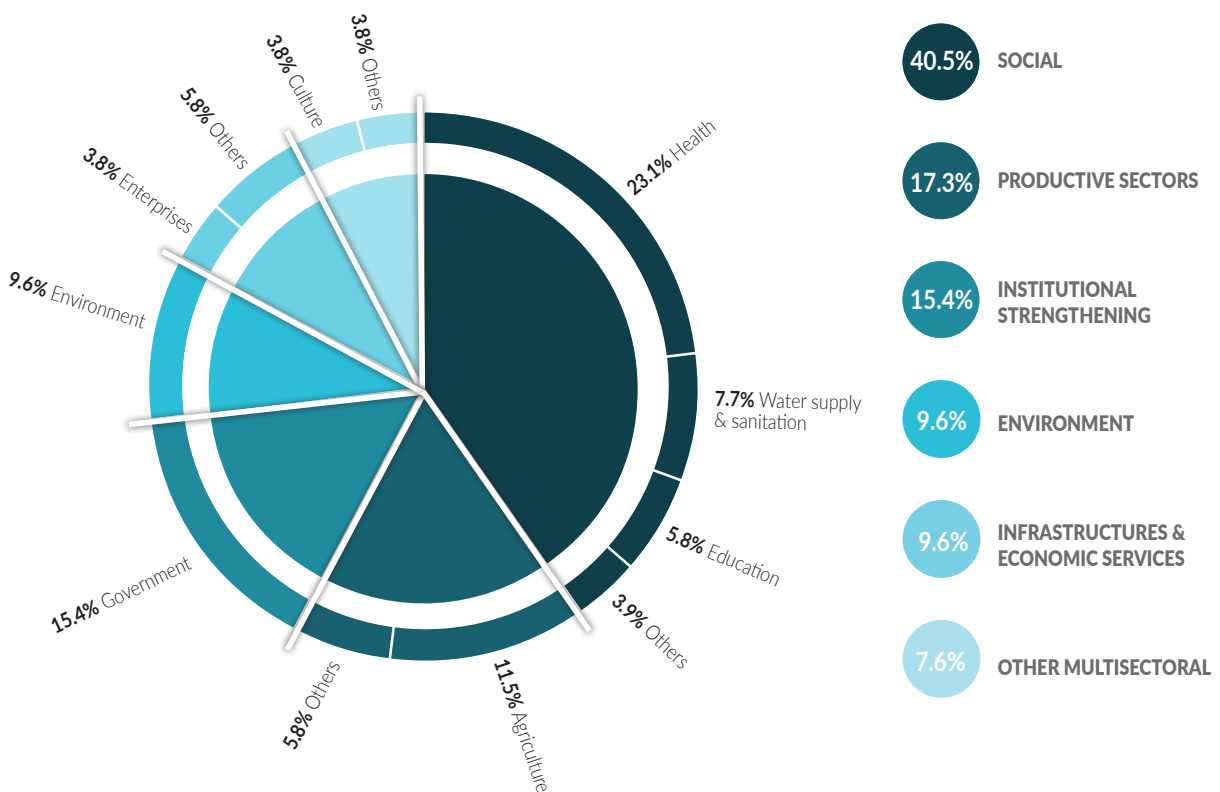
A.II.3.2. Argentina



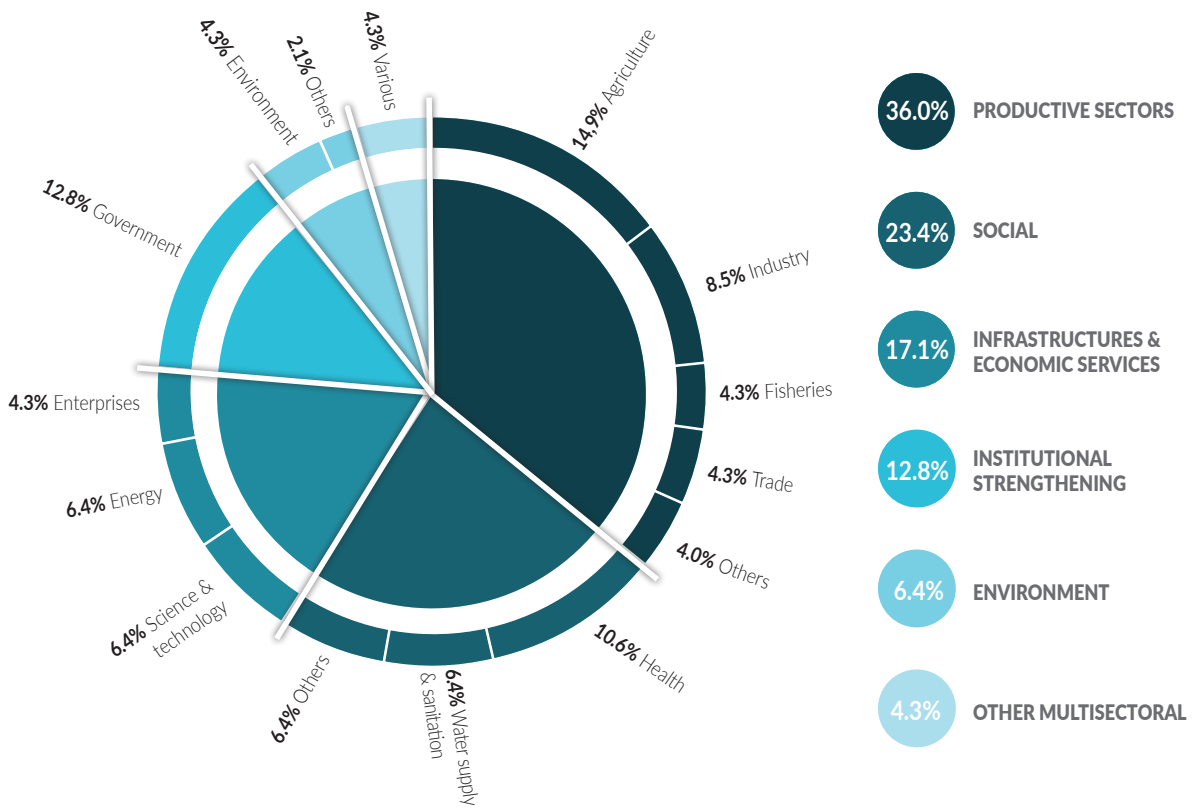
A.II.3.3. Mexico



A.II.3.4. Uruguay



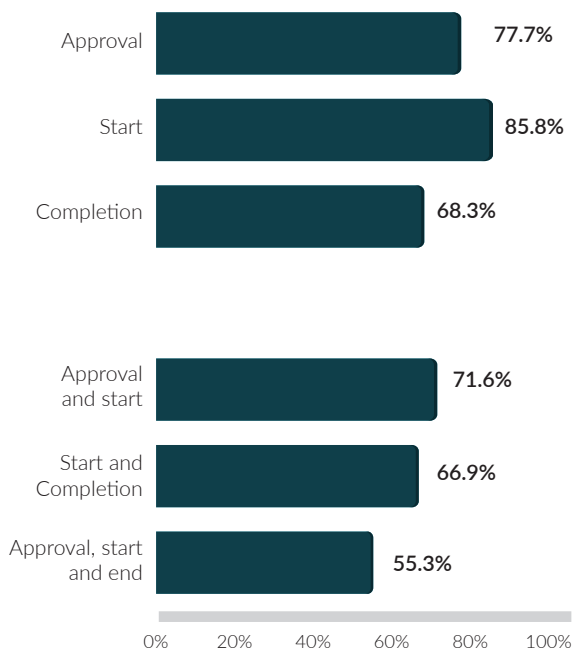
A.II.3.5. Costa Rica



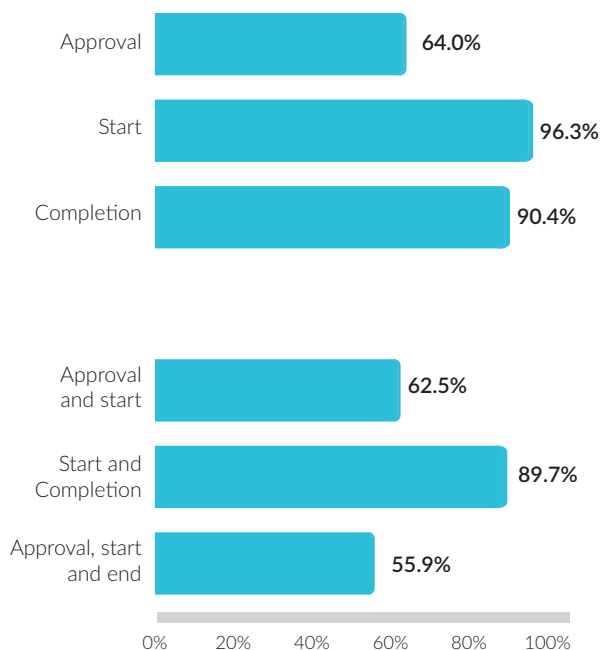
Graph A.II.4. Date information available for projects and/or actions registered in 2015

Share (%) of all records

A.II.4.1. Projects

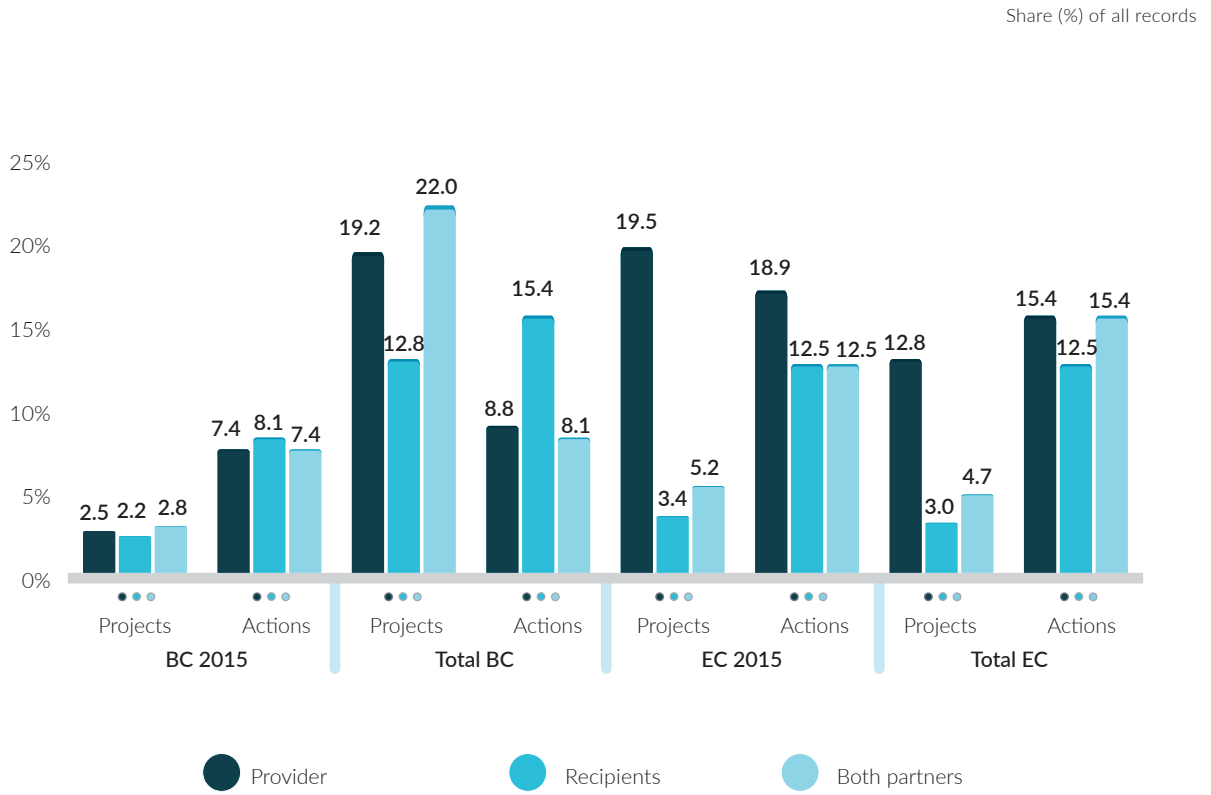


A.II.4.2. Actions



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Graph A.II.5. Projects and actions with data based on costs, by cost type (budgeted/ executed), reference period (2015 or total) and country role (provider/recipient)



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.





CHAPTER



TRIANGULAR COOPERATION IN IBERO-AMERICA

As stated earlier in Chapter II, one of the changes in this report is the new names given to the different forms of South-South Cooperation in Ibero-America. This chapter refers to one of these forms, which is now known simply as Triangular Cooperation, rather than Triangular South-South Cooperation.¹

Accordingly, this third chapter focuses on analyzing Triangular Cooperation in which Ibero-American countries participated in 2015. The analysis, which is divided into the following sections, focuses on different aspects of this cooperation:

- a) First, it explores how many Triangular Cooperation projects and actions were implemented in 2015. Next, a comparative analysis was made between these data and those obtained for previous editions of this Report, thus building a time series of the number of projects and actions in progress between 2006 and 2015. This allows the evolution of Triangular Cooperation over the last decade to be measured and depicted.
- b) Subsequently, a review is carried out of the participation of different Ibero-American countries and other partners in different projects and actions. This illustrates the various degrees of participation and intensity of different actors, according to the role played in these initiatives. It also explores the relationships between the countries most active in Triangular Cooperation in different roles, to show the depth of the relations established between the countries, either through a relationship between the first and

second provider, or between the first provider and the recipient.

- c) It then identifies which capacities were strengthened in 2015, applying the sectoral classification used in this Report. It also seeks to identify the areas and sectors on which Triangular Cooperation focused most in 2015, and outlines the strengths shared by the main actors, in their different roles, with their partners, and the needs met through Triangular Cooperation initiatives.
- d) Fourthly, as in some previous editions, a qualitative analysis has also been included for this form of South-South Cooperation. In that regard, it is very interesting to review the frameworks within which Triangular Cooperation is implemented to better understand how the different actors are articulated, and review the origin of the initiatives and degree of participation of countries and/or bodies in each phase of the project cycle. The special features of this type of cooperation, in which more than two actors are involved in the same initiative, generates additional interest in understanding how partners build synergies, achieve greater efficiency and coordination in implementing the initiatives, and corroborate that Triangular Cooperation is also governed by the principles of South-South Cooperation.
- e) Lastly, building on the work on indicators carried out within the framework of SEGIB and PIFCSS, the Report also makes an approximation to other aspects of Triangular Cooperation, such as dimension or efficient implementation.

¹ As clarified in Chapter 2 of this Report, the change in names given to the modalities does not imply any change in the definitions and methodologies associated with them.

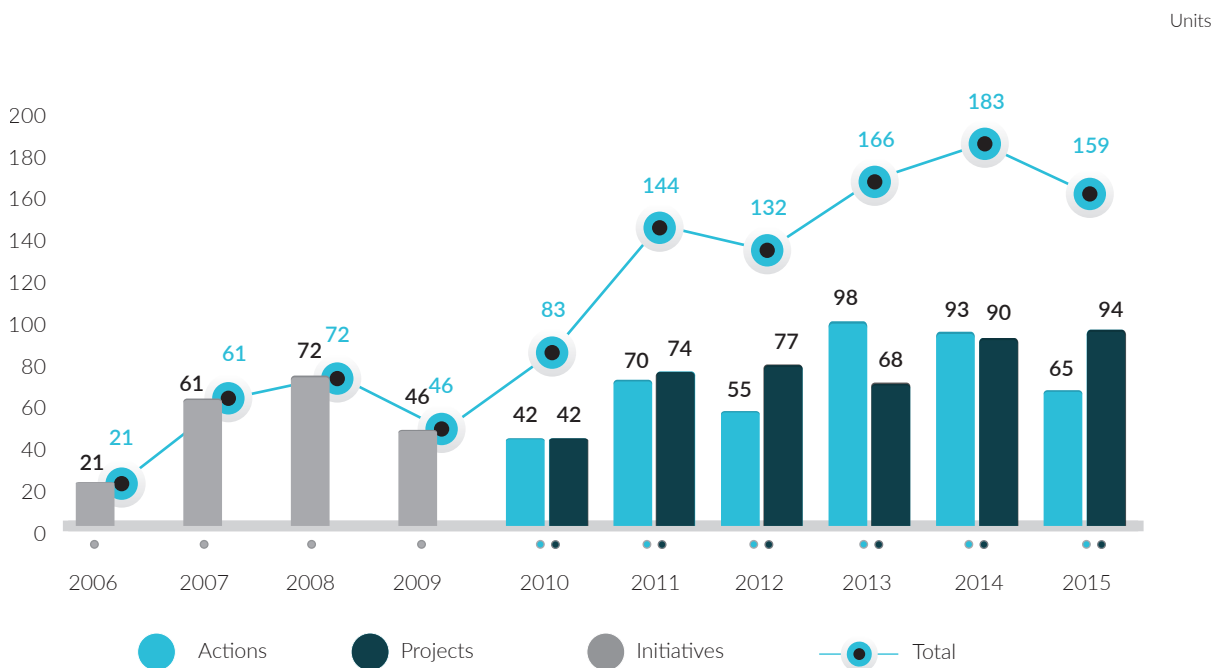
III.1. TRIANGULAR COOPERATION PROJECTS AND ACTIONS IN 2015

The first approximation to Triangular Cooperation in 2015 revealed that Ibero-American countries implemented a total of 159 initiatives, 94 projects and 65 actions, in that year.

A comparison of Triangular Cooperation and Bilateral South-South Cooperation initiatives in that year reveals that the former continues to show a significantly lower magnitude. There are, however, nuances to the foregoing, as the magnitude is determined by whether what is being compared are projects or actions for both modalities. More specifically, the 94 Triangular Cooperation projects registered in 2015 amount to just one-tenth (13%)

of the 721 Bilateral SSC projects implemented in that same year. Meanwhile, the 65 Triangular actions reported represent a larger share, slightly more than two-fifths (41,9%) of Bilateral Cooperation, i.e. 155 actions. Although Triangular Cooperation has fewer projects and actions than Bilateral South-South Cooperation, it has gained added importance and taken root in the practices of Ibero-American countries. This can be substantiated through an evolutive analysis of the number of projects and actions that have been recorded and analyzed for each edition of the Report on South-South Cooperation in Ibero-America.

Graph III.1. Evolution of Triangular Cooperation records analyzed in each edition of the Report on South-South Cooperation in Ibero-America. 2006-2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Graph III.1, which reflects this evolution, shows the number of Triangular Cooperation projects and actions in progress in Ibero-America in each year. This series starts in 2006 (data used for the first edition of the Report on South-South Cooperation in Ibero-America) and continues until 2015, the last year for which there are records and is the source for this edition's analysis. Projects, actions and initiatives in general² (the latter two based on records from 2006 to 2009), are shown in the vertical bars, color-coded by type of instrument. Furthermore, these data are complemented with information on their annual aggregate figure, represented by a continuous line. It can be concluded from the combined analysis of this set of elements, that:

- a) The overall trend has been towards an increase in the number of Triangular Cooperation initiatives. The total number of initiatives in progress between 2006 and 2015 has increased almost eightfold. Specifically, the number of projects and actions increased from a mere twenty (21) in 2006 to 159 in 2015.
- b) One of the most significant developments in the series, which seems to mark a turning point in the number of triangular initiatives implemented, took place between 2009, 2010 and 2011. During those three years, the

average annual growth rate of initiatives was 46.3%, compared to 22.4% for the whole series (2006-2015). This high growth rate during this three-year period is clearly reflected in the total number of initiatives in progress, which had never before exceeded 100 units until 2011, when it achieved 74 projects and 70 actions. Moreover, from that moment onwards, the number of initiatives has always experienced a steady increase, ranging from a minimum of 132 in 2012 to a maximum of 183 in 2014.

- c) With regard to the make-up of the total number of initiatives and their distribution between projects and actions (an analysis only feasible for data from 2010 to 2015), although there is no general trend, it is clear that both instruments' values remained relatively similar half-way through these 6 periods. In the last three years, however, there has been a trend towards an increase in the number of projects (from 68 in 2013 to 94 in 2015), versus a proportionally similar decline in the number of actions (98 in 2013 down to 65 in 2015).

Meanwhile, in an attempt to delve deeper into some aspects of the projects and actions underway in 2015, they have been classified by their start year. This allows to differentiate newly created projects or actions, started within the year under analysis, from those started in previous years, which have been executed over several periods, and, consequently, had already been reported in past editions of the Report. This also exemplifies the dynamism of this modality during 2015 and its level of renewal. Graph III.2 shows the 159 projects and actions executed in 2015, organized according to the period when their activities started. It follows that:

- a) The actions in progress in 2015 had begun, at most, in the previous period, while some projects went back even to 2008. Moreover, slightly more than half (54.1%) of all initiatives in progress in 2015 started that same year,

In 2015, Ibero-American countries had 94 projects and 65 actions in progress under Triangular Cooperation

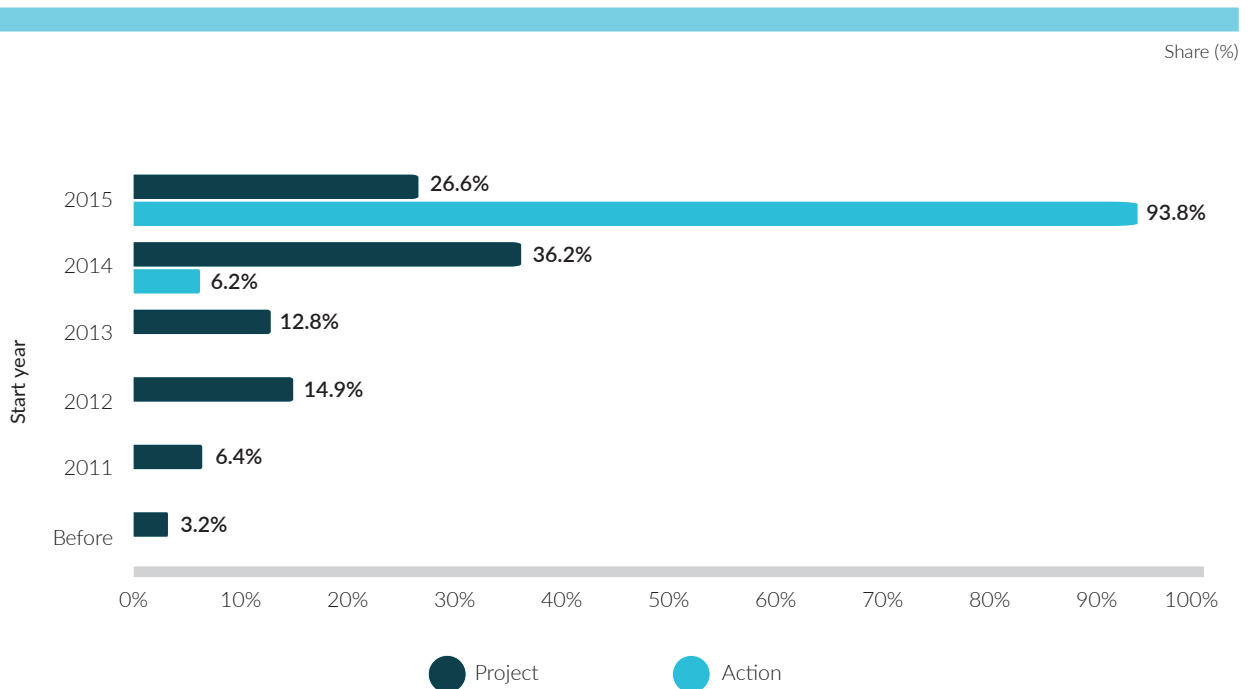
² The methodological segmentation approved by the countries in 2010, which classified Bilateral South-South Cooperation and Triangular Cooperation into projects and actions, was not applied until that same year. Therefore, the generic term "Initiatives" was used for periods prior to 2010, regardless of whether it was a project or action.

versus 45.9% that started prior to 2015 and, therefore, were already included in past editions of the Report.

- b) On the other hand, one in four projects (26.6%) began in 2015. This share increases to 62.8% if projects started in the previous year are also included. In following backwards this series, this percentage increases to 90.5%, if the projects started in 2012 and 2013 are also taken into account, as they account for another one-fourth (27.7%). Furthermore, only 7.6% of projects were initiated before 2012.
- c) Finally, in the case of registered actions, virtually all of them (93.8%) started in 2015, with only a small percentage (the remaining 6.2%, equivalent to only 4 actions) initiated in the previous year, in 2014.

The overall upward trend in Triangular Cooperation has led to an eightfold increase in the number of initiatives in progress between 2006 and 2015

Graph III.2. Distribution of Triangular Cooperation projects and actions by start year. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

III.2. PARTICIPATION OF COUNTRIES AND THEIR PARTNERS IN TRIANGULAR COOPERATION IN IBERO-AMERICA

This section reviews the different ways in which the Ibero-American countries and their partners (whether multilateral organizations or other countries) engaged in the 94 projects and 65 Triangular Cooperation actions in progress in 2015. The various analyses seek to: on the one hand, identify who were the main actors in each of the three roles identified under this modality (first provider, second provider and recipient); and, on the other, understand other aspects, including potential concentration in the number of actors acting in each of these roles. This enables to determine whether projects are concentrated in a handful of first and/or second providers, or, many and varied actors are involved.

Finally, following an overall review of the engagement of these countries in this form of cooperation, the partnerships between the top actors identified, in each of the three roles, is further explored.

III.2.1. COUNTRIES, ORGANIZATIONS AND ROLES

Triangular Cooperation in Ibero-America has identified three roles for each project or action:³

- 1) The so-called first provider, who is primarily responsible for capacity building and whose role can only be exercised by a developing country (in this case, a Latin American country).
- 2) The second provider, which may be a developed country, a developing country (from any region) or a multilateral body, is responsible for providing technical, institutional and/or financial support to this capacity transfer process.
- 3) The recipient, who is the beneficiary of the capacity building process, is represented by at least one Latin American country.

It is important to note that more than one actor can be simultaneously active in each of the three roles. In fact, it is not uncommon to see for each of the three roles, partnerships between countries and/or agencies.

Graph III.3 provides an overview of which countries and/or agencies were most active in each of the three roles of Triangular Cooperation for the total number of projects and actions in 2015. This Graph shows the main actors active in each of the three roles, based on the share (%) of initiatives in which they played a specific role. There are two variants of this graph, III.3.A for projects, and III.3.B for actions.

As regards projects, Graph III.3.A appears to suggest that:

- a) Only 12 of the 19 countries in the region (63.2%) were involved in capacity transfer as first providers. Moreover, the top four first providers accounted for almost three out of four (73.5%) of the 94 projects provided. These were, in descending order, Chile, with 29.8% of the projects, equivalent to almost one-third of all projects; Brazil, the second provider, with 18.1%, on a par with Mexico (16%) if the two projects in which it participated as provider, together with other countries (Panama and Chile), is added to its tally. Finally, Argentina appears last in this ranking of the four first providers, who participated in 9 projects, with a share of 9.6%. The other countries in the region that also transferred their capacities through Triangular Cooperation projects were Uruguay, Peru and Costa Rica (five each), Colombia (4), followed by El Salvador (2). Panama, Ecuador and the Dominican Republic also acted occasionally as project providers.

³ In 2013, the definition of Triangular Cooperation and its roles was modified at the SEGIB-PIFCSS workshop "Questionnaire for the Report on South-South Cooperation in Ibero-America 2013: Review of the Treatment of Triangular and Regional Cooperation". For further information, refer to the *Report on South-South Cooperation in Ibero-America 2013-2014*, page 109 and 110.

b) A total of 22 actors participated as second providers in Triangular Cooperation initiatives in the region. Half of these actors were countries, while the rest were different types of bodies, including United Nations System (UN Women, FAO, WFP, UNDP, UNICEF and ILO); Development Banks (World Bank and other regional banks, such as the CAF or the IDB); and multilateral regional organizations (OAS). A distinction can be made between regions: in Europe, Spain and Germany, with a strong presence in the region, as well as Italy, France or Luxembourg; Asia has two traditionally well-established countries, Japan and Korea, plus Singapore; and lastly, the American continent itself that has a strong ally in the United States, which has steadily supported Triangular Cooperation in recent years. In viewing this classification in descending order, Germany stands out with its involvement in 21 projects, slightly over one-fifth of the total. Spain and Japan ranked second, with 17 projects each or 36.2% of the total. These three countries accounted for more than half of the support for Triangular Cooperation projects (58.5%). Finally, if United States' contribution, as the fourth most active provider, is added to this mix, the four countries would account for 7 out of 10 registered projects.

c) As for the projects received, various countries participated simultaneously as recipients in one-third of projects (31.9%). As has been customary in recent reports, this has been typically the case. This means that the 19 Latin American countries have been active as recipients in some project, although only 14

participated individually. The number of countries that on average participated in this type of projects with several recipients amounted to 9.8 countries. Paraguay and El Salvador, who participated in 23.4% of the remaining initiatives, are notable among the countries that strengthened their capacities individually. This was followed by Guatemala (9.6%) and Honduras (8.5%). Hence, these three Central American countries and Paraguay received 41.5% of the initiatives. However, this does not take into account the initiatives in which they engaged with other countries as recipients.

Meanwhile, Graph III.3.B on actions (significantly fewer than projects), reveals the leading role played by other countries:

a) El Salvador stands out in the case of first providers with one-sixth of the actions provided, working closely with Guatemala and the United States. Chile and Colombia, who ranked second, supported about 10 initiatives each, which together with those of El Salvador, account for almost half of the records (47.7%). Ten more countries in the region complete the list of 13 providers identified, albeit with greater diversification of participation than for projects.

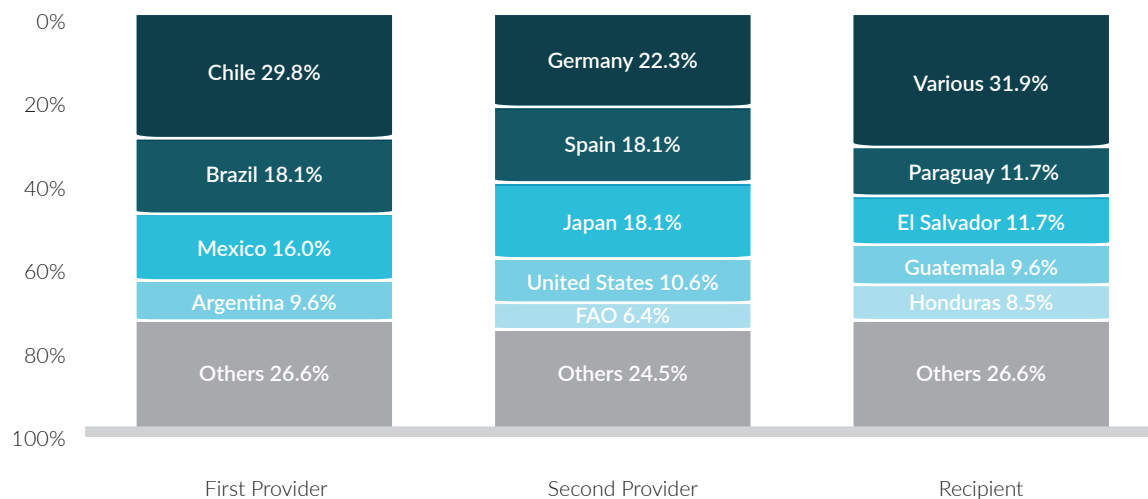
b) When compared with actions, fewer actors were involved in Triangular Cooperation actions as second providers. However, the ratio between countries and agencies remained the same, as did the projects, i.e. about half. Notable are the United States and Japan, who with 20 and 16 actions,

The top four first providers accounted for almost three out of four (73.5%) of the 94 projects provided. These were, in descending order, Chile, Brazil, Mexico and Argentina

Graph III.3. Top actors' share (%) of Triangular Cooperation in each role 2015

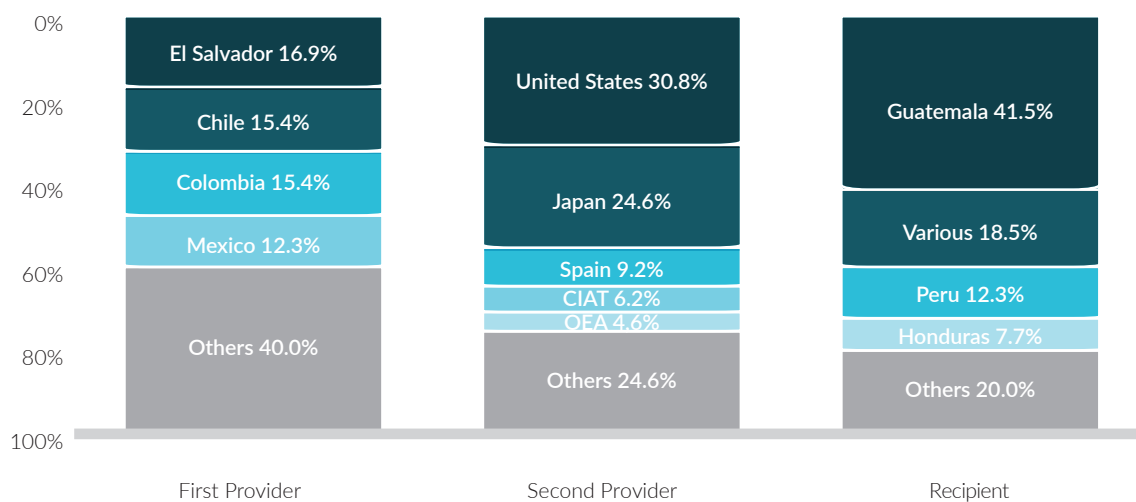
Share (%)

III.3.A. Projects



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

III.3.B. Actions



Note: Projects and actions with more than one country acting in this role are shown under the heading "Various".

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

respectively, supported more than half of the actions. Though with a significantly lower share, Spain and other organizations, such as the IATTC or the OAS, complete the list of the top five second providers, who account for 3 out of 4 actions reported. Other actors, including Germany and Switzerland (Europe), Brazil and Uruguay (Ibero-America) and Korea (Asia), participated only occasionally. The other international bodies in the list were PAHO, UNODC, European Union and OEI, plus the IDB, FAO and the World Bank that also participated in some projects and supported actions.

- c) In regard to the recipients, a single country received (individually) 41.5% of the actions. The next most common case were actions in which more than one country acted as recipient (listed under the heading “Various” in the Graph), which accounted for almost one-fifth of the total (18.5%). If the actions received by Guatemala are aggregated, the total represents one-sixth of the initiatives. It should be noted that the number of countries that engaged in this type of activity with several simultaneous recipients (14,1) was higher than for projects (9,8). Finally, and again individually, Peru and Honduras stood out as the third and fourth recipients of Triangular Cooperation, with 8 and 5 actions, respectively. By adding these two last countries, the share of actions increases to 80%.

In order to complete this share analysis, the Herfindahl index is used again to determine the level of concentration or dispersion of the different actors, both from the project provider and recipient’s point of view. By way of a reminder,⁴

the Herfindahl index measures the concentration or dispersion of the analyzed values using three terciles: less than 0.1000 (diversification); between 0.1000 and 0.1800 (moderate concentration); and above 0.1800 (concentration). If the Herfindahl index values for each of the three Triangular Cooperation roles are calculated for both projects and actions, an indicator is obtained on whether each country’s share, for each of the three roles⁵ Graph III.4 illustrates these calculations. The Herfindahl index values are shown on the y-axis, and the x-axis illustrates each of the three top actors’ share of the total number of initiatives, acting in each of the three roles. It can be concluded from this graph that the values for each of the three roles, both for projects and actions, appear in the same quadrant, although the index values fluctuate closer or farther from the reference values (0.1000 and 0.1800), depending on the instrument. In particular:

- a) In the case of the first providers, they showed moderate levels of concentration, albeit higher for projects than for actions. This is consistent with the fact that 50% of the projects were provided by only three countries, compared to four in the case of actions. In comparing these results with those obtained in the last edition of the Report, it was proven that a slight increase in diversification did take place in the case of first providers of projects, which reveals that countries with lower participation rates are increasingly involved in more projects, since the number of countries acting in this role has remained unchanged.
- b) The second providers’ position on the chart, both for actions and projects, also reveals a moderate concentration in the support provided by these actors to projects and

⁴ A more detailed explanation of how the index is developed and how to interpret its values can be found in Chapter 2 of this Report.

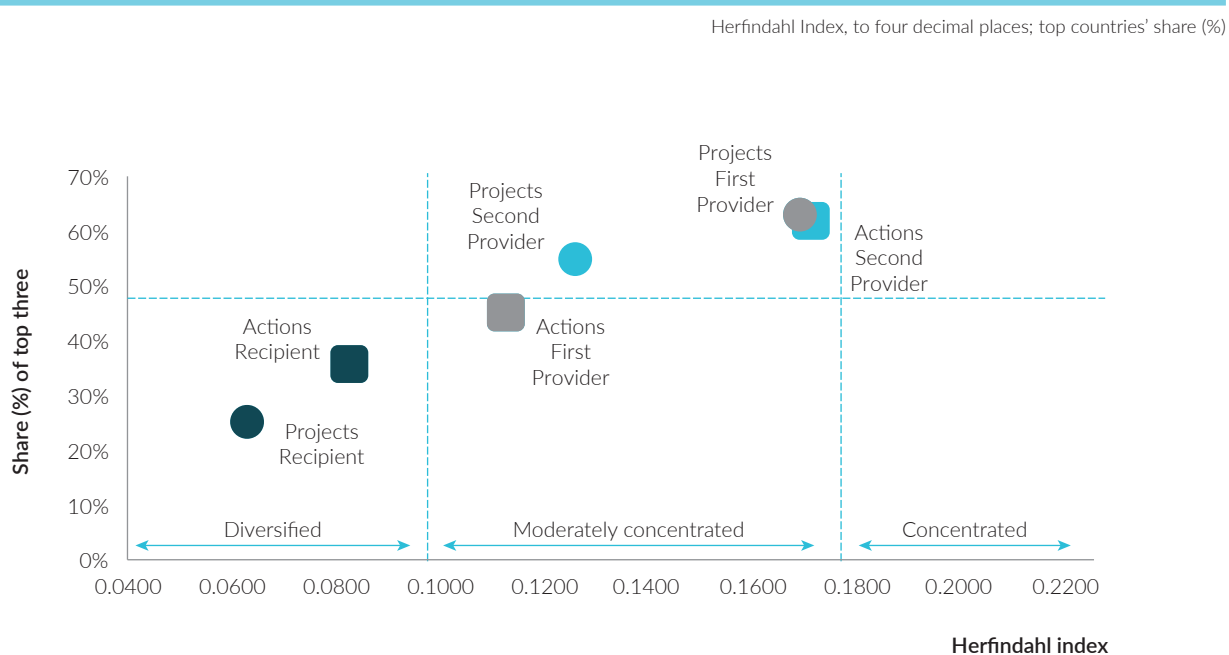
⁵ To calculate the index, the projects and actions were broken by each role in which the countries participated. This allowed to calculate not only the index for the total number of projects and actions, but also the total share per country, regardless of whether they participated individually or jointly with another actor.

actions. In fact, the second providers of action had the highest Herfindahl index of the whole table, with a value very close to 1.8000. This means that, although the level of concentration was moderate for both instruments, it was higher for actions, where effectively, only two countries accounted for more than 50% of actions compared to three for projects.

c) As to recipients, prior to calculating the index, the projects and actions in which more than one country acted as a recipient were itemized, as these were the more recurring cases (the former for projects; the latter for actions). In fact, these values corroborate the diversification of projects and actions received. For instance, the Herfindahl index for these two values (action recipients and project recipients) was calculated on a trial basis, without itemizing the initiatives in which various actors were involved. Using in this case a different calculation method, the actions received appeared on the concentration tercile, while the projects received were placed in the moderate concentration scale, significantly increasing the level of concentration.

As for the projects received, various countries participated simultaneously as recipients in one-third (31.9%) of projects

Graph III.4. Concentration of participation in projects and actions, by roles 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

III.2.2. MAIN ACTORS AND PARTNERSHIPS

Having analyzed the different countries' share in projects and actions, and having identified the main actors in each role, it is now time to explore further the relationship between the main actors (in each of the roles) and other partners. This exercise seeks to gain greater knowledge on which were the main partnerships built under this form of cooperation.

In the case of projects, and as seen in the previous section, Chile, Germany and El Salvador were the countries that most projects executed, respectively, as first provider, second provider and recipient.⁶ Despite being the main actors, the number of projects in which each engaged varied significantly (in line with the results on concentration and dispersion). Thus, Chile and Germany exceeded twenty projects (more specifically, 28 and 21), while El Salvador, the main recipient, participated in scarcely more than ten (11 projects).

Chile consolidated its role as the main provider of Triangular Cooperation since 2012, with around thirty projects in progress annually. Diagram III.1 shows the 28 projects provided by this country (left flow), according to the second provider and recipient with whom it interacted in these projects (center and right flow, respectively). This provides a quick and easy overview of who were its main partners, both within and without the region:

a) As for the second providers, Diagram III.1 corroborates that Chile implemented 71.4% of its projects in 2015 through existing and consolidated partnerships with various countries, including Spain, Germany, Japan and the United States. The Diagram clearly shows that Chile's most intense relationship was with Germany, which accounted for

one-fourth of its projects, followed by Japan, Spain and the United States. Chile engaged with six second providers: three multilateral organizations (World Bank, PAHO and PMA) and three countries, one Latin American (Mexico), one Asian (Korea) and one European (France). These six partners represented another 28.6% of Chile's partnerships.

b) As for recipients, one-fourth of the projects provided by Chile had simultaneously more than one country as recipient. Seven countries accounted for the remaining three-fourth: Paraguay, with six projects, was the main recipient, followed by two Central American countries – El Salvador and Guatemala – as third and fourth recipient, with five and four projects, respectively. These three countries (Paraguay, El Salvador and Guatemala) accounted for more than half of Chile's Triangular Cooperation (53.6%). Finally, notable also is its occasional cooperation with the Dominican Republic, Honduras, Bolivia and Peru (one or two projects, depending on the country). Box III.1 details an example of Chilean Triangular Cooperation between Chile, Germany and Peru to establish citizen oversight systems for national public works.

Chile's main partner, Germany, was also the top second provider in the region with 21 projects. The flows shown in Diagram III.2 depict the number of projects in which Germany participated (central flow), linking it with the countries that acted as first provider (left flow) and recipient (right flow). It can be concluded that:

a) As expected, Chile was Germany's main partner as first provider, since it was involved in one-third of the total exchanges. The

⁶ Given that the most common situation is of several countries participating as recipients in the same initiative, only El Salvador is analyzed, as the country that participated individually in more projects.

share increases to two-thirds of its cooperation when Mexico and other countries that acted as first providers with Chile and Mexico are added to the tally. Germany's exchanges with Peru, Costa Rica, Brazil and Colombia account for the remaining one-third, in descending order.

- b) Recipient countries were more diversified, as its two top partners – Guatemala and Peru – accounted for one-third of the total (identical share as Chile as first provider). Meanwhile, a large share of projects (19%), virtually one-fifth, involved several recipients simultaneously. It is important to note that the number of recipients was relatively small in these types of projects, between two and three countries. This is in stark contrast with other projects in which there may be up to twenty recipients.

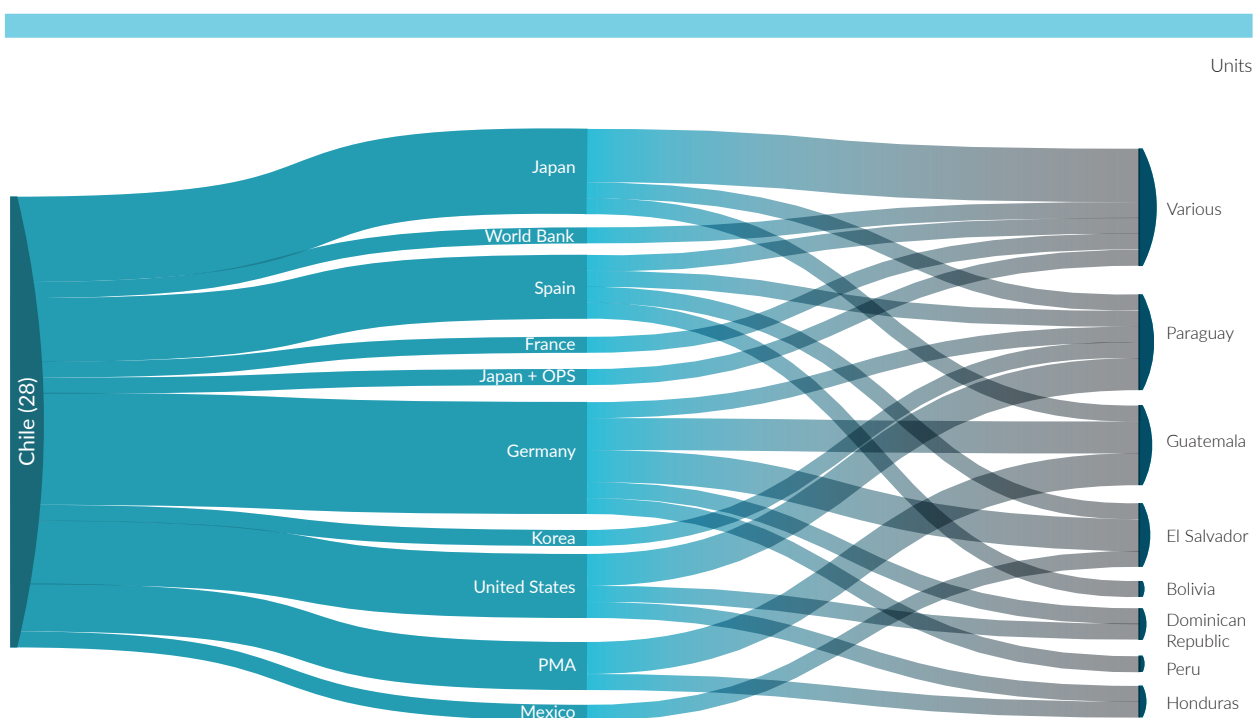
Finally, Diagram III.3 analyzes the top recipient. It shows the flow of projects received by El Salvador (on the right-hand side of the diagram)

in relation with the first providers (left flow) and second providers (center). In particular:

- a) With regards to the first provider, three countries accounted for 72.7% of the projects provided: in descending order, Chile (36.4%) and Mexico and Colombia (12.2% each). The other top providers were Argentina, Brazil and Costa Rica, each of which participated in a project with Germany.
- b) There was greater variety in the case of the second providers: six actors acting as first providers versus nine (six countries and three international organizations) that cooperated with El Salvador in Triangular Cooperation projects. More specifically, notable is the participation of Germany (closely linked to Chile) and Spain (in association with Chile and Argentina). All other supports were provided on a one-off basis.

In concluding this section, reference should be made to actions. This exercise shows highly

Diagram III.1. Triangular Cooperation Projects provided by Chile as first provider, second provider and recipient. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

different results from those for projects. The partnership between Guatemala, the top recipient of actions, and the United States, the second top provider, accounted for more than one-fourth of the actions (29.2%). In these triangulations, the countries that most often acted as providers were El Salvador (the top first provider of actions) and Colombia (in second place). Another large set of actions were the Triangular Cooperation courses annually funded by Japan through its agreements with different

countries, including Chile, Brazil, Argentina and Mexico, where several countries in the region act as recipients in each of the 11 registered courses, which represent 16.9% of the actions. Finally, Peru was the recipient of another important set of actions, namely 12.5% of the total. These involved a diverse set of actors, both as first provider (with the Andean country interacting with up to seven other countries), and as second provider (engaging with eight actors, five agencies and three countries).

Box III.1. Towards citizen control of public works: cooperation between Peru, Germany and Chile

According to the World Bank, the governments of Peru and Chile nearly tripled their public spending between 2003 and 2013. In this context, both countries progressively moved towards implementing targeted policies, not only to promote transparency in public administration, but also to facilitate and encourage citizen participation. These processes also became a forum for promoting South-South Cooperation. One such example was the implementation of the triangular project "Strengthening of interagency collaboration for local public works control systems to promote transparency and participation" between Peru and Chile, with the support of Germany, which highlights the region's shared effort, learning and progress in this area.

In relation to the project's background, in 2010, the Comptroller General's Office of the Republic of Peru, with the support of Germany (through the German GIZ), began to implement a digital tool that would allow citizens to access information on public works taking place in Peru. This project fell under the German cooperation program "Citizen-oriented State Reform". This tool, known as the Public Works Information System (INFOBRAS), aims not only to provide the public with information on public works in progress (amounts, implementation status, implementing agencies, location, etc.), but also encourage citizens' active participation through consultations and submission of comments. Since its implementation in early 2012, the platform has been constantly evolving. For instance, the compulsory registration of public works was approved in 2013, and a geographic search engine was added in 2014 to improve users'

experience. Other technological enhancements include a system that interconnects the platform with other national information systems. In order to improve the system further, the Comptroller's Office launched a pilot project to ensure the system's sustainability.

In 2015, and in various United Nations forums, this successful experience in Peru was regarded as good practice in transparency and citizen participation within the framework of the United Nations Convention against Corruption. This led to the Chilean government's interest in this initiative for its implementation in the Chilean Comptroller General's Office platform, the GO-CGR Citizen Control of Public Works Platform. Thus, the Comptroller General's Office of the Republic of Chile sought the cooperation of the Comptroller General's Office of Peru, through the General Secretariat, to implement a system similar to INFOBRAS. This led to a project between the two Comptroller General's Offices, with the support of the German GIZ. The Chilean Agency for International Development Cooperation (AGCID) and the Peruvian Agency for International Cooperation (APCI) also joined the efforts of the two Comptroller General's Offices and the GIZ. The joint approval of the project allowed the actors to set out their individual roles and responsibilities, as well as the general objective which was defined as "fostering the exchange of knowledge for strengthening the control systems of the Comptroller General's Office of the Republics of Chile and Peru with a local and citizen-oriented approach". Furthermore, the project emphasized the key principles of South-South

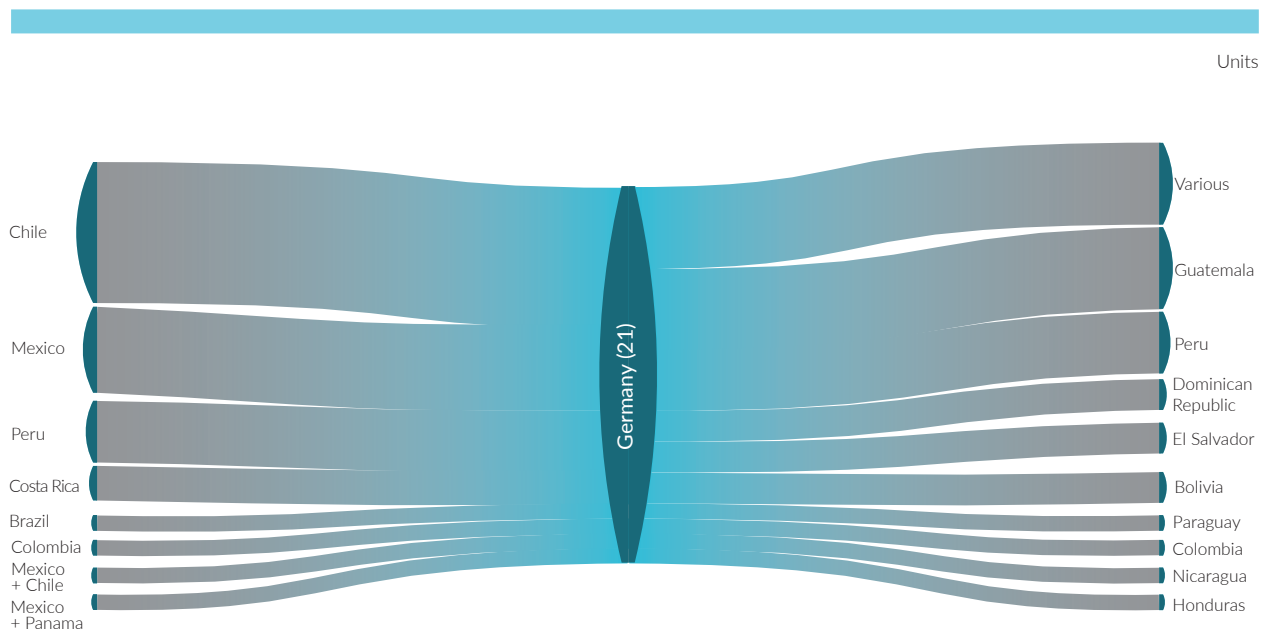
Cooperation, such as mutual benefit and burden sharing, given that Peru not only shared with Chile its experience in the development of the platform, but Chile, in turn, shared with Peru its geographic approach, the basis of its system. Several technical visits were made during the approximately one and a half years of the project to simultaneously strengthen both national systems. As for the financial resources and contributions from different partners, this project mobilized in excess of US\$500,000 from three partners, Chile, Peru and Germany.

In late 2014, the Chilean Comptroller General's Office launched its own public works control platform. This platform also allows citizens to access geo-referenced information on public works that are currently under way in the country. This is not only an exercise in transparency that facilitates monitoring of such works, but also provides regional and communal information on projects and investment focus areas (education and culture, land transport, health and sanitation, etc.) or magnitude of the investment and its executor.

This makes these platforms tools for transparency, citizen participation and accountability, which also enable citizens' to file complaints or make suggestions. That is, they serve as collaborative digital platforms between citizens and the public administration.

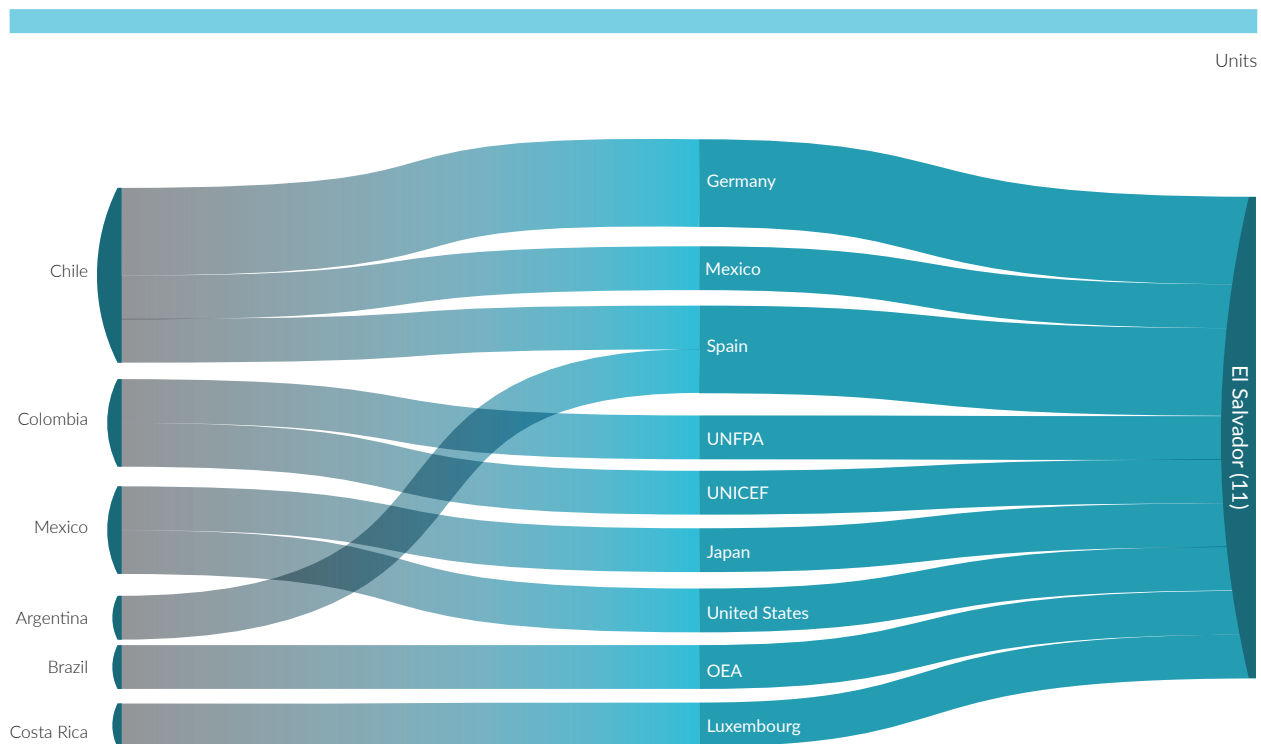
Source: SEGIB, based on reporting from cooperation agencies and/or bureaus; World Bank (<https://datos.bancomundial.org/>); Comptroller General's Office of the Republic of Peru and GIZ (2016); GIZ (2016); and GIZ digital pages ([/www.giz.de](http://www.giz.de)), la Tercera (www.latercera.com) and Chile's Urban Platform (<http://www.plataformaurbana.cl>).

Diagram III.2. Triangular Cooperation Projects with Germany acting as second provider, according to first provider and recipient. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Diagram III.3. Triangular Cooperation Projects with El Salvador acting as recipient according to first and second provider. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

II.3. SECTORAL ANALYSIS OF TRIANGULAR COOPERATION IN 2015

With the picture of who participated in Triangular Cooperation projects and actions in progress in 2015 and to what extent, a more thorough analysis is undertaken to provide insight into the areas in which the Ibero-American countries further strengthened their capabilities through mutual collaboration.

To that end, a general approximation to the 94 projects and 65 actions that were in progress in 2015 is carried out using the sectoral classification mentioned in Chapter II of this Report. As a reminder, this sectoral classification clusters South-South Cooperation initiatives by areas of action and the specific activity sector associated with that area. This is used to define 6 areas of action, which, in turn, can be broken down into 27 sectors.⁷

A similar study is subsequently carried out with the focus on the main actors who were active in each of the three roles of Triangular Cooperation to determine whether there are specific areas of work and if these differ depending on the country analyzed.

III.3.1. SECTORAL ANALYSIS OF TRIANGULAR COOPERATION PROJECTS AND ACTIONS

Following the sectoral classification of the 94 Triangular Cooperation projects, Diagram III.4 shows the distribution of the results based on the two levels of analysis applied: area of action (more general and represented by the central flow) and activity sector (more specific and depicted by the right flow). It can be concluded that 97.9% of Triangular Cooperation projects were distributed in a relatively homogeneous manner among four of the five areas of action, with shares ranging between 20% and 30%. Meanwhile, Other multisectoral had a more residual value, barely 2.13%.

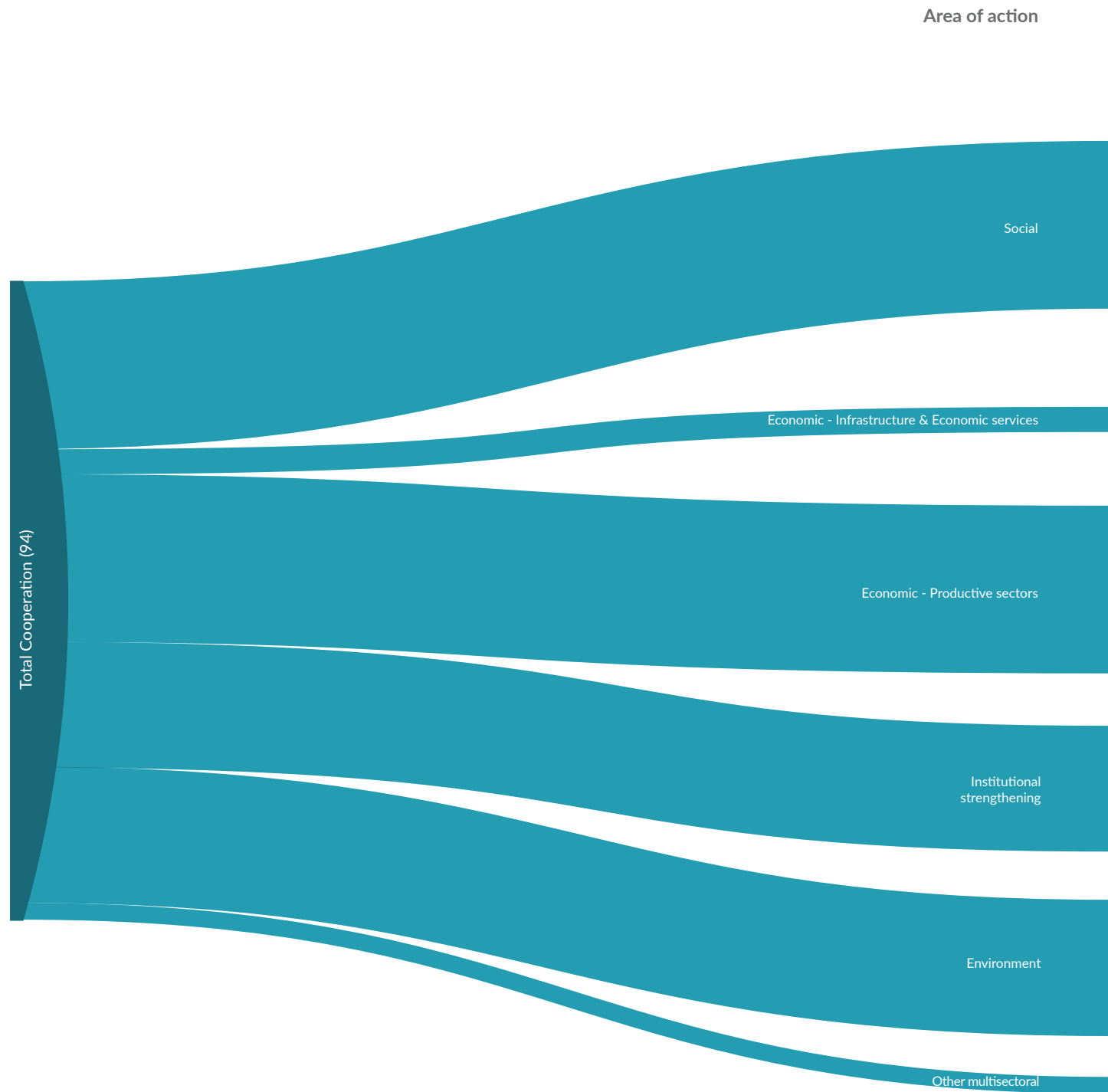
Specifically:

- a) The economic dimension dominated, with Productive Sectors and Infrastructure and economic services accounting for 30.9% of the projects. However, the distribution of both areas was very uneven. The projects geared towards productive activities accounted for 86.6% of the economic dimension; while those aimed at strengthening infrastructures and economic services was only 14.5%. Sectorally, the latter focused on promoting youth employment and supporting SMEs. As is now customary, the productive sectors focused mainly on Agriculture, ..., which was also the second sector in relative importance (only second to the Government sector). Specifically, these projects were highly focused on the development of certain agricultural production sectors, which are further detailed in Box III.2. Industry was the second most important productive sector, where management technology and industrial efficiency projects were implemented, among others.

The countries with most projects as first provider, second provider and recipient were, respectively, Chile, Germany and El Salvador

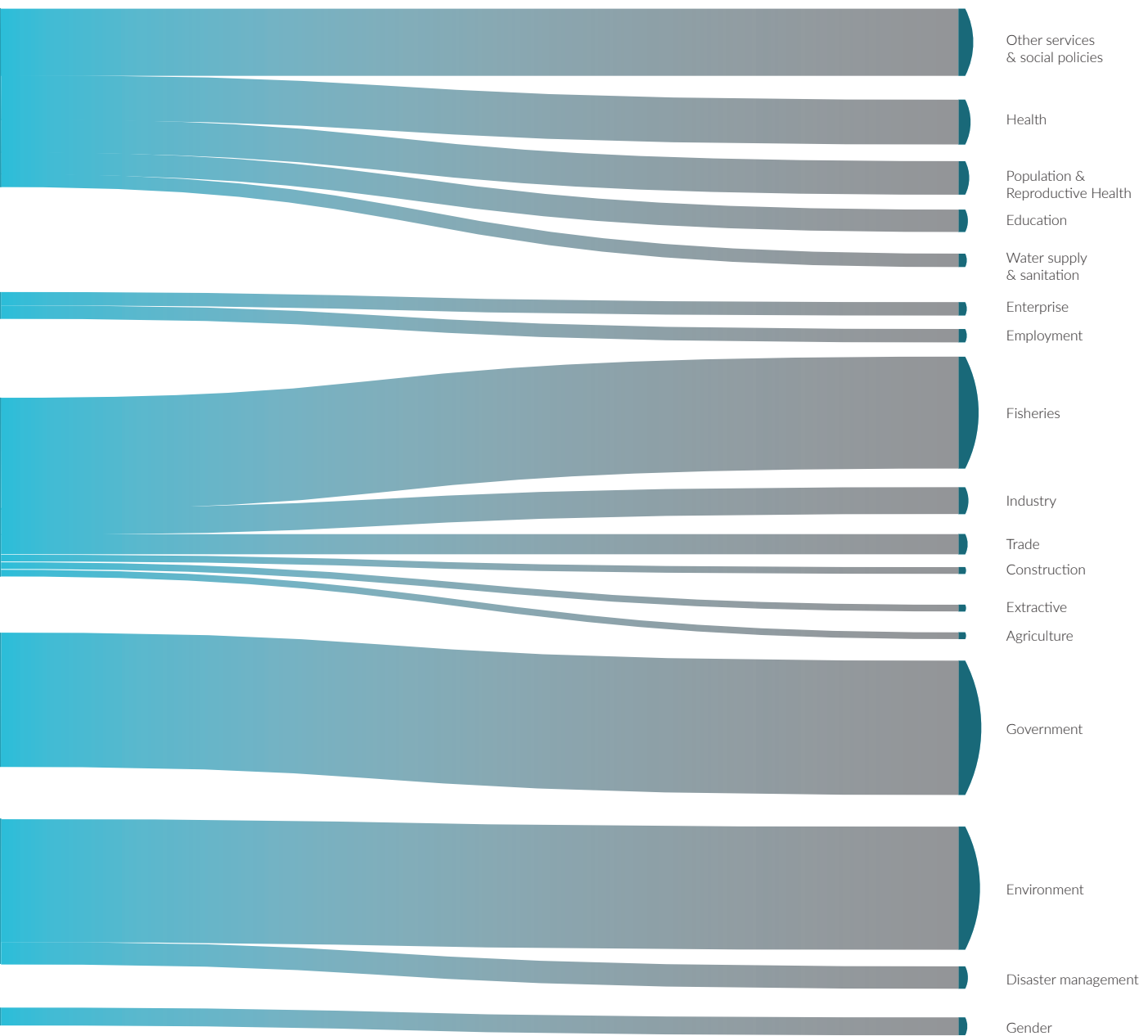
⁷ For more details, refer to Table A.II.1 in the annex to the second chapter.

Diagram III.4. Sectoral distribution of Triangular Cooperation projects. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Activity sector



Box III.2. Developing the agricultural production sector through Triangular Cooperation

The agricultural sector has historically been one of the most important in the national economies of Latin America and the Caribbean region. Today, it remains a key sector, despite the gradual decline over the years in its share of the national GDP. The following graph illustrates this situation for each of the years 1990 to 2016, which have been assigned an average regional value derived from the contribution that agriculture, livestock, hunting, forestry and fishing sectors have on the GDP of each country in the region. The evolution of this indicator during this period reveals that the importance of this sector has slowly declined over the years, from an average of 11.7% in 1990 to 8.2% in 2016. Still, this sector is one of the most relevant for the vast majority of countries in the region, ranging from 2.5% in Panama up to 18.1% in Paraguay (data from 2016).

Similarly, and more specifically for agricultural products, the exports of these goods is also a major source of income for the countries in the region, albeit with notable differences. As an example, in countries such as Uruguay, Argentina or Paraguay, the share of agricultural exports exceeds 60% of total merchandise exports (WTO, 2017). Nonetheless, the calculation of the regional average gives a significantly lower, but equally important, figure (33.8%). This means that, on average, agricultural produce account for one-third of merchandise exports in the region.

The importance of this sector, and the experience gained by the Ibero-American countries in its development, has made the agricultural sector an excellent

platform for promoting South-South Cooperation. Key to the development of the production sectors of the countries in the region is collaboration through mutual strengthening of capacities in areas related to access to credit or improvement of production processes of these products, which, in turn, are closely related to productivity, sustainability and/or application of technology.

Enhanced production processes, especially at a small-scale for smallholder producers, also helps to improve people's food security, as currently conceived in Agenda 2030, where the goals (SDG) on food security and fight against hunger are closely linked to targets where these issues are mentioned (Goals 2.3, 2.4 and 2.a).

Ever since the publication of the first Report on South-South Cooperation in Ibero-America, South-South Cooperation projects and actions in the agriculture sector have always predominated, not only because this is a priority area for action in country-specific development, but also because of the expertise gained and the development achieved in recent years. Thus, South-South Cooperation in this area has been achieved not only through Bilateral SSC, but also through Triangular Cooperation. Proof of this are the 18 Triangular Cooperation projects and actions implemented in 2015, listed below. The 13 projects and 5 actions geared towards strengthening agricultural production are listed in this table in alphabetical order by first provider. The first two columns also indicate the actors involved in the initiatives as second providers or recipients. It reveals that:

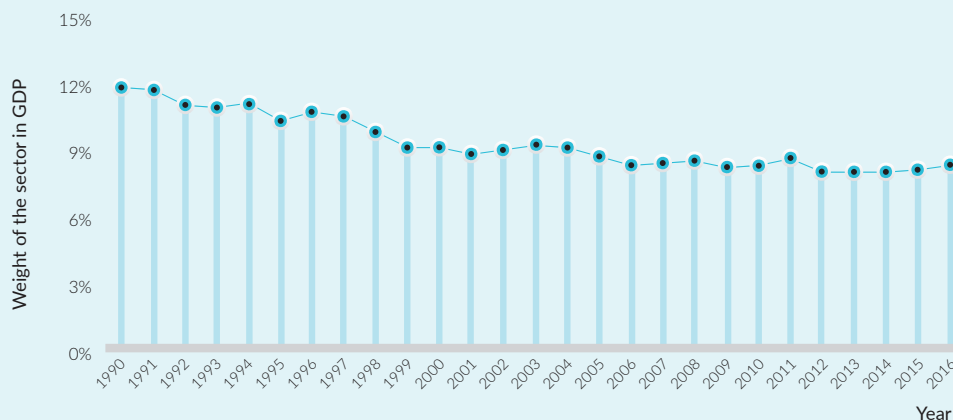
- a) In the case of Argentina, its three partnerships were implemented together with Japan, with whom it jointly organizes annual courses. The topics were fish farming and self-production of food, the latter with a focus on food security issues.
- b) Meanwhile, Brazil partnered with the United States to work with Honduras, where three projects aimed at strengthening the production processes of three subsectors were in progress: cashew, sesame and bee-keeping. It also conducted activities with FAO, with which it has a regional program for Triangular Cooperation projects in agriculture, food security and Rural Development.
- c) Chile implemented two projects with Paraguay on access to credit and markets for small farmers; one in partnership with the United States and the other with Japan. Like several other partners in the region, it also engaged in Triangular Cooperation with Japan in this area.
- d) Meanwhile, Ecuador implemented, together with Spain and Bolivia, a project to strengthen the dairy sector.
- e) Finally, Mexico not only organized regional courses with Japan, but also implemented a project in Paraguay to strengthen sesame production. The United States was another partner with whom it implemented activities, in this case, in El Salvador to strengthen the cocoa production sector.

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus; CEPALSTAT and WTO (2017)

Evolution of the average contribution of agriculture, livestock, hunting, forestry and fishing sector to the national GDP of Latin American countries. 1990-2016

Share (%)

Note: Graph based on available data. Source: SEGIB, based on reporting from CEPALSTAT.



Triangular Cooperation projects and actions in the agricultural sector. 2015

Role	Partners	Title	Type
Argentina			
2PR	Japan	Promoting Freshwater Fish Farming in Latin America	Project
RC	Various		
2PR	Japan	Self-Production of Food, Food Security and Local Development	Project
RC	Various		
2PR	Japan	2nd International Course on agro-ecological food production and food education for development	Action
RC	Honduras		
Brazil			
2PR	United States	Strengthening sesame production chain - Phase 1	Project
RC	Honduras		
2PR	United States	Strengthening cashew production chain - Phase 1	Project
RC	Honduras		
2PR	United States	Strengthening beekeeping production chain - Phase 1	Project
RC	Honduras		
2PR	FAO	Strengthening cotton production systems for family farming in Paraguay	Project
RC	Paraguay		
2PR	FAO	Strengthening forums for dialogue between FAO, Governments and Civil Society: new mechanisms for building public policies, support for family farming and food security and nutrition	Project
RC	Various		
2PR	Japan	International Training Course on Agroforestry Technology Systems	Action
RC	Bolivia, Colombia, Ecuador, Peru and Venezuela		
Chile			
2PR	WFP	Support for actions under the Project Against Hunger and Poverty (AGCI/WFP) through the Strengthening of the WFP's Purchase for Progress program (P4P) in Central American rural communities. Strengthening the capacities of small farmers (INDAP)	Project
RC	Honduras		
2PR	Japan	Strengthening the Agricultural Loans Facility	Project
RC	Paraguay		
2PR	United States	Enhanced access to market opportunities	Project
RC	Paraguay		
2PR	Japan	Course on "Sustainable cattle production for small- and medium-scale farms" (Course 2015)	Action
RC	Various		
Ecuador			
2PR	Spain	Technical assistance and exchange of experiences under the project: "Increasing the highland dairy sector's competitiveness through biodigesters"	Project
RC	Bolivia		
Mexico			
2PR	United States	Technical cooperation with Mexico's National Institute for Forestry, Agricultural and Livestock Research (INIFAP) to strengthen the cocoa chain in El Salvador	Project
RC	El Salvador		
2PR	Japan	Project to Strengthen and Consolidate the Production and Use of Improved Sesame Seeds for Smallholder Producers in Paraguay	Project
RC	Paraguay		
2PR	Japan	International Diploma in Non-traditional Tropical Fruit Production Technology	Action
RC	Various		
2PR	Japan	International course on developing capacities to strengthen rural extension	Action
RC	Various		

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus

b) The second area of action with more projects was Social, with one-fourth of the total. As for the five sectors comprised in this area of action, the bulk of the projects were geared towards Other services and social policies and Health (in descending order). These sectors jointly accounted for three out of four projects in the Social field. With regard to Other services and social policies (41.7%), the projects focused on various topics, including housing, disability or general poverty reduction policies. Meanwhile, projects in the Health sector, the second in relative importance (33.3%), were geared, inter alia, towards food security, prevention

of non-communicable diseases and improved health services.

c) The Environment was strengthened, in turn, through another 20.2% of projects. In fact, 80% of these projects focused on protecting and safeguarding the environment (especially in terms of adapting to climate change and managing wastes and contaminated sites), and 20% revolved around disaster management, in particular prevention. Worthy of note was the Amazon without Fire project between Brazil, Italy, CAF and Bolivia. This experience is further explained in Box III.3.

Box III.3. Reducing Forest Fires in the Amazon through Triangular Cooperation: Amazon without Fire Program: a successful experience between Brazil, Italy, CAF and Bolivia

The first phase of the Amazon without Fire Program finalized in June 2015. The positive results gave momentum to a second phase, which is already underway. The governments of Italy, Brazil and Bolivia, as well as the Latin American Development Bank (CAF), are involved in this project, which seeks to reduce forest fires in Bolivia's Amazonian region. Data provided by Bolivia's General Directorate for Forest Resources revealed that there were 220,812 outbreaks of various magnitudes between 2000 and 2010, underlining the urgent need to reduce these figures drastically. The "chaqueo", or burning of grasslands, is a major contributor to this high incidence and impact of fires on the Bolivian Amazon. This practice allows peasants and indigenous people to clear land for sowing, ensuring the survival of their

families, feed for livestock or farming of agricultural products aimed mainly to the export market.

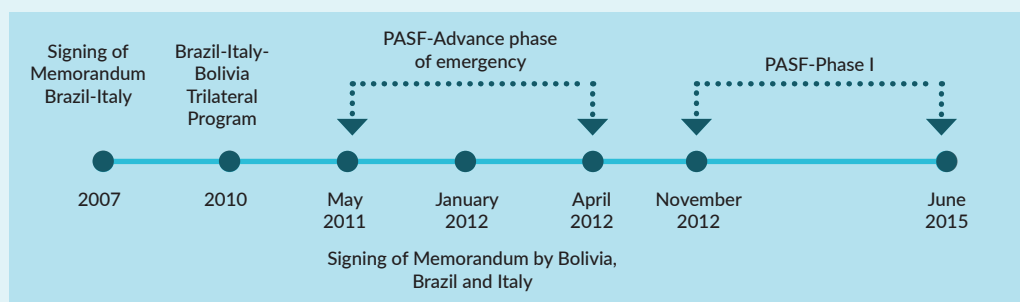
This program stems from a previous cooperation experience between Italy and Brazil that was subsequently adapted and replicated in the Andean country. The program dates back to 2007, with the signing of the Memorandum of Understanding between the governments of Brazil and Italy for the implementation of cooperation activities with third countries. It was ultimately undertaken two years later when the partners showed interest in replicating the Amazon without Fire program in other countries in the Amazon basin. This framework was more clearly defined in 2010 with the development of the program by the Italy-Brazil-Bolivia Trilateral Commission,

which led to the approval of the Memorandum of Understanding between the three governments for the effective implementation of the Program. This Program took account of the policies and priorities of the Bolivian government on environmental protection, biodiversity conservation, exploitation of natural resources and agricultural alternatives to the use of fire.

Between May 2011 and April 2012, and prior to the formalization of the trilateral memorandum, the CAF had implemented the "Amazon without Fire Program - Preliminary Emergency Phase" initiative in the Beni department (Bolivia) to prevent and control the use of fire. This justified the incorporation of the CAF as a fourth actor, providing financial support to Phase I of the program, which started in November 2012.

Chronology of the Amazon without Fire Program - Phase I

Source: SEGIB, based on reporting from PASF (2015)



d) Meanwhile, Institutional Strengthening (another one-fifth of the projects) focused entirely on the Government sector, the top sector in 2015. The projects supported in this area centered on transparency and citizen participation processes, public procurement, citizen security, tax systems or strengthening of judicial institutions. Finally, as mentioned earlier, projects in Other multisectoral, which exclusively focused on Gender, had a negligible share (barely 2%).

a) There is a clear difference between the areas strengthened through projects and actions, and the way in which they are distributed. Unlike the homogeneous distribution of projects, actions were highly concentrated in Institutional Strengthening, which accounted for more than half (55.4%) of them. The second most important area of action was Social, albeit with a significantly lower share (15.4%). The third and fourth place in the ranking was held, respectively, by the production and environment sectors, with similar shares (12.31% and 10.8%). Finally, Other multisectoral and Infrastructures and Economic Services, had the lowest shares, with only 4.6% and 1.5%.

A sectoral analysis was then conducted with the 65 Triangular Cooperation actions. The resulting Diagram (A.III.1) is included in the annex to this chapter. It can be concluded that:

During the almost three years in which the first phase was implemented, 49 municipalities and 440 communities in the Bolivian Amazon (departments of Beni, Cochabamba, La Paz, Pando and Santa Cruz) worked on “reducing the impact of fires in Bolivia’s Amazon region, through alternative practices to the use of fire, thus contributing to protecting the environment and improving the living conditions of communities”. To that end, a three-level governance structure was set up to ensure better coordination of the actors:

- the Multilateral Steering Committee, with representatives from all funding parties, as well as the Bolivian government counterpart funding. This political, strategic and institutional committee is the maximum decision-making authority responsible for strategic programming.
- The Technical Committee monitors the execution of activities, and the implementation of technical proposals and support for progress reports and annual operations.
- The Program Management Unit is directly responsible for the execution of activities. It consists of a multidisciplinary team of experts who organize and implement program activities from the headquarters in La Paz. There are also five other offices strategically located across the Amazon,

where the technical work teams are stationed.

As for the implementation of the Program, its strategy is based on technical training and development of training processes, as well as awareness raising and information activity. The training mechanism for trainers was thus adopted, providing a multiplier effect for disseminating capacities in priority areas. The trainings mainly focused on two areas: 1) controlled use of fire techniques, through training of community fire brigades for prevention and sensitization of local actors; and 2) training on alternative agricultural practices to the use of fire and forest protection.

The participating actors considered that the results achieved in the first phase were encouraging at a technical and institutional level, as well as for participating beneficiaries. The program’s proposal was thus easily approved by producers, rural communities, cattle ranchers and other local partners. These results include:

- 741 training workshops on various topics, with 23,402 participants (28% women).
- The creation of 150 fire brigades for the prevention and control of fires.
- The development of software for processing fire data.

- The installation of 118 demonstration units.
- The signing of 90 partnership agreements.
- 74% decrease in deforestation between 2010 and 2013.
- 70% less hot spots in 2014, compared to 2010.
- 96% decrease in burnt area in 2014 within the intervention area.

Finally, as mentioned earlier, and following the successful results of this first phase, the Program has entered its second phase, which seeks to strengthen the efficiency and effectiveness of the Bolivian State’s actions to implement local solutions and alternatives to reduce the impact of fires. The specific objective of this second phase will be to deepen the Bolivian government’s ownership of this initiative, especially the Plurinational Authority of Mother Earth, and thus ensure the sustainability of the results and expand the first phase’s scope.

Proof of the positive results achieved in Brazil and Bolivia through this program is the fact that it has been replicated in Ecuador between 2014 and 2015.

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus, PASF (2015) and <https://www.caf.com/es/actualidad/noticias/2012/12/amazonia-sin-fuego-en-el-pais>

- b) Likewise, Institutional Strengthening consisted entirely of actions aimed at strengthening the Government sector. This was achieved through capacity-building of different governmental institutions in a wide range of areas, such as security and prosecution of unlawful activities, management of international cooperation, tax collection and administration, or electoral systems.
- c) Meanwhile, the Social dimension focused on strengthening of health services, youth protection and training in education.
- d) Notable in the Economic dimension were Triangular Cooperation courses, especially in the agricultural sector, with the support of Japan or FAO.
- e) Finally, the actions in the Environment sector were evenly distributed between training on climate change adaptation and strengthening of disaster emergency services.

Box III.4. Triangular Cooperation's Contributions to Agenda 2030

Chapter II (Box II.5) of this Report replicates an exercise conducted last year. It consisted in identifying, for each SDG, the number of projects whose theme and goals would contribute towards its achievement. To that end, the relevant target was identified and, the SDG that would most benefit was prioritized, if necessary. This analysis goes beyond the usual sectoral analysis, directly linking and aligning the South-South Cooperation Report on Ibero-America with Agenda 2030. To complement these findings, this box focuses on the same analysis, but applied to Triangular Cooperation projects only.

Similarly to what has been done for Bilateral SSC, each of the 94 Triangular projects was assigned one SDG. Furthermore, an additional SDG was assigned to 62.8% of the projects, as they clearly had a second target. The Graph shows the outcome of this indexing process. On the left appears the share (%) of projects associated to each SDG, and, on the right, the 59 projects that were linked to not one, but two SDGs, whatever the second SDG identified may be.

It can be concluded from these results, which significantly diverge from those of Bilateral SSC, that:

- a) More than one-fifth of the projects (23.4%) were linked to the Zero Hunger SDG (SDG 2). Projects related to food security and food sector development and productivity were grouped under this heading. This is consistent with the sectoral analysis,

which found that the Health and Agriculture sectors were two top sectors. As in the case of Bilateral SSC, these projects were, in turn, linked primarily to SDG 8, which focuses on economic growth. This was due to the link between development and increased productivity in the agro-food sector and its contribution to the national economic output.

- b) The second SDG with more projects was Peace, Justice and Strong Institutions (SDG 16), nearly another one-fifth (19.1%). This was mostly due to the strong presence of the Government sector in the sectoral analysis, which explains why these projects under SDG 16 are closely related to target 16.6 on effective and transparent institutions. Furthermore, most of these projects were linked to SDG 17 (second in importance in the second part of the Graph). This is explained by the strong link between the initiatives that sought to strengthen and improve national institutions and the Means of Implementation. These include institutions responsible for producing national statistics (Target 17.18 on data availability), tax authorities (Target 17.1 on mobilization of internal resources), or cooperation managing authorities (Target 17.9 on national implementation of SDGs).
- c) In third, fourth and fifth places are the SDGs linked to Goals 11 (Sustainable Cities and Communities), 8 (Decent

Work and Economic Growth) and 3 (Health and Welfare), with shares (%) ranging between 7% and 10%, i.e. one-fourth of the remaining projects. These SDGs, which are listed in order of importance, covered projects in the area of sustainable housing, disaster management and municipal waste management (Targets 11.3, 11.5 and 11.6); support for entrepreneurship, job creation and economic productivity (Targets 8.2, 8.3 and 8.5); and reducing maternal mortality, prevention and treatment of non-communicable diseases and improving the quality of health services (Targets 3.1, 3.4 and 3.8).

- d) Finally, the remaining 12 SDGs accounted for 32% of the projects. These include the Environment sector (the second most important in the sectoral analysis), whose relevance is dissipated in this analysis as it is simultaneously linked to Goals 13, 14 and 15, which are related to climate change, protection of marine ecosystems and of terrestrial systems, respectively. Projects linked to clean water and sanitation (SDG 6) may also be added to this mix.

Finally, the gap between the number of Bilateral projects, 721, and Triangular Cooperation projects, 94, makes impossible to conduct a relational analysis of different SDGs, as the representativeness of the data is too poor to draw meaningful conclusions.

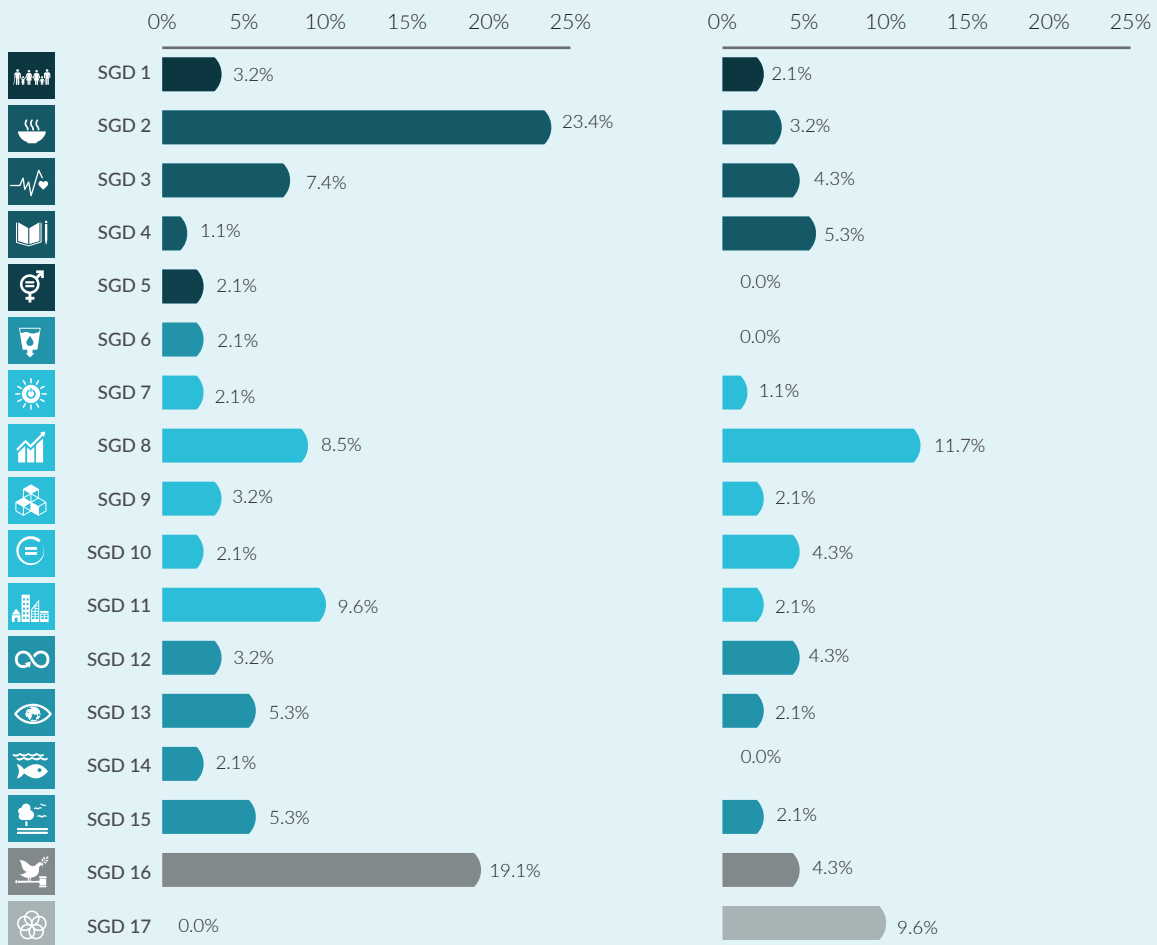
Source: SEGIB, based on reporting from cooperation agencies and/or bureaus and the United Nations (2015)

In concluding this section, and with the aim of explaining and contextualizing Triangular Cooperation in Ibero-American countries within the framework of Agenda 2030, the sectoral analysis is complemented with Table III.3, which includes an additional analysis of the projects implemented in 2015, based on the contributions identified to achieve each of the Sustainable Development Objectives defined in Agenda 2030.

The bulk of the projects were geared towards Other services and social policies and Health, which jointly accounted for three out of four projects in the Social area

Triangular Cooperation Projects by SDGs to which they contributed. 2015

Share (%)



Note: The left column shows the total number of projects by SDG, and the right column details projects with a secondary SDG.
 Source: SEGIB, based on reporting from cooperation agencies and/or bureaus and the United Nations (2015).

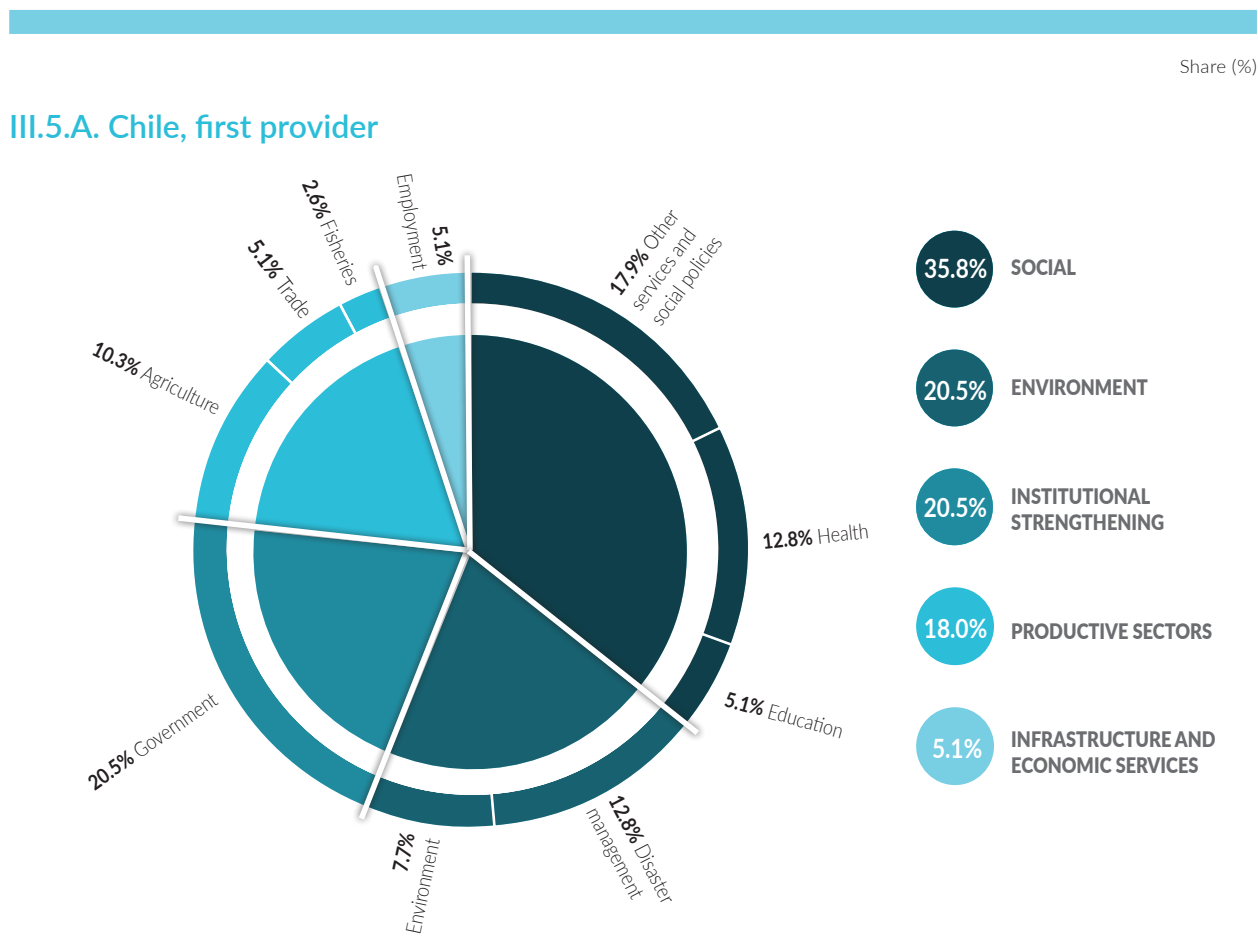
III.3.2. SECTORAL PROFILE OF TRIANGULAR COOPERATION'S MAIN ACTORS

In order to complement and deepen the sectoral analysis undertaken, a review was made of the areas in which the main actors of Triangular Cooperation cooperated most in 2015 in each of the roles of this modality. This review pursues two objectives: 1) determine whether the countries effectively diversify their triangular cooperation (provided or received); and, 2) corroborate whether the analysis of Triangular Cooperation is skewed by a sectoral bias of one of the main actors. In order to achieve minimally meaningful results and conclusions, the analysis must be based on a minimum number of projects. This exercise is exclusively limited to the three most relevant countries acting in each role: Chile, Germany and El Salvador, with 28, 21 and 11 projects, respectively, as first provider, second provider and recipient.

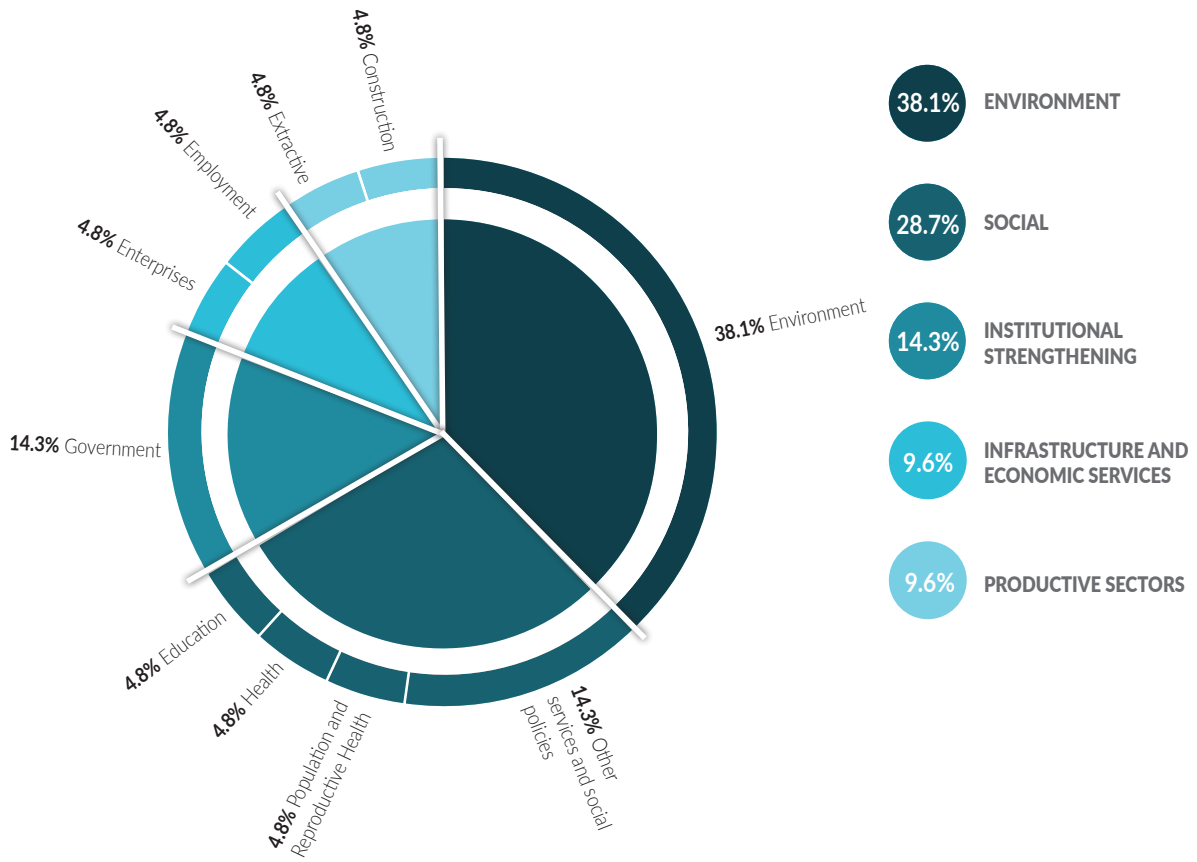
To improve the representativeness of the samples even more, for instance, in the case of El Salvador, the top recipient of Triangular Cooperation in 2015, the analysis took place after the 11 projects in which the country participated individually as recipient were added to those in which it participated with other countries. This brought the number of initiatives analyzed to 27, making the results more meaningful. Likewise, a project in which Chile acted as first provider together with Mexico was added to the projects in which Chile participated individually as first provider.

As a result of the above, Graph III.5, with its three variants (A, B and C), depicts the capacity profile of each of the three main actors of Triangular Cooperation in 2015 (Chile, Germany and El Salvador, respectively). Each graph combines a dual-level analysis: 1) the center of the graph shows the project's share by area of action; and 2) the external part shows the

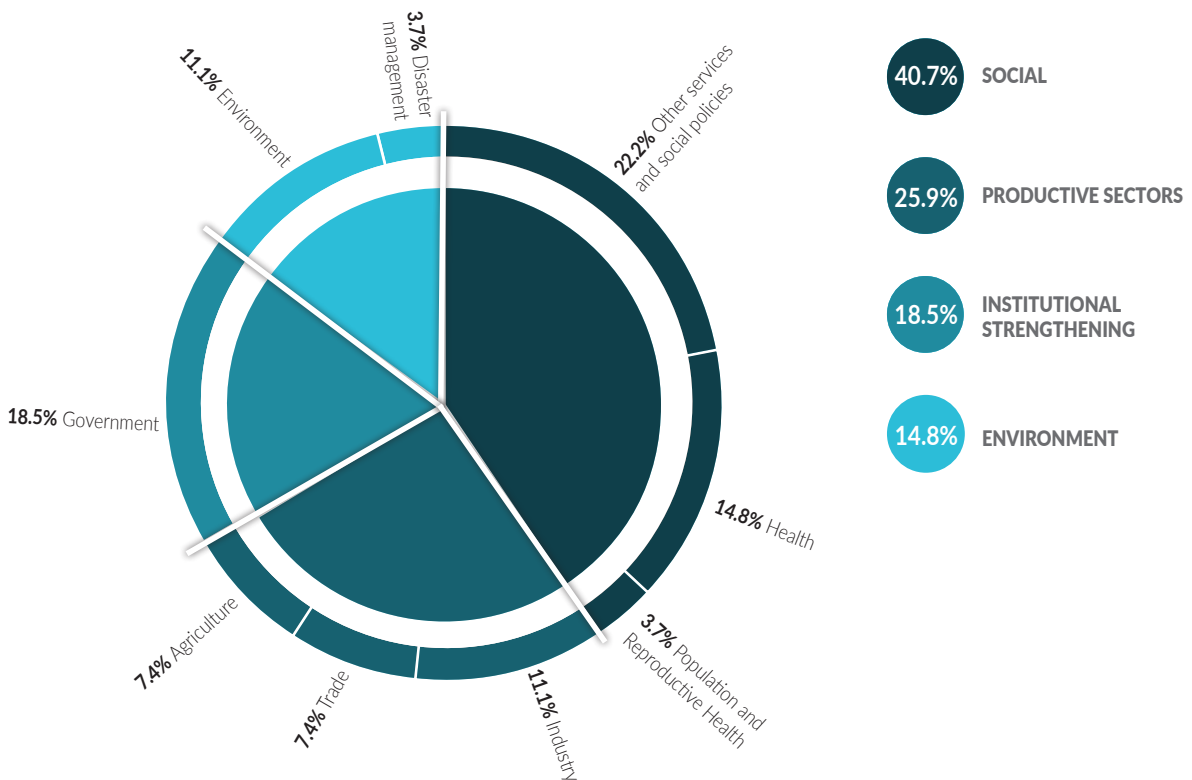
Graph III.5. Sectoral distribution of Triangular SSC projects of the main actors acting in each of the roles. 2015



III.5.B. Germany, second provider



III.5.C. El Salvador, recipient



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

breakdown of share by sectors. It can be concluded that:

- a) Chile, as capacity transferor, had a relatively diversified profile, albeit with nuances. The bulk of its projects were in the Social area, which accounted for more than one-third (35.9%) of its Triangular Cooperation. Of these, the projects in Other services and social policies (second area with more projects) and Health are worthy of note. The former contributed to social policies, projects to fight against hunger and poverty, disability and other social programs; while the Health sector encompassed widely varied projects, including early detection of cancer, blood transfusion services and improved health care services. Environment and Institutional Strengthening came next in importance, each accounting for one-fifth of all projects. When this figure is added to the Social area, together they represent three out of four of Chile's projects. While Environment focused more on disaster management and prevention than protection of the environment, Institutional Strengthening was geared towards improving government structures in issues such as public procurement, civil service or transparency. The Economic dimension ranked fourth with a focus on production (especially, agriculture and trade) rather than infrastructure and services, where only job creation activities took place. Finally, in the Chilean case, worthy of note are the differences between its sectoral profile in this report and that of the previous report in which the productive sectors accounted for almost 3 out of 10 projects (29%) versus little more than two (23%) in this edition. This means that the environmental sector increased its share from 11% in 2014 to 20.5% in 2015.
- b) As for the second top provider, Germany, its sector profile was very similar to other periods. As is customary, the environmental sector, which accounted for 38.1% of the total, implemented a series of projects targeted at adaptation to climate change or managing waste, residues and contaminated sites. The Social dimension was the second area most supported by this country, which is explained by its relationship with Chile in this area. These two areas (environmental and social) plus Institutional Strengthening (focused entirely on the Government sector) account for 8 out of 10 German projects (81%). Finally, job creation and promotion of entrepreneurship, as well as construction and extractive industries were also supported, albeit to a lesser degree.
- c) El Salvador had a highly social profile, unlike the previous period, where the economic dimension and, in particular, the productive sectors dominated. Thus, in 2015, the social dimension accounted for 40.7% of all activities in which capacities were strengthened, especially health and strengthening of other social policies, including food security and poverty. The economic dimension, which was second in importance (25.9%), focused on projects that aimed to provide greater security to international trade, strengthen the agricultural sector and implement technological improvements to industry. In this latter case, it mainly participated together with other countries in the region as recipient. Its share in Institutional Strengthening and Environment was smaller, close to 15% (18.5% and 14.8%, respectively).

The bulk of Chile's projects were in the Social area, which accounted for more than one-third (35.9%) of its Triangular Cooperation

III.4. OPERATIONAL ASPECTS OF TRIANGULAR COOPERATION

Learning and deepening understanding about South-South Cooperation's qualitative elements is one of the things that elicit strong interest in Triangular Cooperation. This stems partly from one feature of Triangular Cooperation, i.e. the involvement of more than two countries or actors in the implementation of projects and actions. This entails a more complex operation, especially as regards preserving and promoting the principles that characterize Ibero-American South-South Cooperation, including horizontality, recipient leadership or mutual accountability throughout the project cycle.⁸ This is done by examining and reviewing various aspects, including, for instance, the way in which Triangular Cooperation initiatives start, the formal mechanisms under which it operates and how the actors engage during the different project phases.

Through successive editions of this report, progress has been made in systematizing this information through statistical analyses that enable conclusions to be drawn on these aspects. These three elements (how projects start, what is the framework and how they participate) are addressed in subsequent sections, provided that the information available is sufficiently representative to draw robust conclusions.

III.4.1. OPERATIONAL FRAMEWORKS

As to how the countries articulate the implementation of Triangular Cooperation projects and actions, it is interesting to review the formal mechanisms under which partner countries operate, in particular whether these mechanisms regulate what form these processes and procedures might take or whether they set up governance bodies for implementing projects and/or actions.

The review of information related to these regulatory frameworks was done on an aggregate

basis for all projects and actions, in an attempt to address the lack of data that would result in a disaggregated analysis that is not sufficiently representative. Graphs III.6 and III.7 were plotted, respectively, to illustrate in a simple way the existence (or not) of these regulatory frameworks and when they were created, and who were the actors that adhered to them and their roles.

It therefore follows that:

- a) Half of the projects and actions (50.3%) provided information on the existence or not of regulatory frameworks. Accordingly, Graph III.6, which classifies these initiatives according to two levels of aggregation, was developed.
 - First, the initiatives are classified according to whether or not they have a regulatory framework for triangulation. As shown in the pie chart, in this case, there were 80 initiatives for which data is available. Almost 9 out of 10 countries (88.8%) had some kind of mechanism versus 11.3% that had no instruments to establish and regulate the relationship between participating countries.
 - Secondly, in the case of countries with some form of regulatory framework, it was further examined whether this regulatory instrument existed prior to formulation, in order to determine whether it was created specifically for the initiative concerned or it was some sort of framework agreement for all activities to be implemented by the actors who have subscribed to it. The right bar in the chart shows the 73 initiatives with some sort of regulation. This confirms that 69% of initiatives already had a framework prior to the formulation of actions or projects (61.3% of the total) versus 31% that created a framework for

⁸ Indeed, a more detailed breakdown and analysis of the principles of South-South Cooperation applied to Triangular Cooperation can be found in the "Guide to the Management of Triangular Cooperation in Ibero-America" (PIFCSS, 2015).

the implementation of the project or action (27.5% of the total).

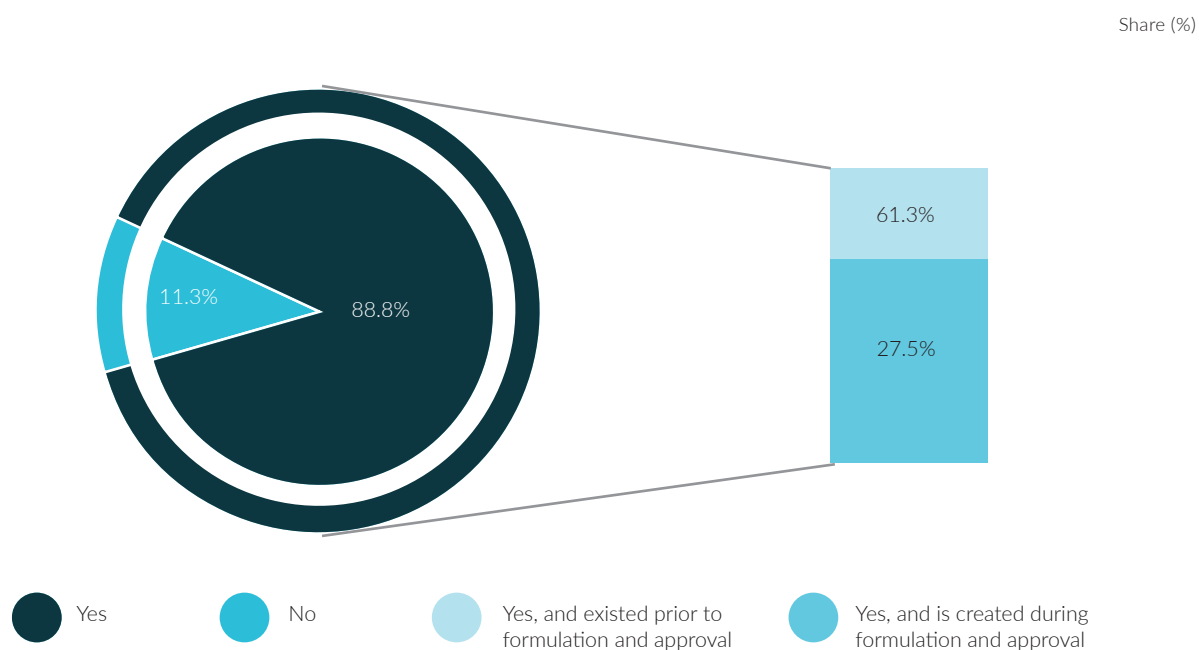
b) Furthermore, Graph III.7 is based on the analysis on who were the actors and what were their roles in the initiatives. It reveals that:

- Only three of the possible combinations of the three roles occurred: 1) all actors simultaneously participate in that instrument; 2) first and second provider together; and 3) first provider and recipient.
- The bulk of these initiatives saw the first and second provider adhere to some mechanism to regulate certain elements of the triangulation. This result was strongly influenced by the third country courses

supported by Japan, who together with a first provider (Mexico, Brazil, Chile or Argentina) endorses this program, which also regulates, to a certain extent, the relationship between the first and second provider.

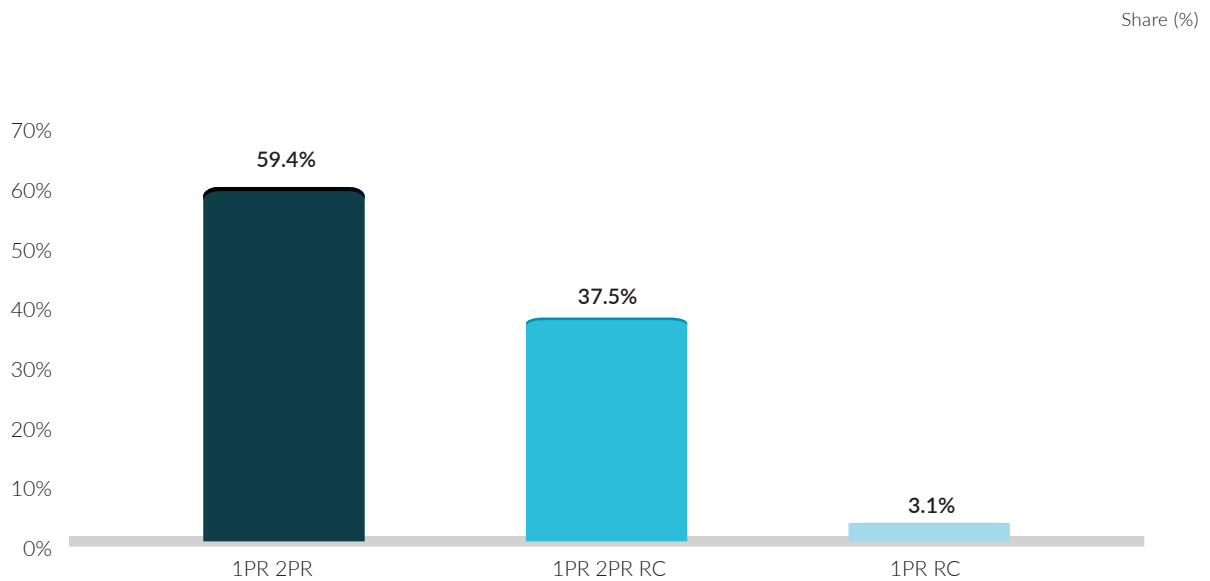
- The second most common case (almost 40%) are initiatives with instruments that involve all three roles, and are carried out almost entirely through projects, rather than actions. This is consistent with the fact that such instruments are often more operational in nature, and therefore result in more efficient and coordinated project management. There were also cases in which all three roles were active under some legal mechanism that supported the implementation of more than one project. These were subsequently developed and defined in greater depth.

Graph III.6. Share (%) of projects and actions implemented under triangulation regulation mechanisms. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Graph III.7. Roles that subscribe existing regulatory triangulation mechanisms. 2015



Note: Percentages are calculated based on the total number of projects and actions that had a regulatory mechanism.
 Note 2: The acronyms used stand for first provider (1PR), second provider (2PR) and recipient (RC).
 Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

III.4.2. ORIGIN OF TRIANGULAR COOPERATION INITIATIVES

In order to analyze how Triangular Cooperation originates and starts, the countries provide information on how the first interactions between the different actors, which eventually result in a specific initiative, take place. This seeks to review whether this approximation, for instance, occurs at the recipient’s demand and who the demand is aimed at, i.e. the capacity transferor, the second provider or simultaneously to both partners.

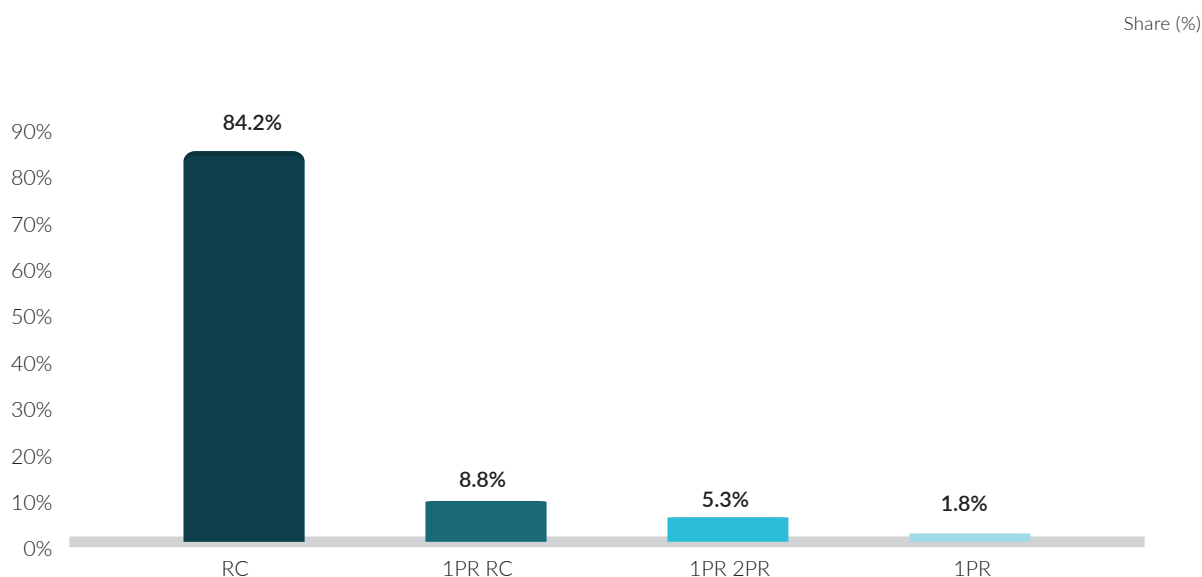
This component is closely linked to the existence or not of legal frameworks or funds for Triangular Cooperation initiatives; aspects that have been reviewed in the previous section. The existence of these frameworks is thus sometimes articulated, facilitated, and even, in some cases, predetermined by triangular initiative approval procedures.

Graph III.8 is based on data available on countries that took the lead to promote different projects and actions (this data was available for only just over a third of all registrations – 35.8% –). The

Graph shows the projects and actions for which this information was available, broken down by the role played by the initiative, whether submitting an application or an invitation to participate in a project or action. Although only an even fewer number of projects and actions provided detailed information on which actor led the initiative and what was the sequence, it can be concluded that:

- a) The bulk of the initiatives (84.2%) were established at the request of the recipient. In many cases, they were established within the framework of Joint Commissions between cooperation-governing institutions, or arose from inter-institutional agreements between peer institutions. The second provider would then join the initiative. This process is mainly contingent on which country acts in this role.
- b) Nearly one-tenth of the initiatives (8.8%) originated between recipient countries and first provider countries that had already engaged in exchanges. They also originated mainly through bilateral dialogue, prior to the formal incorporation of the country as second provider.

Graph III.8. Triangular Cooperation projects and actions by who took the lead. 2015



Note: Percentages are calculated based on the total number of actions which stated the origin of the initiative.
 Note 2: The acronyms used stand for first provider (1PR), second provider (2PR) and recipient (RC).
 Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

c) Only very rarely (5.3%) did a preexisting partnership between the first and second provider lead to a technical cooperation, which was later joined by the recipient following its presentation.

As to the process for incorporating the second provider, it is usually contingent on who is this actor or the type of agreement already reached with the first provider. Several examples of how these articulations take place are outlined below, supplemented by Chart III.1 for better understanding of these partnerships.

a) For example, in the case of projects funded by Germany’s regional fund for Triangular Cooperation in Latin America and the Caribbean, the country’s incorporation into triangular cooperation was contingent to the fund’s pre-existing regulations. This corresponds to the first variant (III.1.A) of the Chart, which shows that first providers and recipients are responsible for submitting a joint proposal to the fund, following the request for technical support. This gives a second provider the opportunity to join the triangulation. This is also the case for other international competitive funds, such as the IDB Regional

Public Goods Initiative or the G77 Pérez Guerrero Trust Fund (managed by UNDP) or other mechanisms such as triangular cooperation between Brazil and the OAS. Other examples under this scheme include situations in which two countries agree to implement a bilateral initiative and, at some point, jointly decide to propose to a third party to join them (for instance, Colombia, El Salvador and UNICEF’s project on prevention of violence among adolescents).

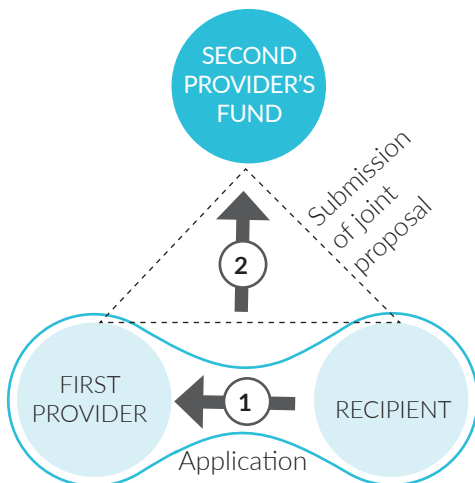
b) The Costa-Rica-Spain Triangular Cooperation Program is another triangulation mechanism based on calls for theme-based cooperation, where recipient countries submit their applications to the program through the Directorate for International Cooperation of the Costa Rican Ministry of Foreign Affairs and Worship. Subsequently, these projects are evaluated and, if necessary, approved by a Bipartite Technical Committee, composed of Costa Rican and Spanish representatives. Although the Chile-Spain Joint Triangular Cooperation Fund is not governed by the same system of calls, it does have a similar structure, since applications for cooperation received by the Southern Cone country are

forwarded to the joint decision-making body of this Fund (Chile-Spain Triangular Cooperation Technical Committee). Triangular projects between Uruguay and El Salvador, as first providers, and Spain is another example of this articulation. Once Uruguay or El Salvador has implemented exchanges with the recipient countries (sometimes within the frameworks of their own bilateral Joint Commissions), Spain is incorporated into the

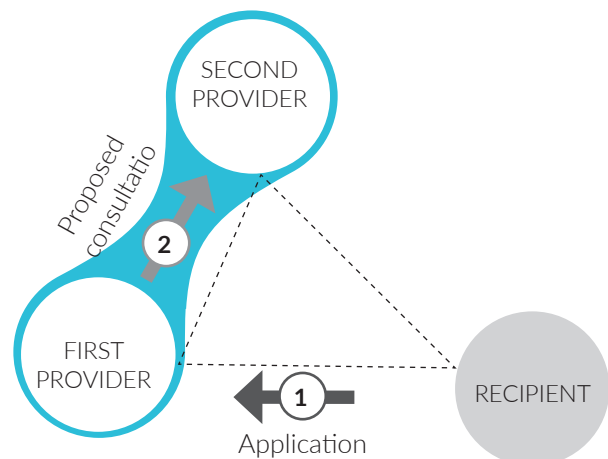
initiatives that were relevant within the framework of the Triangular Cooperation Program that each country has with the Iberian country. These articulations correlate with Chart III.1.B, where the recipient submits the application to the first provider, who, through a pre-established mechanism (such as these funds or triangular cooperation programs), makes possible the incorporation of the second provider.

Chart III.1. Some forms of articulation in Triangular Cooperation. 2015

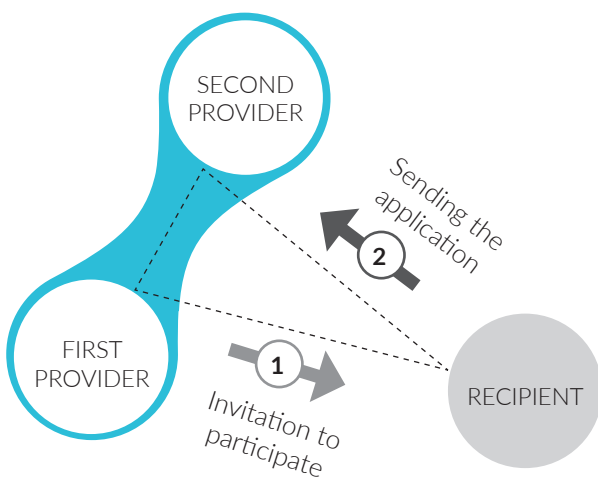
III.1.A



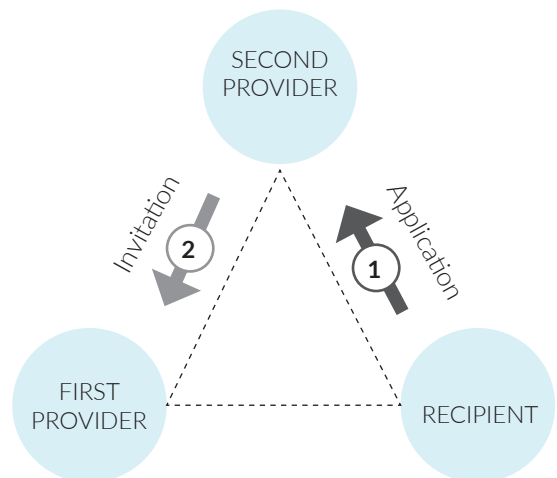
III.1.B



III.1.C



III.1.D



Source: SEGIB.

The bulk of the initiatives (84.2%) were established at the request of the recipient. They were established within the framework of Joint Commissions between cooperation-governing institutions, or arose from inter-institutional agreements between peer institutions

- c) The training programs with third countries,⁹ which Japan has been operating for years in partnership with various countries in the region such as Argentina, Chile, Mexico or Brazil, is a recurring Triangular Cooperation initiative. As in other cases, a Joint Committee composed of representatives from both countries was established. For instance, in the Argentine case, the planning committee is composed of officials from both countries' embassies, the General Directorate for International Cooperation and the Argentine JICA. As Chart III.1.C outlines, the first and second provider already have a joint cooperation program, through which they periodically provide thematic courses to different countries in the region through a call-based system. Once invited, potential recipient countries request their official participation in the courses.
- d) Lastly, there is the case of Triangular Cooperation actions sponsored within the framework of the Eurosocal Program.¹⁰ This is a unique formula, given that the application is submitted by the recipient to the second provider (a European partner member of the program consortium). This provider, who is acquainted with the realities of the issue in the region, identifies potential partners that can act as Second Providers.

III.4.3. PARTICIPATION OF THE DIFFERENT ROLES IN TRIANGULAR COOPERATION INITIATIVES

Finally, in concluding the review of the more qualitative aspects, and based on the information provided by the countries, the review focused on which actors, acting in a particular role, participated in each of the four project phases that exist in Ibero-America. These are: identification, negotiation and formulation, implementation and monitoring and evaluation (the latter two managed jointly). This helps to identify at least two elements: whether triangulation, understood as the presence of the three roles, occurs throughout the project cycle (horizontality indicator); and, whether the recipient participates actively in all phases and not only in implementation (recipient leadership indicator).

Based only on projects, the four variants of Graph III.9, (A, B, C and D) were plotted to¹¹ reflect each of the phases of the implementation cycle. The different bars on each graph represent the share of projects implemented under each possible combination of roles. For all phases, the first bar on the left, which is highlighted in each of the four graphs, represents the share of projects in which all actors acting in all three roles simultaneously participated. As to who the actors were that represented the countries, the casuistry is very diverse: government entities, such as international cooperation agencies and/or bureaus, regional or national offices of cooperation-governing institutions, sectoral institutions that are the backbone of technical cooperation, or embassies of participating countries.

The first conclusion from these graphs is that the most common combination in all phases was three actors participating together throughout the project cycle. There were, however, significant differences depending on the project phase analyzed:

⁹ Third Country Training Program.

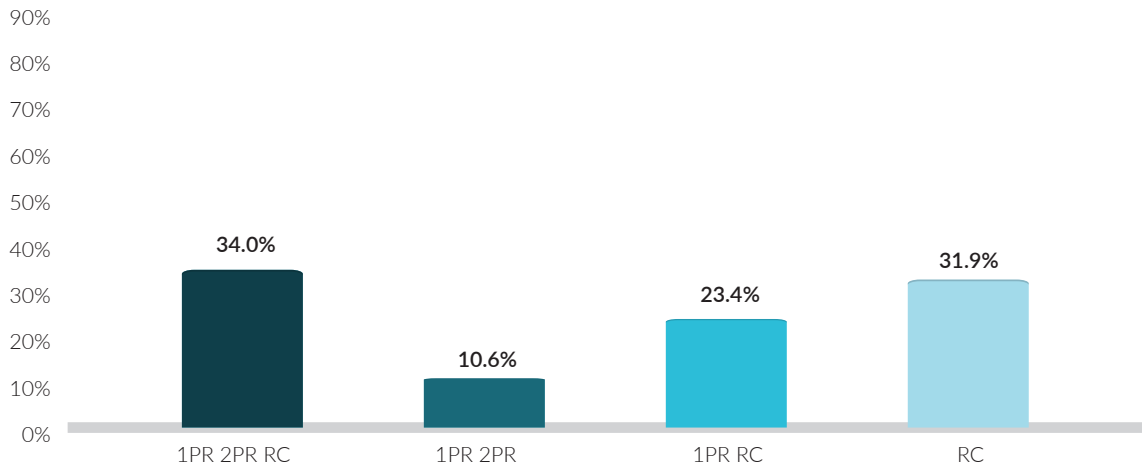
¹⁰ The Eurosocal Program is a regional cooperation program of the European Commission with the Latin American region. It is not in itself a South-South Cooperation program, although South-South exchanges are promoted within the framework of its activities, which Ibero-American countries report as ad-hoc triangular actions.

¹¹ Since actions do not often have the same phases as a project, the data are not representative and, therefore, are not included in this analysis.

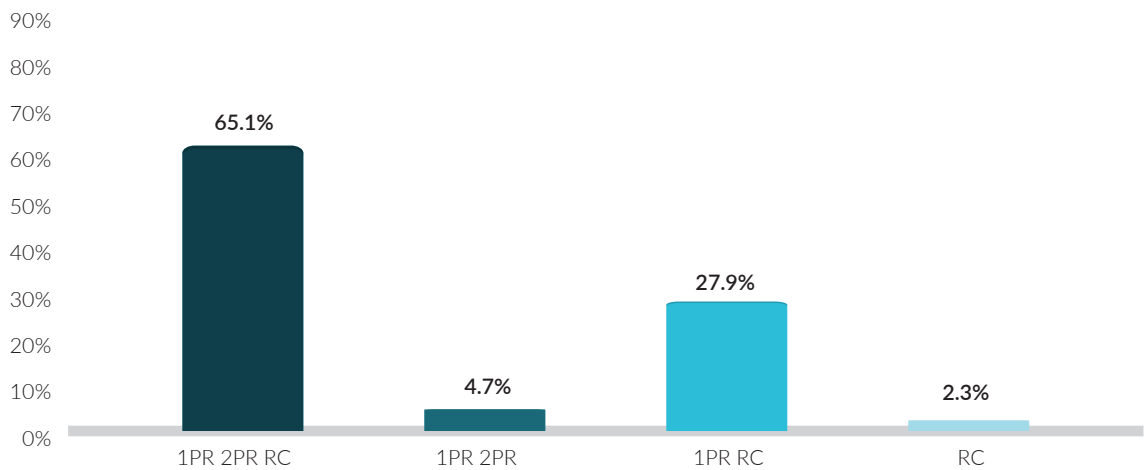
Graph III.9. Share (%) of the different roles in each phase of Triangular Cooperation projects. 2015



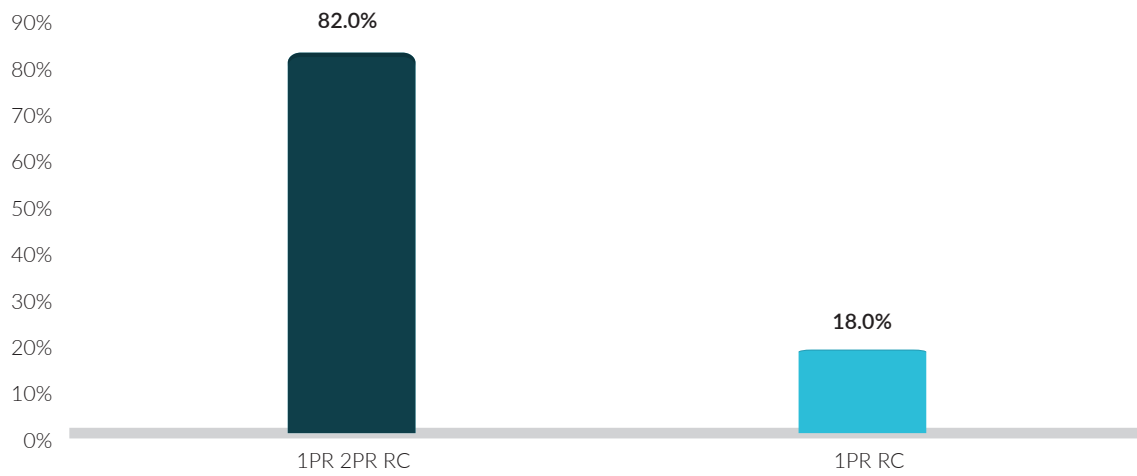
III.9.A. Identification



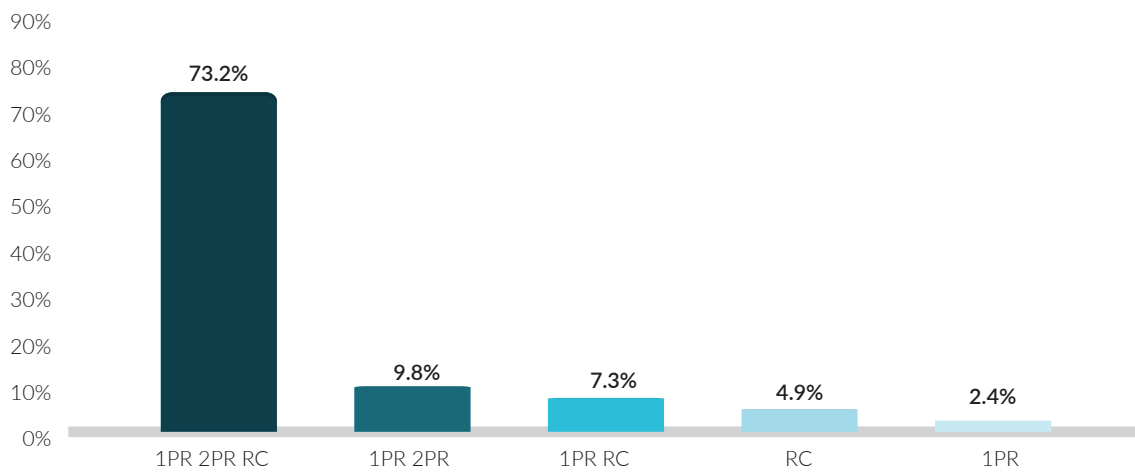
III.9.B. Formulation and negotiation



III.9.C. Implementation



III.9.D. Monitoring and evaluation



The acronyms used stand for first provider (1PR), second provider (2PR) and recipient (RC).

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

- a) Although the most common combination was three actors participating together in the project, it only accounted for slightly more than one-third of the projects (34%). It is also interesting to note that, in some cases, despite the three roles participated in the identification phase, they did so at different times, with the first provider acting as the coordinator and focal point for the other two roles. On the other hand, in one-third of the projects (31.9%), identification only involved the recipient. In 23.4% of cases, the project was jointly implemented by the first provider and the recipient. This is one of the most representative cases of competitive funds, in which the second provider joins the project, based on a project proposal that has been developed to a greater or lesser extent. These three aggregate models also show that the recipient participated in the identification phase of almost nine out of ten projects (89.3%). Conversely, it was found that the second provider participated in the diagnostic phase of less than half of the projects (44.6%).
- b) Meanwhile, the presence of the three roles was higher in the negotiation phase, nearly two thirds of the registers (65.1%). This was closely linked to the fact that the formalization of projects requires, in many cases, the involvement of all three roles. The joint collaboration of first provider and recipient in formulating the project prior to the actual incorporation of the second provider is the next most common combination, bringing the aggregate share to 93% of projects.
- c) The highest share of actors involved in projects do so in the implementation phase, which is consistent with the fact that this is the most important stage of the cycle. Thus, in 4 out of 5 projects (79.5%), the countries and/or organizations that participated in the project were at some point involved in the implementation of the project. The remaining one-fifth only had the first provider and recipient, which is consistent with triangulations in which the second provider only provides financial resources, for instance, through a grant for the implementation of activities.
- d) In the case of monitoring and evaluation, which are jointly analyzed despite being two clearly differentiated processes, all three actors simultaneously show a high participation rate, as they account for almost three quarters of the records (73.2%). The remaining combinations, with smaller shares, were nonetheless more varied than in other phases. In 85.4% of the projects, the recipient had an active role in the monitoring and evaluation processes. This percentage was lower than for the first provider, who participated in 92.7% of the projects, but higher than for the second provider, who was active in 83% of them.

The recipient participated in the identification phase of almost nine out of ten projects (89.3%)

III.5. OTHER ASPECTS OF TRIANGULAR COOPERATION

The last section of Chapter II of this Report includes several analyses that seek to define and outline other aspects of Bilateral SSC, such as *dimension*, *efficiency* and *responsibility* of participating partners. An attempt is made to define these aspects within the framework of this Report, using existing indicators that require a combination of information on project and action implementation dates and the amounts mobilized for that purpose.¹²

A review was conducted on the availability of information on triangular projects and actions to determine the extent to which the analysis of Chapter II can be replicated in Triangular SSC. The availability of approval, start and end dates for Triangular Cooperation initiatives are shown in Graph A.III.1 of the annex to this chapter. This Graph also includes possible combinations of dates, and confirms the feasibility of this study, which is developed in the following sections. However, there is insufficient data on costs, which makes the application of economic indicators to this section impossible.

III.5.1. DIMENSION OF TRIANGULAR SSC

To provide an overview of the Triangular Cooperation dimension, and go beyond a simple headcount of projects and actions under this modality, it is firstly necessary to analyze the duration of such initiatives. This will help determine the magnitude of the initiatives, their duration and the variability of this data (range of values), both for projects and actions.

It should be recalled that, in order to calculate the duration of an initiative, it is necessary to know simultaneously the exact start date and end date. As mentioned earlier, Graph A.III.1 (Annex), in its variants A.III.1.1 and A.III.1.2,

shows the availability of data for projects and actions, respectively. It can be concluded that:

- a) In the case of projects, both (start and end) dates were available in 58.5% of the cases. This was highly conditioned by the availability of the end date (with lower coverage, 60.6%) versus the start date (87.2%). This is partly explained by the fact that, since projects tend to extend beyond one period, many (38.3%) were already in progress at the time of the reporting by the countries and did not have an end date.
- b) In the case of actions, data availability for both start dates (93.8%) and end dates (92.3%) was significantly higher. Accordingly, the combined availability of both dates was also much higher, exceeding 90% of records (92.3%).

Following the review of data availability, the distribution of projects and actions was graphically represented based on their duration. To that end, a graph similar to the one shown in the last section of Chapter II was used.¹³ Graph III.10 consists of two box diagrams, one for projects (left of the chart) and one for actions (right). In summary, each of the boxes shows graphically, in ascending order, the distribution of all values obtained for the relevant variable (in this case, duration of initiatives). Thus, the ends of the box define the different sections of this distribution, depending on whether it is the bottom of the box (indicates the position of the first quartile) or the top of the box (position of the third quartile).¹⁴ Within the box, the symbol "x" indicates the mean value of the distribution and, the horizontal line depicts the median, i.e. the value that divides the distribution into two parts with equal numbers of values.

¹² Given the very low representativeness of the data available on economic costs, this chapter does not include an economic analysis.

¹³ This chapter includes a more comprehensive explanation on how the graph was plotted and what it means.

¹⁴ A distribution has three quartiles, which divide the graph into four sections, each showing the position of 25% of the values available. It should be recalled that the second quartile coincides, by definition, with the median value.

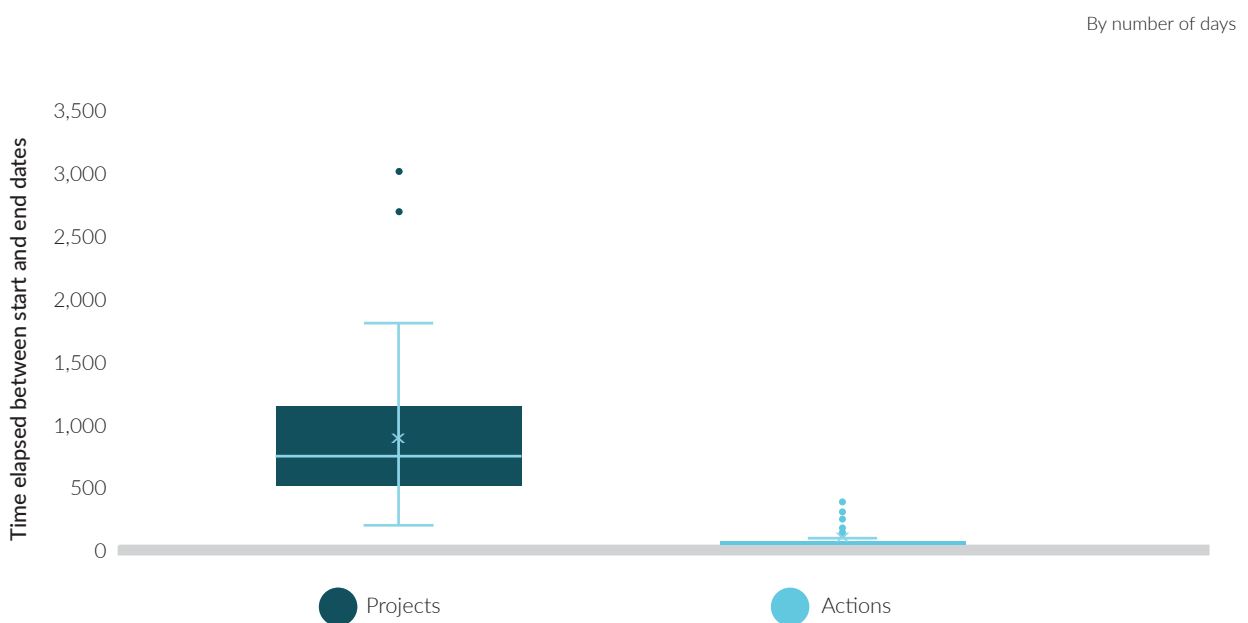
A comparative analysis of both instruments concluded that:

- a) In keeping with the definition of projects and actions, the project duration distribution values are shown along the vertical axis. These values range wider than those of actions. In particular, and on average, projects lasted about two and a half years (916.9 days), compared to approximately one and a half months (39.7 days) for actions.
- b) Although the minimum and maximum values of the projects differed widely (with a minimum duration of 206 days up to a maximum of 3,043, i.e. slightly more than six months compared to more than 8 years), 50% of the projects lasted between one year and a half (517 days) and little more than three years (1,140 days). Furthermore, the position of the median (746 days), which is

On average, projects lasted about two and a half years (916.9 days), compared to approximately one and a half months (39.7 days) for actions

much closer to the bottom of the box, reveals that distribution values were asymmetric, and tended to concentrate on shorter duration values. On the other hand, the upper distribution values were highly dispersed above the median, as the dots at the top of the graph indicate. This means that some isolated, long-term projects

Graph III.10. Distribution of Triangular Cooperation projects and actions by duration. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

significantly affected the calculation of the mean duration.

- c) As for actions, the minimum and maximum values were less disparate than for projects, ranging from a minimum duration of 1 day up to one year and a half. Although the graph scale does not show this, 50% of the central values of the distribution (i.e. 50% of the action) were between 3.3 and 25 days, in addition to the value of the median, which is very close to the first quartile (5.5). This indicates that half of the actions were executed in less than six days.

III.5.2. EFFICIENCY

Secondly, two indicators are used to provide an overview of performance and implementation efficiency in Triangular Cooperation.

- a) The first consists in calculating the time elapsed between the approval of an initiative and starting implementation. Given that formulation processes (especially for projects) take place between these two dates, a shorter time frame indicates speedier turnaround from the moment a project or action is approved until its execution starts.
- b) The second has to do with the capacity to budget according to actual resource requirements and scheduled activities. This indicator is calculated as the difference between budgeted and executed costs.

As mentioned earlier, the lack of data makes it impossible to apply the second indicator. However, the first indicator can be analyzed. Graph A.III.1 on data availability appears to suggest again that:

- a) The availability of start dates was remarkably high for both projects and actions, with above 85% coverage. Likewise, the availability of approval dates was lower and uneven: 67% for projects versus 38.5% for

actions. This lower percentage for actions is due to the fact that a large number of actions were not implemented under formal frameworks, which is not the case of many projects, most of which were approved in mixed commissions.

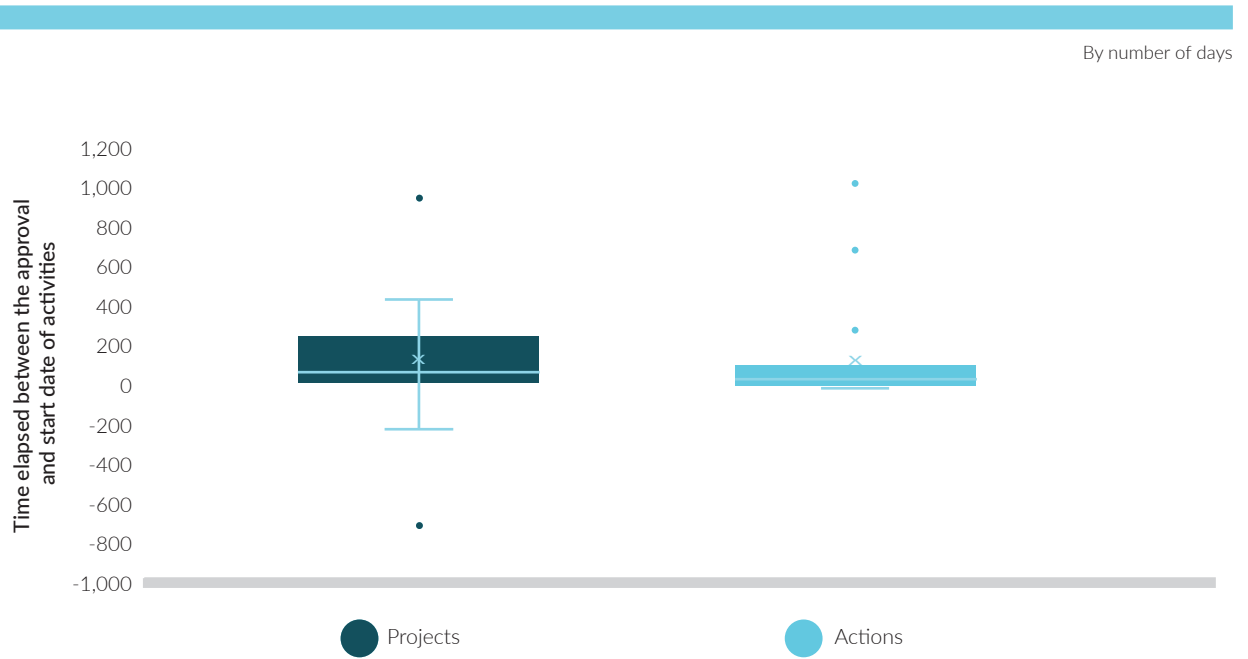
- b) The simultaneous availability of both data varied widely, depending on whether they were projects or actions. In the case of projects, approval and start dates were simultaneously available for six out of ten projects (59.6%), while the percentage was much lower (36.9%) for actions.

Graph III.11 was then plotted, based on available data. This graph compares projects and actions by time elapsed between the approval and commencement of the activity. It can be concluded from this graph that:

- a) For projects, the values were in a much broader range: from negative values indicating that these projects were formally approved after their commencement to positive values of more than one year.¹⁵ Half of the central distribution values on the time elapsed between the two dates ranged from 0.5 days to approximately 8 months (246.8 days). Meanwhile, the average value between the approval and start dates for projects was quite representative, approximately 120 days, or 4 months.
- b) In analyzing the actions, the dispersion of core values (contained within the box and concerning 50% of the actions) was much lower, in line with the duration variable examined in the previous section. Nonetheless, the positives values were relatively high; higher than the year in which the average total was 130 days, which differs from the central value of 27.5 days. These central values indicate that the start dates of half of the actions in 2015 were delayed between 3 days and just over two months (83 days).

¹⁵ The extreme values -720 and 948 are considered outliers, because they are markedly different from the rest of the distribution values.

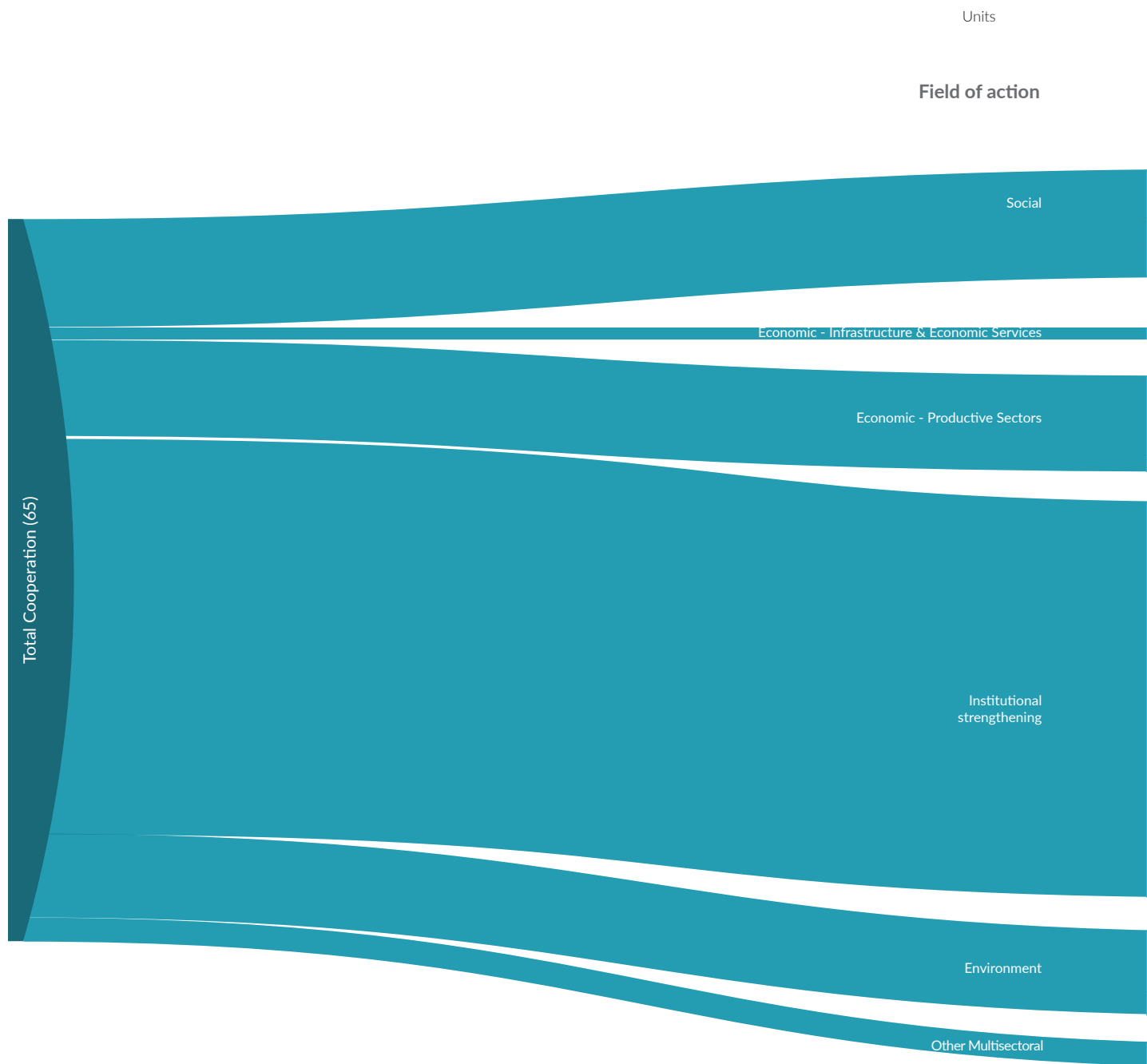
Graph III.11. Distribution of Triangular Cooperation projects and actions by the time elapsed between the approval and start date of activities. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

ANNEX III

Diagram A.III.1. Sectoral distribution of Triangular Cooperation actions. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

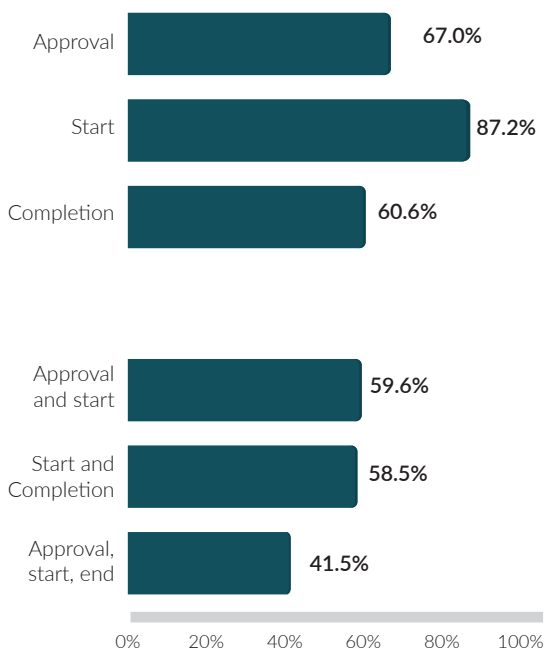
Activity sector



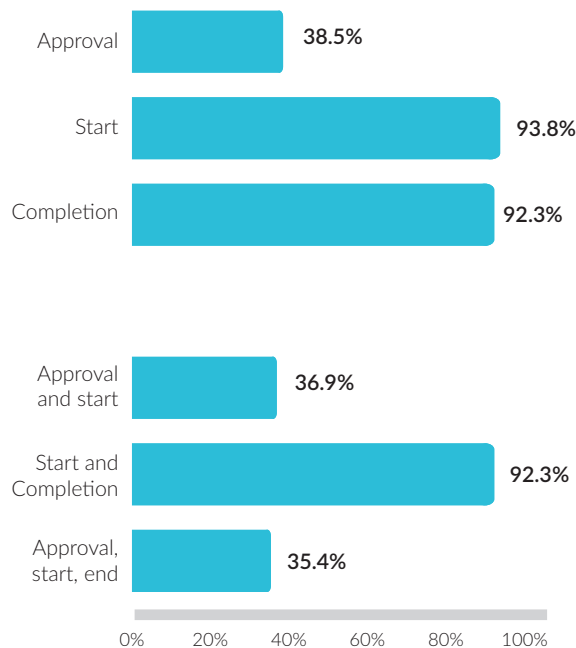
Graph A.III.1. Information on available dates for Triangular Cooperation projects and actions. 2015

Share (%) of all records

A.III.1.1



A.III.1.2



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.







CHAPTER IV

IBERO-AMERICA AND REGIONAL SOUTH-SOUTH COOPERATION

This fourth chapter analyzes the third form of cooperation recognized in Ibero-America, the now so-called Regional South-South Cooperation. However, as stated earlier, the decision to change the name in late 2016 did not affect the type of cooperation itself: a South-South Cooperation in which at least three developing countries share, agree and support the aim to strengthen regional development and/or integration, articulated around an institutional mechanism, formally recognized by all parties, which regulates relations between participants, and is implemented through programs and projects (but never actions) (PIFCSS and SEGIB, 2013).

In the context of this conceptual framework, the analysis focuses on the following issues:

- a) First, it identifies, and classifies, at subregional level, the Regional South-South Cooperation programs and projects that Ibero-American countries reported as being in progress in 2015.
- b) The next two sections focus on the actors who participated in this cooperation: Ibero-American countries, on the one hand, and multilateral bodies, on the other. In the second case, it is not only about identifying the more active bodies, but also primarily about analyzing how the more active organizations influenced the institutional, organizational and regulatory frameworks under which the different programs and projects were implemented.
- c) Fourthly, the links between countries and bodies are identified to analyze how the countries' membership in multilateral organizations could influence how they relate to others, i.e. it analyzes with which cooperation partners they often coincided and how this was impacted by their membership in multilateral bodies.
- d) Finally, an approximation is made to the capacity profile that the region aimed to strengthen through different programs and projects in progress in 2015.

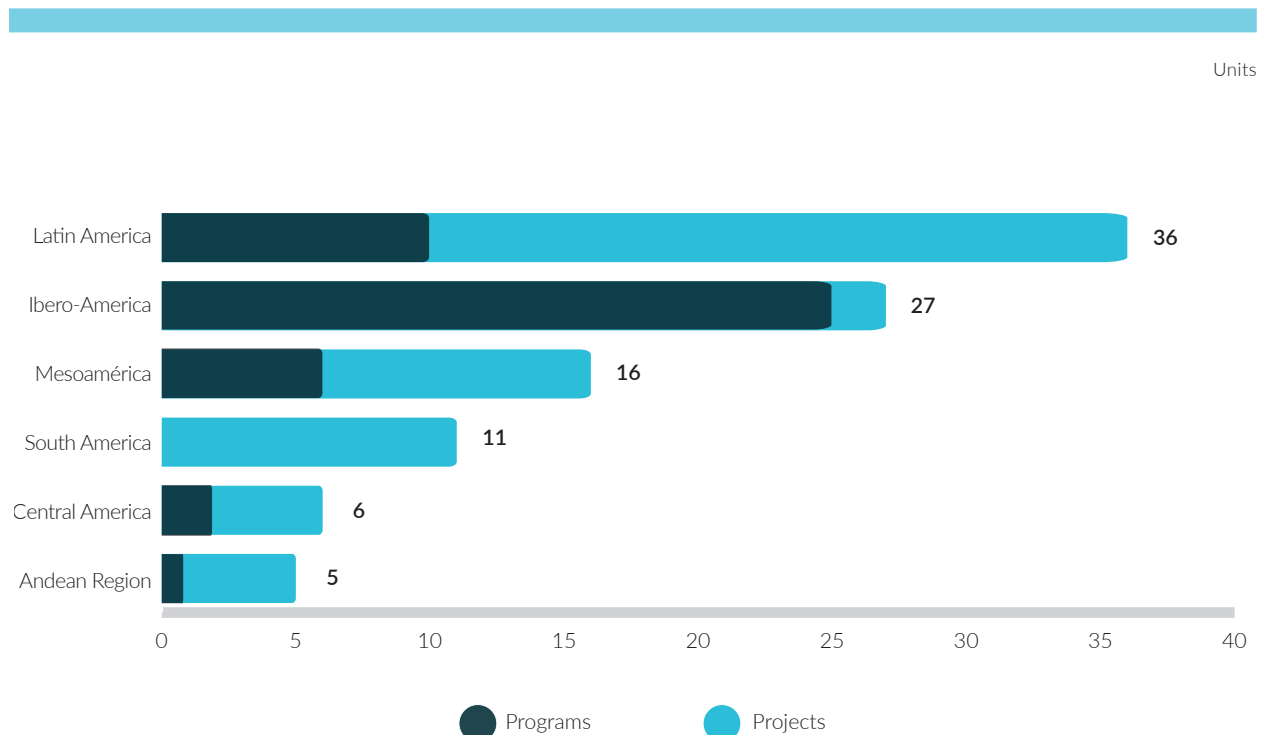
Ibero-American countries participated in 44 programs and 57 projects under Regional South-South Cooperation in 2015

IV.1. REGIONAL SOUTH-SOUTH COOPERATION PROGRAMS AND PROJECTS IN 2015

Tables A.IV.1 and A.IV.2 in the Annex respectively list the 44 programs and 57 projects under Regional South-South Cooperation in which Ibero-American countries participated in 2015. This classification is based on a geographic membership criterion, whereby the group of countries that participated in each initiative are linked to a subregion. Since the 2013-2104 edition of this Report, the subregions recognized within this space are:

- a) Central America (Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama).
- b) Mesoamerica (Belize, Mexico and the Dominican Republic to Central America).¹
- c) Andean subregion (Bolivia, Colombia, Ecuador, Peru and Venezuela).
- d) South America (the 5 Andean countries plus Argentina, Brazil, Chile, Paraguay and Uruguay).
- e) Latin America (17 Spanish – or Portuguese – speaking countries in the continent – from Mexico to Chile – plus the Caribbean, Cuba and the Dominican Republic).
- f) Ibero-America (the previous 19 countries plus three in the Iberian Peninsula – Andorra, Spain and Portugal).

Graph IV.1. Distribution of Regional SSC programs and projects in 2015, by subregion



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

¹ As noted, a country's membership in a subregion does not exclude its membership in another, as subregions are formed when new countries join an existing subregion.

Graph IV.1 was plotted under this criterion to show the distribution of the 101 Regional South-South Cooperation initiatives registered in 2015 between these subregions, broken down by programs and projects.² It can be concluded that the Latin America group of countries participated in the bulk of initiatives (35.6%). If the 26.7% initiatives driven by Ibero-America are added to this group, it accounts for six out of 10 of all initiatives implemented in 2015. Meanwhile, Mesoamerica contributed with nearly 16%, and South American countries accounted for an additional 10% of Regional SSC. Between them, they account for 9 out of 10 programs and projects. The last 10% was equally spread between Central America (5.9%) and South America (5.0%). Additionally, the number of projects in progress in all subregions exceeded that of programs, with ratios ranging between 1.6 for Mesoamerica and 4 for the Andean countries. Latin America was the only exception. Indeed, there were 12.5 cooperation programs for each project in progress.

A comparison between the total figures for 2015 (101 initiatives) and 2014 (98) suggests a small aggregate difference of only 3 initiatives. The fact that the breakdown of programs and projects also shows similar figures (44 and 57, respectively, for 2015 compared to 39 and 59 for 2014) suggests a low renewal rate. In other words, it can be argued that the overall number of initiatives in 2015 was the same as in 2014, and that the duration of these programs and projects was at least two years. This confirms two things: 1) a comparison between Tables A.IV.1 and A.IV.2 in the annex and the same tables from the previous Report shows that 3 out of 4 programs and 2 out of 3 projects were identical; and, 2) Graph IV.2 shows that the average duration of Regional SSC projects and programs exceeds two years (up to 3 for projects and 5.5 for programs).

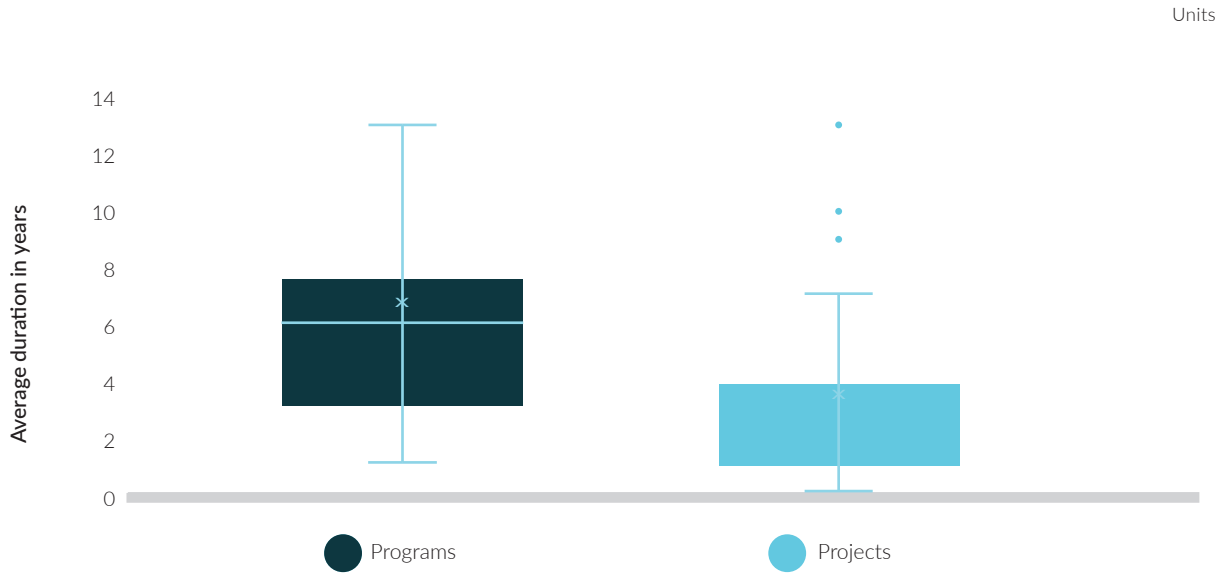
In fact, Graph IV.2 distributes and compares Regional South-South Cooperation programs and projects by the time elapsed between the start and end date of their activity.³ It can be concluded that the duration of the programs tended to be between one and thirteen years, while projects, which are smaller, ranged between 0 and 7 years. In fact, only 10% of the programs lasted less than two years; and of the remainder, 40% had a duration of up to 6 years and the other 50% between 6 and 13 years. Meanwhile, the time elapsed between the start and end date of about 40% of projects was less than or equal to 2 years. The duration of the remaining 60% of Regional SSC projects in progress in 2015 was 2.5 years (10%) and between 2.5 and 7 years (50%).

Finally, an additional reading of the above data also suggests that, by 2015, the Ibero-American countries had registered 10 new programs and 19 new projects under Regional South-South Cooperation. Contrary to what might seem, these records did not always match up with initiatives whose start date was in 2015. This is corroborated by Graph IV.3, which shows that only 7 of these new programs and projects started in 2015. The other 22 initiatives started sometime before 2015, which means that these programs and projects were already under way in 2014, but were considered as “new” because they had not been registered before. A comparison between Tables A.IV.1 and A.IV.2 and those from the previous edition of this Report also suggests that these initiatives were mainly carried out in the Central American, Mesoamerican and Andean subregions, which is not mentioned in the previous Report.

² It should be noted that not all countries in the subregion are required to participate in a program or project to be linked to the subregion. It is sufficient that some of them be involved. By way of illustration, only 4 of the 19 Latin American countries participated in some of the projects associated with the Latin American subregion; specifically, Chile, Colombia, Mexico and Peru, all members of the Pacific Alliance, but which, nonetheless, do not qualify as a subregion.

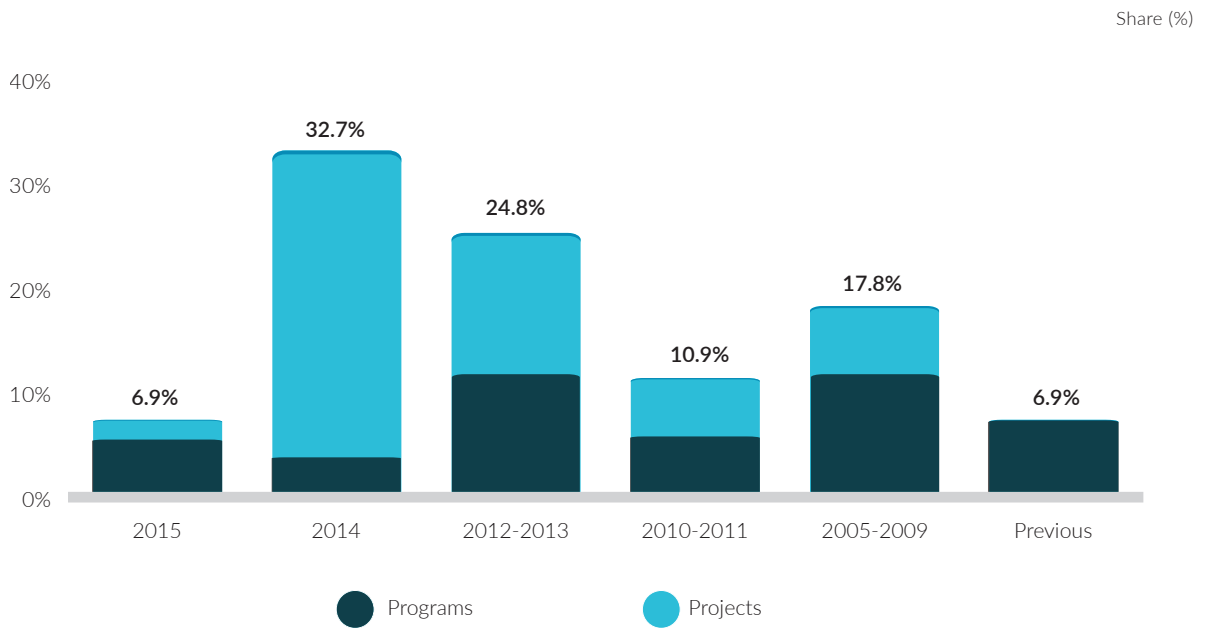
³ When interpreting Graph IV.2, one should keep in mind that the starting point was data samples that covered more than 90% of the projects, but only 50% of the programs.

Graph IV.2. Distribution of Regional SSC programs and projects in 2015, by duration



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Graph IV.3. Distribution of Regional SSC programs and projects, by start year. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

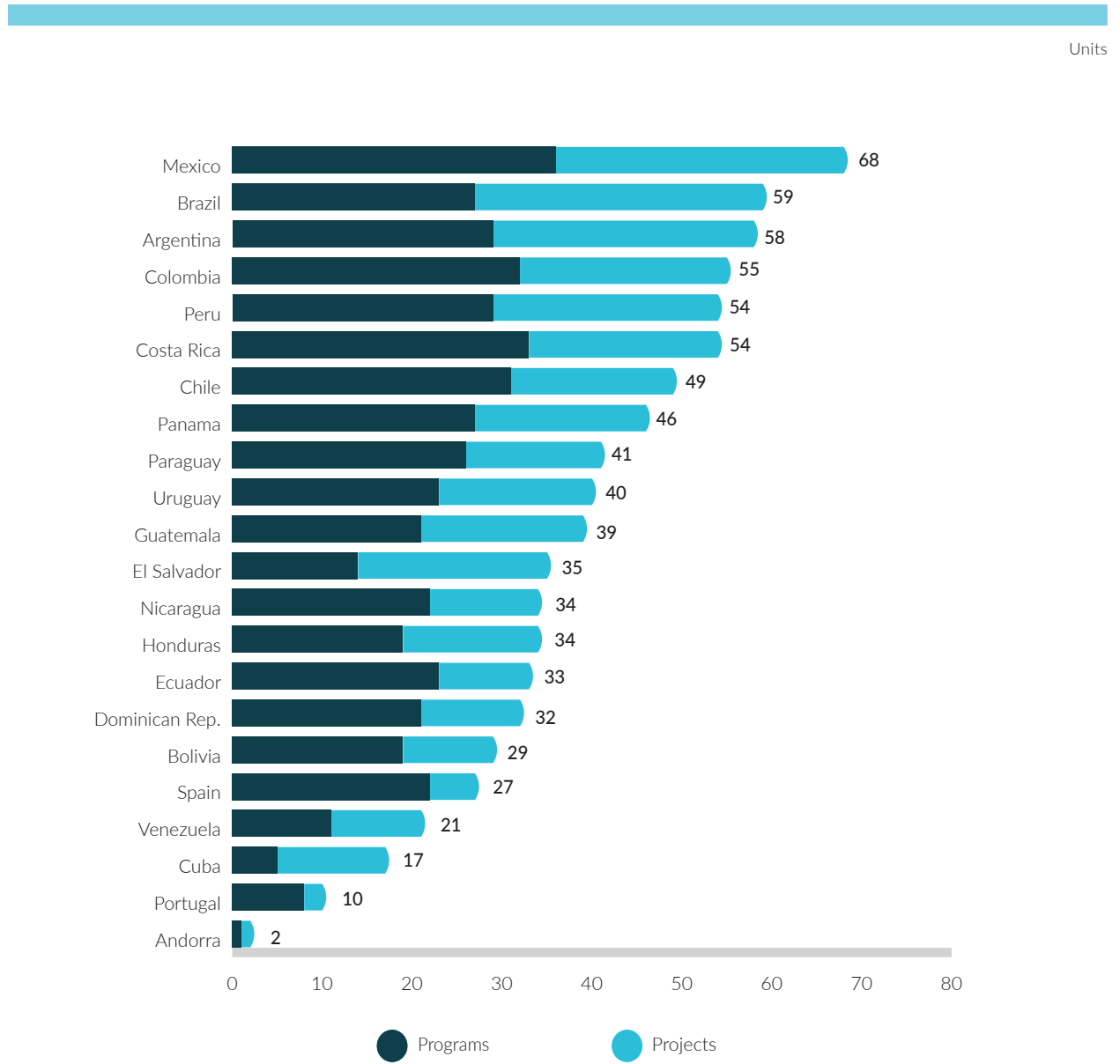
IV.2. COUNTRIES' PARTICIPATION IN REGIONAL SOUTH-SOUTH COOPERATION IN 2015

This section characterizes the participation of Ibero-American countries in 44 programs and 57 projects under Regional South-South Cooperation that were in progress in 2015. On the one hand, it shows the number of initiatives in which the countries participated, and, on the other, it explores whether this engagement was mostly through cooperation programs or projects. Graph IV.4 shows, in descending order, the distribution of the countries according to the total number of programs and projects in which they participated. It can be concluded that:

- a) In 2015, Mexico was the country that participated in more Regional South-South Cooperation initiatives (68). It was followed by four South American countries (Brazil, Argentina, Colombia and Peru), along with Costa Rica in Central America. All were active in 50 to 60 programs and projects. Furthermore, all participated in more programs than projects, with ratios ranging between 1.1 for Mexico and 1.6 for Costa Rica. The only exceptions were Argentina (same number of programs and projects) and Brazil, the only country in which projects were relatively more important than programs, with a ratio of 10:8, respectively.
- b) Meanwhile, three other South American countries (Chile, Paraguay and Uruguay) and one from Central America (Panama) compose the group with 40 to 50 Regional South-South Cooperation programs and projects. In this case, the relationship profile of the two types of initiatives tended to match that of the largest group, since all countries participated in more programs than projects, with relative ratios of 1.2 up to 1.7.
- c) A larger group of four Central American (Guatemala, El Salvador, Nicaragua and Honduras), one Andean (Ecuador) and one Caribbean (Dominican Republic) countries participated in 30 to 40 Regional South-South Cooperation initiatives. As in previous cases, the ratio between programs and projects often exceeded one, with each country participating in between 1.3 and 2.3 programs per project. There was again one exception, El Salvador, whose ratio was reversed, since it participated in more projects than programs (10:7).
- d) The participation profiles of the remaining six countries varied widely. While Bolivia, Spain and Venezuela engaged in 20 to 30 Regional South-South Cooperation programs and projects in 2015; Cuba and Portugal's engagement was relatively lower (17 and 11 initiatives in each case), but significantly higher than Andorra (2). The ratio between programs and projects also varied, ranging from equal to or slightly higher than one (Andorra and Venezuela); somewhat higher than one (almost two and even 4.4 for Bolivia and Spain); and less than one (Cuba, who participated in 5 Regional SSC programs versus more than twice the number of projects – 12 –).

Mexico was the country that participated in more Regional South-South Cooperation initiatives (68)

Graph IV.4. Countries' participation in Regional SSC Programs and Projects. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

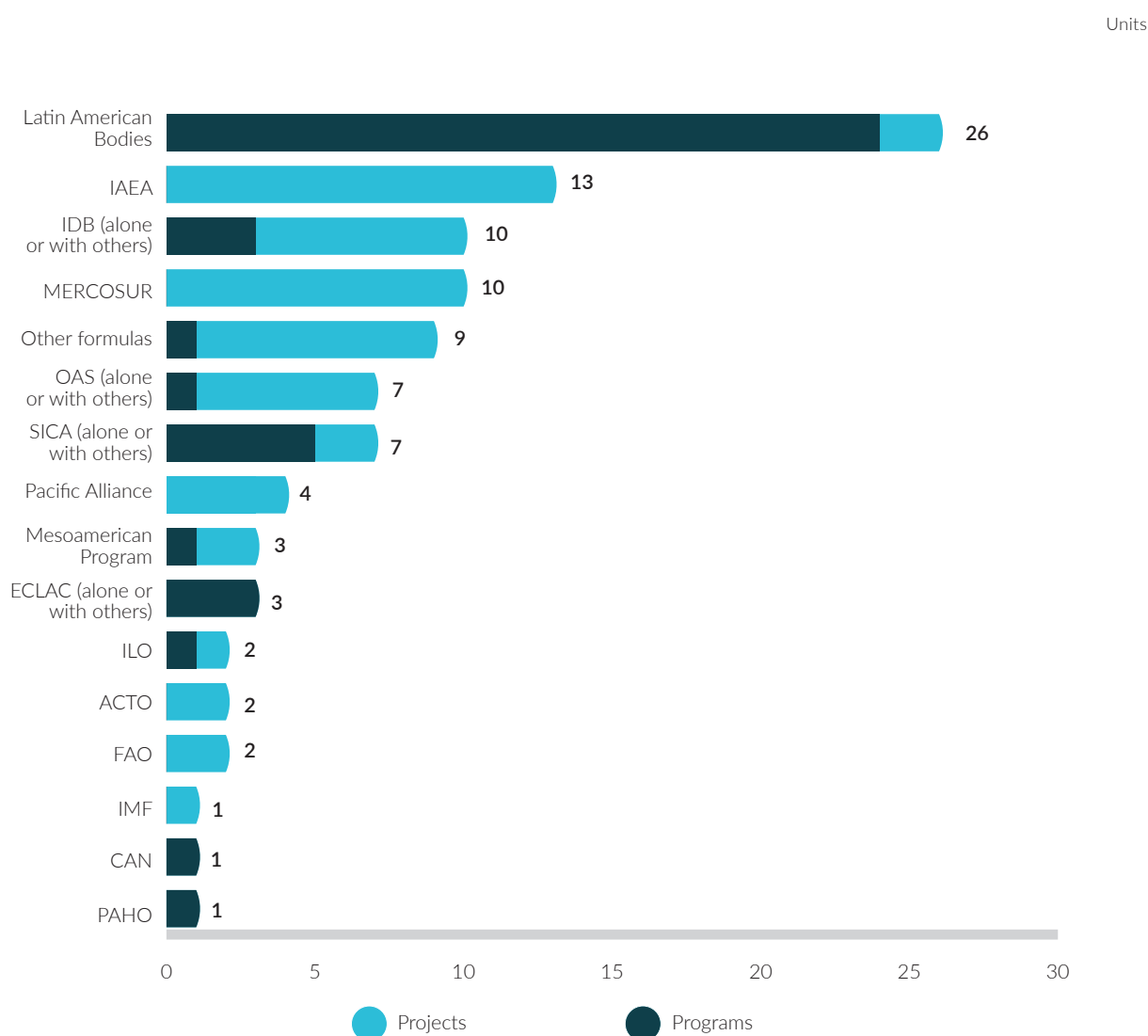
IV.3. PARTICIPATION AND ROLE OF MULTILATERAL BODIES IN REGIONAL SSC IN 2015

As stated earlier in the introduction to this chapter, the consensus definition for Regional South-South Cooperation in Ibero-America calls for the fulfillment of a number of minimum requirements, including the participation of at least three developing countries. However, the participation of other actors, in this case multilateral organizations, is not mandatory. Nonetheless, somewhat paradoxically, the data show that these bodies were a constant presence in about 90% of the 44

programs and 57 projects implemented under this modality, at least in 2015. This is a major factor, to not only understand the high level of participation, but also because the presence of these bodies gives this form of cooperation the institutional mechanism required in the definition to regulate cooperation and exchange between countries.

In fact, Graph IV.5 shows the different multilateral bodies that engaged in Regional South-South

Graph IV.5. Organization’s participation in Regional SSC Programs and Projects. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Cooperation in 2015, and the total number of programs and projects. In descending order in the graph, it can be concluded that these bodies engaged in 89 programs and projects. Indeed, they did not participate in only 12; namely, the nine initiatives listed under “Other formulas”, and the 3 implemented within the framework of the Mesoamerican Program led by Mexico. More precisely, they consisted of four programs and eight projects that exclusively involved countries that design, decide and establish the institutional framework of the cooperation.

Furthermore, and according to their different degree of engagement, in 2015, the Ibero-American bodies (primarily SEGIB, but also COMJIB and OEI) created the framework for implementing 26 Regional SSC programs and projects. Next in importance was the International Atomic Energy Agency (IAEA) who implemented 13 projects under its Regional Cooperation Agreement for the Advancement of Nuclear Science and Technology in Latin America and the Caribbean (ARCAL Program)⁴. Meanwhile, the Inter-American Development Bank (IDB) (sometimes together with the OAS, CENPROMYPE and CIAT), as well as MERCOSUR, participated, respectively, in a dozen programs and projects.

The Organization of American States (OAS) and the Central American Integration System (SICA) also had a noteworthy participation, albeit at a reduced level. Both bodies participated, respectively, in 7 Regional SSC initiatives, together with MERCOSUR and the European Union (EU). The Pacific Alliance, for its part, engaged in 4 initiatives in 2015. As for ECLAC, it worked with at least 3 countries, whether alone or accompanied by the International Labor Organization (ILO). The ILO was also present in 2 other Regional SSC programs and projects; the same number as the Amazon Cooperation Treaty Organization (ACTO) and the United Nations Agency for Food and Agriculture (FAO). Finally, the International Monetary Fund (IMF), on the one hand, and the Andean Community of Nations (CAN) and the Pan American Health Organization (PAHO), on the other, participated in 1 project or 1 program, respectively.

Meanwhile, as Graph IV.5. shows, multilateral bodies sought to combine existing tools (programs

and projects) to implement Regional South-South Cooperation through different formulas. Several behavior patterns were identified when the ratio of proportionality between programs and projects in progress is taken into account:

- a) The Regional South-South Cooperation implemented under the Ibero-American organizations SICA and Pacific Alliance focused mainly on programs. The program-project ratio was 12, 2.5 and 3, respectively. Likewise, ECLAC, CAN and PAHO engaged exclusively in cooperation programs. Finally, only the ILO had a program-project ratio of 1:1, with only 1 program and 1 project.
- b) By contrast, the IAEA, MERCOSUR and, more specifically, ACTO, FAO and IMF, participated in this modality of cooperation through projects. Additionally, the IDB and the OAS also implemented more projects than programs, i.e. 2.1 and 6 Regional SSC projects, respectively, for each program implemented.

However, as mentioned earlier, the multilateral bodies' role in Regional South-South Cooperation goes beyond mere participation. They are relevant because they give this form of cooperation an institutional framework and a regulatory scheme for relations between countries. The contributions of Ibero-American bodies -MERCOSUR, OAS, Pacific Alliance and IAEA- were analyzed in previous editions of this Report. However, in order to move forward, it was decided that the Report would focus, this time, on gaining more insight into the participation of the Central American Integration System (SICA). Indeed, Box IV.1 deals in greater detail with SICA's institutional model for intraregional cooperation, which, as described below, can take different forms. The analysis is based on two specific initiatives: the Regional Program for Food and Nutrition Security for Central America (PRESANCA II) and the Mesoamerican Biological Corridor (MBC). The review covers the institutional framework and operational systems of both initiatives, focusing on the following aspects: organic relationship with SICA; governance and management systems; financing scheme; and programmatic tools to implement cooperation.

⁴ This Program was addressed in detail in the previous edition of this Report. See SEGIB (2016), Box IV.1 and pages 198 to 202.

Box IV.1. Institutional and regional cooperation in the framework of SICA: some examples

On December 13, 1991, six Central American countries –Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama– signed the Tegucigalpa Protocol. This agreement reinvented the Organization of Central American States (ODECA), established in 1951, which was renamed the Central American Integration System (SICA). In 2000 and 2013, two Caribbean countries, Belize and the Dominican Republic, brought the membership to eight.

In its 25 years of history, and keeping true to its inclusive vision, SICA has opted for intraregional cooperation, among other instruments. To this end, it has had the support of international cooperation, which, according to the Regional Cooperation Information System (SICOR), has financed 137 projects over these years for a total of US\$269,461 million. Also according to SICOR, in 2017, international cooperation had 70 projects in progress with a total budget of US\$236,000 million.

In light of their specific features, Central American countries identified and registered some of these initiatives in our Ibero-American Integrated Data System on South-South and Triangular Cooperation (SIDICSS) as Regional

South-South Cooperation programs or projects in progress in 2015. These initiatives had a different nature and purpose: three programs focused on Food and Nutrition Security (PRESANCA II), the environment (Mesoamerican Biological Corridor –MBC–) and Small Arms Control (CASAC), and four projects were geared towards the internationalization of productive specialization, maritime safety and emergency management, development of inclusive education systems and strengthening of MSMEs.

What these regional initiatives have in common is their unique institutional structures: organizational and operational systems, which are usually distinct from one another and, at times, highly complex, in terms of SICA itself. Two of the aforementioned initiatives were taken as a case in point to illustrate this: the Regional Program for Food and Nutrition Security for Central America (PRESANCA II) and the Mesoamerican Biological Corridor (MBC). A scheme to identify the main governing and management bodies was developed for each of them.

A comparison of both schemes suggests the following:

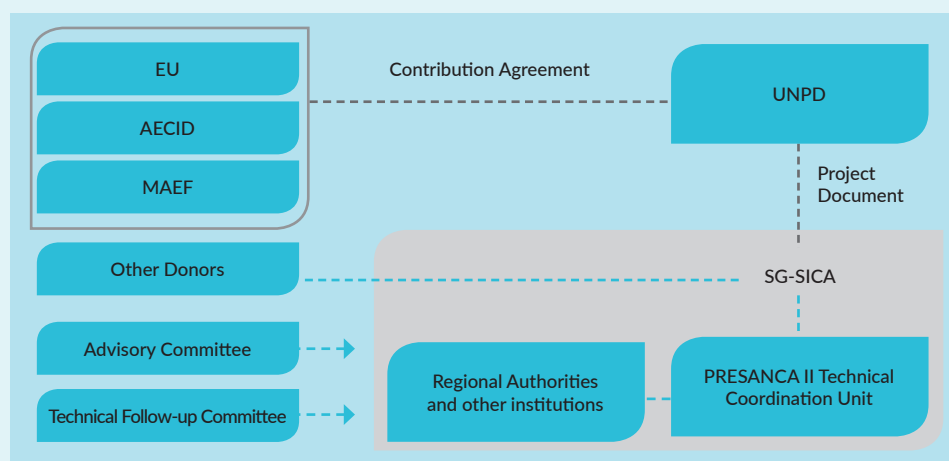
- a) The two cooperation programs have different organizational relationships

with SICA. In this regard, PRESANCA II reports directly to SICA's General Secretariat through its Technical Coordination Unit. Meanwhile, the Mesoamerican Biological Corridor Initiative's (MBC) relationship with this General Secretariat is mediated by its dependence on the Central American Commission for Environment and Development (CCAD); an independent body established in 1989 (eight years before the creation of the MBC), that comprises environment and natural resources-related government agencies in SICA countries.

- b) Additionally, PRESANCA II and the MBC have different government and management systems. In particular:
 - In the case of PRESANCA II, SICA-GS's Technical Coordination Unit signs Cooperation Coordination Agreements with Regional Authorities and other institutions specializing in Food and Nutrition Security, which are responsible for implementing different actions. These same authorities and institutions are members of the Consultative Committee (chaired by SICA's General Secretariat). The main responsibility of this consultative and deliberative body is precisely to ensure institutional and intersectoral

Example 1: Regional Program for Food and Nutrition Security for Central America (PRESANCA II)

Source: Reproduction according to PRESANCA's digital page (<http://www.sica.int/presanca/>)



coordination for implementing the program. Its action is complemented by the work of the Technical Follow-up Committee (comprised, inter alia, of the UNDP and financial contributors such as the AECID and the EU, as well as SICA's GS), whose role is to ensure strategic, technical and administrative follow-up of the Program, and issue recommendations and suggestions for its normal development.

- In the case of the MBC, the implementation of the Initiative falls under the remit of the National Coordinators and Liaison Working Group comprised of representatives of the governments of the Member countries responsible for managing the corridors through their relevant national institutions. Its core mandate is to implement the program in compliance with successive Management Plans, and liaise with the Technical Secretariat of the Mesoamerican Strategy for Environmental Sustainability (EMSA), driven by the region's environment ministers in 2008, and which also comprises the Executive Office of the Mesoamerica Project and the Executive Secretariat of the Central American Commission for

Environment and Development (CCAD) to which the MBC is attached.

- c) Furthermore, the financing models also differ:
- PRESANCA II's funding is based on a dual legal instrument: a Financing Agreement between SICA-GS and the EU Delegation (EUD), and a number of Contribution Agreements that the UNDP (who plays a key role as the authorized signatory for all project documents with the SICA_GS) establishes with its financial contributors (AECID, EU and the Ministry of Foreign Affairs of Finland). The GS is accountable to all financial contributors through annual reports previously audited by the UNDP.
 - Meanwhile, the Mesoamerican Biological Corridor has set up a Central American Environment Fund (FOCADES), whose Board of Directors consists of the Ministers of the relevant sector. This fund draws on the contributions of the governments, as well as other donors, including GIZ and USAID, at the government and bilateral levels; GEF and UNEP, at the intergovernmental and multilateral levels; and a number of civil society

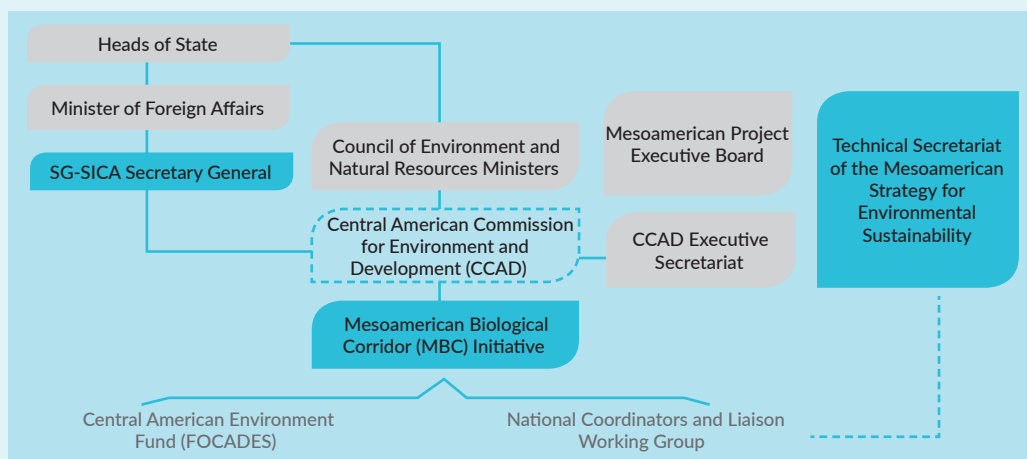
and private sector non-profit organizations, such as the World Wildlife Fund (WWF).

- d) Finally, it should be noted that both programs are implemented through different programmatic instruments. PRESANCA II is structured around Operational Plans. A Global Operational Plan (GOP) covers the program's implementation cycle with activities, methodology, timetable, means and budgets. There are also a number of Annual Operational Plans (AOP) that have the same structure, but for each year until its full implementation. Meanwhile, cooperation under the Mesoamerican Biological Corridor is outlined in the CBM-2020 Master Plan approved in 2013 by the Mesoamerican Strategy for Environmental Sustainability (EMSA), which, in 2010, drew up a 12-strand Action Plan. One strand focuses on "Strengthening the Mesoamerican Biological Corridor"

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus and the digital pages of the Mesoamerican Strategy for Environmental Sustainability (EMSA); FAO (www.fao.org); UNDP (www.undp.org); PRESANCA II (<http://www.sica.int/presanca/>); SICA (www.sica.int); and SICOR (<http://www.sica.int/sica/sicor/?ldm=1>).

Example 2: Mesoamerican Biological Corridor Initiative

Source: SEGIB, based on reporting from the official website of the Mesoamerican Strategy for Environmental Sustainability (EMSA) (<http://www.proyectomesoamerica.org:8088/emsa/>)



IV.4. COUNTRIES AND MEMBERSHIP IN MULTILATERAL BODIES: A CHARACTERIZATION

This section explores in greater depth the participation of Ibero-American countries in Regional South-South Cooperation in 2015. It combines two complementary perspectives: on the one hand, analyzing, for those countries active in a larger number of initiatives, with which countries they tended to cooperate; and, on the other, reviewing the extent to which such cooperation was influenced by the countries' membership in multilateral bodies. Indeed, there is a clear link between participation, concurrence and membership when a program or project is implemented under the institutional framework of a multilateral body. However, oftentimes, the repeated concurrence of a group of countries in different programs and projects cannot be explained by the fact that they participate in a cooperation initiative fostered by a multilateral body to which they all belong. An alternative explanation can be found in the synergies or incentives to promote partnerships that may have developed, owing to their common membership in the same multilateral scheme or shared borders.

For all countries, Ibero-America was the primary space in which they developed their initiatives. The only exception was Honduras, which mainly worked within the SICA area

Accordingly, the following figures were elaborated:

- a) Matrix IV.1 links the Ibero-American countries with the multilateral bodies to which they belong, and breaks down the total number of Regional South-South Cooperation programs and projects in 2015 by each country, according to the body under which the initiative was formally implemented. To that end, the matrix shows in the first column, in ascending order, the different bodies that participated in Regional SSC in 2015; and in the first row, the 22 Ibero-American countries, in alphabetical order. The boxes where rows and columns intersect link the countries with the multilateral bodies. Thus, the shaded area indicates membership, and the figure corresponds to the total number of programs and projects in which both coincided. The last column also shows the initiatives in which each body participated, while the last row corresponds to the total number of programs and projects in progress in each country.⁵
- b) Maps IV.1 and IV.2 (text) and A.IV.1-4 (Annex) show the countries that participated in at least fifty initiatives:⁶ Mexico and Brazil, in the first two maps; Argentina, Colombia, Peru and Costa Rica, in the others. The way in which the maps were plotted shows the level of intensity of the relationship between the selected country and its other partners. The share (%) of programs and projects in which the country coincided with each partner was then calculated. The intensity of these color-coded cells, ordered by quartiles, deepens gradually as the share (%) increases. Thus, each of the 21 potential partners on each map was assigned a color whose intensity varies according to how often they concurred with the reference country: less than 25% of

⁵ The last row is obtained by adding the data in the upper rows. The last column, however, is not obtained from adding the data in the cells of the preceding columns, as they cannot be aggregated.

⁶ This criterion is used to ensure minimally meaningful results from the analysis.

Matrix IV.1. Regional SSC programs and projects in which each country participates through multilateral bodies. 2015

Units

MULTILATERAL BODIES	IBERO-AMERICAN COUNTRIES																				Programs and projects in which each body participates		
	Andorra	Argentina	Bolivia	Brazil	Chile	Colombia	Costa Rica	Cuba	Ecuador	El Salvador	Spain	Guatemala	Honduras	Mexico	Nicaragua	Panama	Paraguay	Peru	Portugal	Dominican Rep.		Uruguay	Venezuela
PAHO		1	1	1	1	1			1						1	1	1			1	1	1	
CAN			1			1			1									1					
IMF							1		1		1	1		1	1				1				
FAO		1		1	1	1	1		1	1		2	1	1	2	2	1	1			1		
ACTO			2	2		2			2									2				1	
ILO		1	2	2	2	1	2	1	2	1		1	1	2	1	1	1	1		1	1	1	
ECLAC		3	2	3	3	3	3	2	3	2		2	2	3		3	2	2		3	1	2	
Pacific Alliance					4	4								4				4					
SICA							7			7		7	7	3	7	6				3			
Mesoamerican Program						1	3	1		3		3	3	3	2	3				2		1	
OAS		3	5	3	1	6	2	1	2	1	1	1	1	3	1	2	2	4		1	5	1	
MERCOSUR		10	1	10			1				2			1		1	9				9	4	
IDB		1	3	3	3	5	7		3	5	1	6	6	7	5	7	3	3		3	3	1	
IAEA		13		12	12	1					1			13				13					
Ibero-American Organizations	1	22	11	19	21	21	21	8	14	9	20	9	6	23	11	13	20	18	8	13	18	5	
Other formulas	1	3	1	3	1	8	6	4	4	5	2	7	6	5	4	6	2	4	2	5	1	4	
TOTAL	2	58	29	59	49	55	54	17	33	35	27	39	34	68	34	46	41	54	10	32	40	21	101

Shaded boxes indicate a country's membership in a multilateral body.

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

initiatives; between 25% and 50%; between 50% and 75%; or more than 75%.

It can be concluded from a preliminary observation of Matrix IV.1 that:

a) A horizontal reading confirms that there is no direct relationship between membership and participation in programs and projects supported by multilateral bodies. Indeed, several relationship patterns are identified:

- In the case of CAN – or Pacific Alliance – sponsored cooperation, the participating countries in each and every registered initiative coincided with countries that are full members of these bodies.
- Likewise, when Regional SSC was implemented under the framework of ACTO or Ibero-American organizations, the countries involved also were members of these bodies. However, the difference between the two cases is that in the former, not all countries participated in all programs and projects, but did so with different intensities. Although the 22 member countries participated in cooperation supported by different Ibero-American bodies, the extent to which they did varied significantly between the lowest – Andorra (with only one program) – and the highest – Mexico (active in 23 programs and projects). Likewise, 5 out of 6 ACTO member countries participated in 2 projects implemented under this framework, while Venezuela only did so in one.
- There were also cases in which Regional South-South Cooperation initiatives were encouraged without the involvement of all member countries. This was the case of programs and projects sponsored by PAHO (11 out of 19), IMF (7 of 20), FAO (15 of 21), ILO (19 of 21), ECLAC (Nicaragua was absent), and IAEA (7 of 21).

• Finally, there were also situations where member countries engaged with non-member countries. This was the case of programs and projects sponsored by SICA (which Mexico joined), OAS (Cuba and Spain occasionally participated), and IDB (Spain).⁷

b) Meanwhile, the vertical reading of this matrix breaks down the Regional SSC of each country according to the multilateral framework under which it was actually implemented. It can be concluded that:

- For all countries, Ibero-America was the primary space in which they developed their initiatives. The only exception was Honduras, which mainly worked within the SICA area (7 initiatives, which is, still, very close to the 6 initiatives in which it participated within the Ibero-American frameworks of the IDB and other formulas other than those of multilateral bodies).
- The most important differences were, therefore, the relative share of the rest of the spaces: for Central American countries, the second most relevant framework was SICA; Argentina, Brazil, Chile, Mexico and Peru, the IAEA; Bolivia, the OAS; Paraguay and Uruguay, MERCOSUR; and Colombia, Cuba, Ecuador, Dominican Republic and Venezuela, focused on cooperation under institutional formulas other than multilateral bodies. The three Iberian Peninsula countries deserve special mention: Spain (which combined 20 Ibero-American initiatives with 7 others in five different spaces); Portugal (18 initiatives under the Ibero-American framework versus 2 under other formulas); and Andorra (two initiatives only: the first related to Ibero-America and the second of a different nature).⁸

The above allows Maps IV.1, IV.2 and A.IV.1-4 to be reviewed from a new perspective, namely,

⁷ Special mention should be made of the cooperation achieved within the framework of the Mesoamerican Program. Though strictly not a multilateral body, it is an institutional framework comprised of several countries. Neither Cuba nor Venezuela are part of this grouping, although they appear as partners in some initiatives.

⁸ This break down of programs and projects by spaces is consistent with what the Herfindahl Index suggests, i.e. when the degree of concentration of initiatives in each country is estimated for each multilateral body with which they are related. Thus, when this indicator is applied, only four Central American countries (El Salvador, Honduras, Guatemala and Panama), together with Mexico and Venezuela, have index values between 0.1000 and 0.1800, within the moderate concentration range. The other 16 countries have Herfindahl Index values greater than 0.18000, which suggests that their Regional SSC was concentrated in few multilateral schemes, as was the case.

based on how the membership in multilateral organizations can influence cooperation between countries: either because the body formally supports it, or simply promotes it. Specifically:

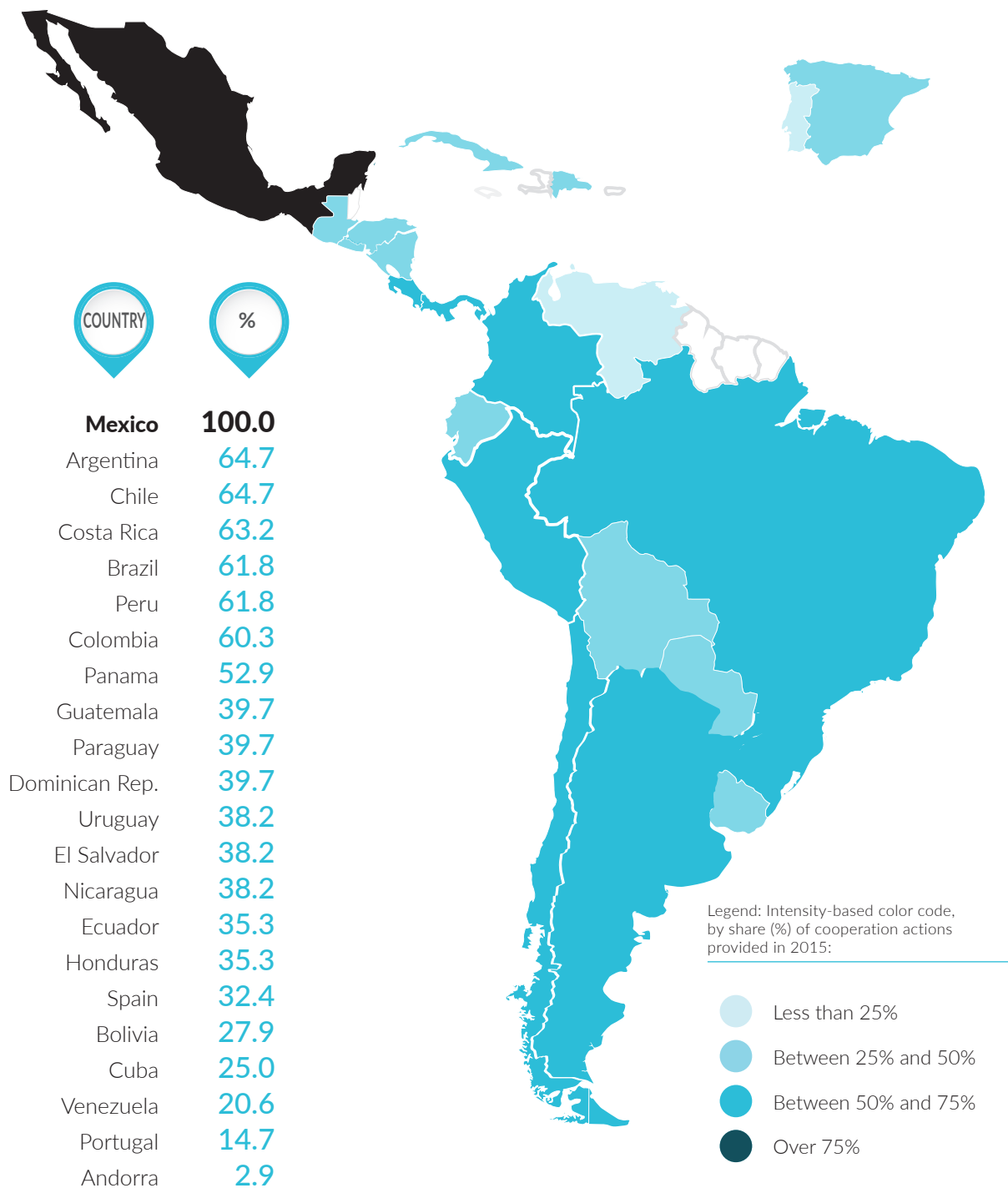
- a) Map IV.1 shows Mexico's main partners. To that end:
- It coincided with 7 countries in 50-65% of the 68 Regional South-South Cooperation programs and projects in which it participated in 2015: Argentina, Chile, Brazil, Peru and Colombia (South American); and Costa Rica and Panama (Central America). When compared with the information provided in Matrix IV.1, it confirms that some partnerships were explained by cooperation shared within the Ibero-American, IAEA and IDB frameworks. This is also justified by the synergies built through their common membership with Chile, Peru and Colombia in the Pacific Alliance; a space which, however, only accounts for 4 of the more than 40 initiatives in which these countries coincided.
 - Mexico concurred with another 11 countries, accounting for between 25% and 50% of the initiatives in 2015. This was the case of Guatemala, Dominican Republic, El Salvador, Nicaragua, Honduras and Cuba (Central America and the Caribbean); Paraguay and Uruguay (South America); Ecuador and Bolivia (Andean subregion); and Spain (on the other side of the Atlantic). Not only did the Ibero-American dimension continue to have a significant weight in these partnerships, but also, the relationship with SICA and the Mesoamerican Program led by Mexico. Finally, the countries with which it partnered in less than 25% of the initiatives were Portugal and Andorra (Ibero-America), as well as Venezuela, with whom it shared very diverse spaces, including ECLAC.
- b) Meanwhile, Map IV.2 illustrates the case of Brazil, which in 2015 participated in 59 Regional South-South Cooperation programs and projects. Its main partner was Argentina, with whom it coincided in practically 9 out of 10 initiatives. Likewise, it partnered with

Mexico, Peru, Chile, Paraguay and Uruguay in 50% to 75% of initiatives. Although this was partly attributed to shared cooperation in the Ibero-American and IAEA spaces, its membership in MERCOSUR also had a bearing, not only because of the initiatives (10) formally supported by this body, but also owing to the synergies resulting from its membership. The synergies between Brazil and 4 of the six partners with which it shares borders are also worth noting. Additionally, Brazil partnered with the rest of the Andean countries in 25% to 50% of the initiatives; and with Central America and Caribbean, always above 20%. The Ibero-American space was again a decisive factor in its relationship with Spain (with which it coincided in 40% of initiatives). However, other partnerships were also important, including MERCOSUR, or those implemented within the framework of ECLAC, OAS or IDB. The relationship with Portugal and Andorra was more occasional and always in Ibero-American initiatives.

Brazil participated in 59 Regional South-South programs in 2015. Its main partner was Argentina, with whom it coincided in practically 9 out of 10 initiatives

Map IV.1. Mexico's main partners in Regional SSC Programs and Projects. 2015

Degree of concurrence between programs and projects, share (%)



Map IV.2. Brazil's main partners in Regional SSC Programs and Projects. 2015

Degree of concurrence between programs and projects, share (%)



- c) Finally, Maps A.IV.1-4 (Annex) show the main partners of the four other countries with which it had a relatively high share of Regional SSC in 2015, after Mexico and Brazil: Argentina, Colombia, Peru and Costa Rica, all active in 54 to 58 initiatives. The following can be said for each of these countries:
- Argentina coincided with Brazil and Mexico in more than 75% of initiatives. Additionally, Argentina's partners in 6 to 7 out of 10 Regional South-South Cooperation initiatives in 2015 were Chile, Peru, Paraguay and Uruguay. In comparing this data with the information shown in Matrix IV.1 and Map IV.1, it can be concluded that this profile shows that: 1) Argentina shared cooperation with these countries in the Ibero-American, IAEA and MERCOSUR frameworks; and, 2), this South American country shares borders with 4 of its 6 partners.
 - As the combined observation of Map A.IV.2 and Matrix IV.1 appears to suggest, Colombia was the Andean country's partner in more than half of the initiatives (3 out of 4), and its partners, in order of relative importance, were Mexico (74.5%), Peru, Costa Rica, Panama, Brazil, Chile and Argentina (50.9%). This profile was influenced by the cooperation it shared under the Ibero-American and Inter-American schemes of the IDB and the OAS. Its membership in the Pacific Alliance also had a bearing, because of not only the initiatives it formally supported, but also the synergies generated.
 - Meanwhile, Peru's main partner (Map A.IV.3) was Mexico, with whom it coincided in virtually 8 out of 10 of the 54 Regional SSC initiatives in which it participated in 2015. Its other major partners, which account for between 50% and 75% of the programs and projects, all hailed from the South American subregion: Brazil, Chile, Argentina and Paraguay (Southern Cone); and Colombia and Ecuador (Andean subregion). The geographic factor combined with the implementation of shared experiences under the IAEA, OAS and Pacific Alliance framework, as well as in the Ibero-American space (one-third of the 54 initiatives in which Peru participated in 2015).
 - In the case of Costa Rica (Map A.IV.4), its two main partners were Mexico and Panama, with whom it coincided in 75% to 80% of the projects and programs. Likewise, the remaining countries with which it coincided in more than half of the initiatives hailed from Central America and the Caribbean: Guatemala, El Salvador, Colombia, Honduras, Nicaragua and the Dominican Republic. In this case, the geographic factor also generated important synergies, coupled with the fact that all countries shared cooperation under the Ibero-American schemes of SICA and the Mesoamerican Program led by Mexico. Additionally, Brazil also coincided with Costa Rica in more than 50% of the initiatives. This case was subject to multiple influences, particularly concurrence in widely varying spaces such as ECLAC, ILO, ACTO, OAS and IDB.

Argentina coincided with Brazil and Mexico in more than 75% of initiatives. Additionally, Argentina's partners in 6 to 7 out of 10 Regional South-South Cooperation initiatives in 2015 were Chile, Peru, Paraguay and Uruguay

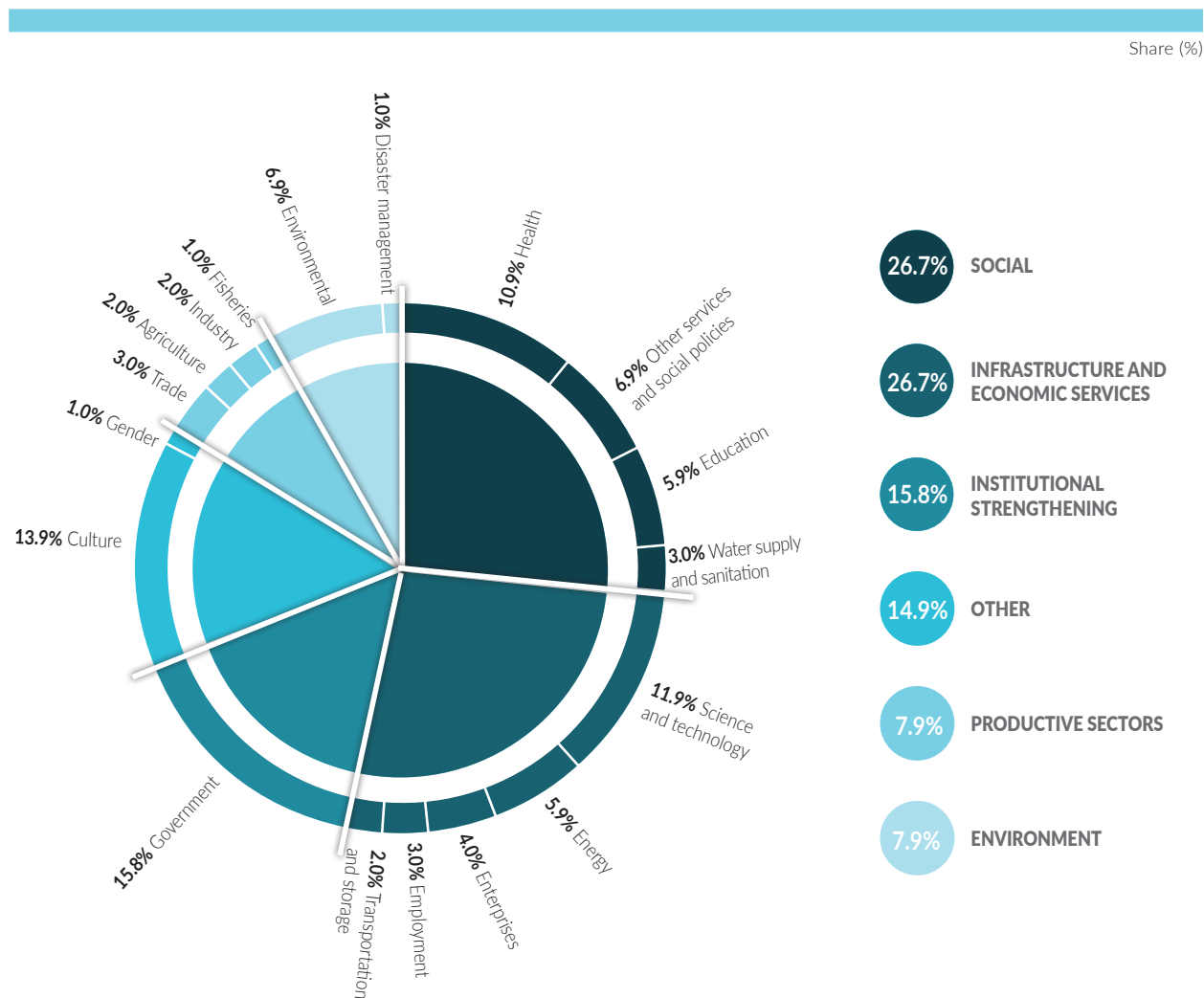
IV.5. SECTORAL ANALYSIS OF REGIONAL SOUTH-SOUTH COOPERATION IN 2015

The last section of this chapter focuses on the sectoral perspective of the Regional South-South Cooperation in which countries engaged in 2015. It seeks to identify the problems common to the countries of the region, which they attempted to tackle through cooperative and shared solutions and strengthening of capacities. To that end, Graph IV.6 represents a sunburst chart, in which the external ring shows the share (%) of programs and projects geared towards each recognized activity sector in our space; while the inner ring depicts these same sectors clustered according to their areas of action, making it possible to visualize each area's share (%) in descending order of relative importance.

It can be concluded that:

- a) More than half of the Regional South-South Cooperation programs and projects under way in 2015 focused on social (26.7%) and economic problems (another 26.7%, specifically, generation of economy-supporting infrastructures and services). Likewise, a notable 16% grouped initiatives aimed at institutional strengthening of the governments of the region. Another 15% focused on other areas of action, in which culture had a significant share. The remaining 16% of initiatives in which the countries participated in 2015 were equally divided between environmental conservation and productive sectors.
- b) From a disaggregated perspective, however, the most relevant sector in 2015 did not have an economic or social orientation, but rather, focused on institutionally strengthening governments of the region (15.9% of the 101 initiatives). This area encompassed different types of programs and projects, including transfer of instruments and tools to improve the administration and management of public policies; exchange of experiences to strengthen South-South Cooperation and monitor and evaluate the Millennium Development Goals (MDGs); public and national security (arms and drug control); records management and promoting access to justice. Also worthy of note in this context were the experiences geared towards work from a human rights perspective. Linked to these is the Latin America and the Caribbean Free of Child Labor Regional Initiative detailed in Box IV.2.
- c) Culture was the second most relevant sector, accounting for about 14% of Regional South-South Cooperation in 2015. This was affected strongly by the 12 Ibero-American programs in this area, including those focusing on libraries, museums, handicrafts, music and the performing arts, to name a few. This group of initiatives was completed with two projects in the OAS' inter-American framework, geared towards promoting artistic production and creating a cultural satellite account in the Andean region.
- d) Meanwhile, the programs and projects geared towards the promotion and development of science and technology accounted for almost 12% of Regional South-South Cooperation in 2015, while, those focusing on infrastructure and economic services represented another 50%. Noteworthy in this context were the IAEA-assisted projects that primarily focused, inter alia, on the use of nuclear energy in health (radioactive therapies), food (improving production processes) and the environment (conservation of resources, soil and water).
- e) Health was the fourth most relevant sector for Regional South-South Cooperation in 2015, accounting for one in ten initiatives, while four in ten were geared towards the Social dimension. Some of the Health-oriented initiatives had a highly instrumental, management-oriented profile, focusing on promoting applied research, surveys and information systems, as well as use of electronic medical records. Cooperation was also aimed at specific diseases (cancer and malaria) and treatment of vulnerable groups such as children. Experience sharing was another key element in this sector, in particular, on treatment of pediatric tumors, as well as efforts to expand the human milk

Graph IV.6. Profile of capacities strengthened by Regional SSC, by activity sector and area of action. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Box IV.2. Latin America and the Caribbean Free of Child Labor Regional Initiative: an innovative intergovernmental cooperation instrument to achieve Goal 8.7 of Agenda 2030

According to the International Labor Organization (ILO), 168 million children worldwide engaged in some kind of child labor in 2012, half of them (85 million) in forced labor. These figures (which although significantly lower than those of 2000 – 246 and 171 million) show that in the 21st century, millions of children still do some kind of work that “deprives (children) of their childhood, their potential and their dignity, and that is harmful to their physical and mental development”. In keeping with the ILO’s definition, child labor specifically refers to a work that is “mentally, physically, socially or morally dangerous and harmful to children”; “interferes with their schooling”; and in its most extreme forms, child labor involves children being enslaved, separated from their families, exposed to serious hazards and illnesses and/or left to fend for themselves on the streets of large cities – often at a very early age.¹

As the relevant graph shows, in 2012, the Latin American and Caribbean region had a population of almost 146,700,000 children, of which about 12.5 million (8.8%) engaged in child labor, and more than 9.6 million carried out what is considered “hazardous work”. The comparison of these figures and those of other developing regions (Sub-Saharan Africa and Asia-Pacific), as well as those of 2008, suggests that:

a) Overall, Latin America and the Caribbean have a lower prevalence of child labor than other regions (8.8% in

our region in 2012 versus 9.3% in Asia Pacific and 21.4% in Sub-Saharan Africa);

- b) Secondly, in 2012, the percentage of child population carrying out forced labor was, however, relatively higher in Latin America and the Caribbean than one might expect: 6.8%, which still is lower than for Sub-Saharan Africa (10.4%), but 2.5 points higher than for Asia-Pacific (4.1%).
- c) Finally, the trend between 2008 and 2012 for the Latin American and Caribbean region was the least favorable. While the other two regions showed significant reductions in both child labor and hazardous work (between 1.5 and 4 percentage points, in each case), child labor in Latin America and the Caribbean was reduced by 1.2 percentage points (from 10.0 in 2008 to 8.8 in 2012), while the figure for hazardous work increased, albeit marginally, from 6.7% to 6.8%.

In this context, the International Labor Organization (ILO) hosted its 3rd Global Conference on Child Labor in Brasilia in October 2013. Given the regional perception that reduction of child labor had slipped into a certain stagnation, this Conference was the appropriate framework to combat this trend by giving momentum to the Latin America and the Caribbean Free of Child Labor Regional Initiative, an innovative tool for inter-governmental cooperation. A number of

meetings were held that led to a Framework Document, as well as the definition of its operational structure and priority theme-based interventions. Following these steps, the Declaration of Constitution of the Initiative was signed in October 2014, in Lima, coinciding with the 18th ILO American Regional Meeting. Twenty-four countries (19 Ibero-Americans along with Bahamas, Guyana, Jamaica, Saint Lucia, Suriname and Trinidad and Tobago) initially signed the document, later joined by Haiti and Grenada.

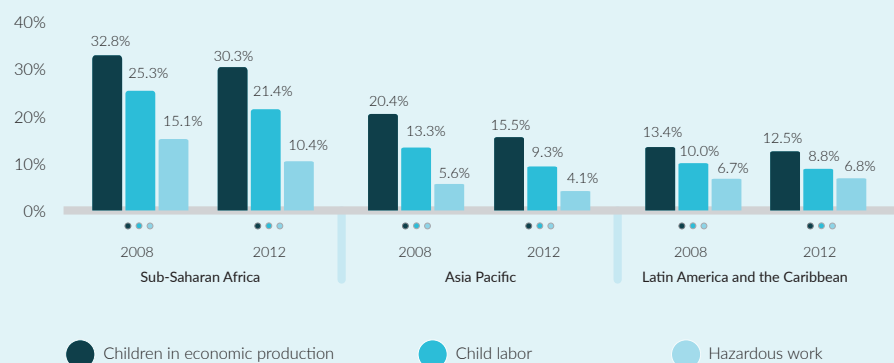
The Initiative sets out specific objectives, including “accelerating and stepping up actions to prevent and eradicate child labor by strengthening intra- and inter-sectoral institutional coordination, as well as between different areas of government”, and “raising awareness on the negative consequences of child labor, especially in its worst forms, in countries”.² This approach allows the region to fall in line with, and even keep ahead of, Agenda 2030, in particular, with regards to Goal 8.7, which calls on all countries worldwide to “take immediate and effective measures to eradicate forced labor, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labor, including recruitment and use of child soldiers, and by 2025 end child labor in all its forms”.³

Accordingly, the Initiative designed an action program with a social development perspective aimed at speeding up policies and optimizing

Children in economic production, child labor and hazardous work, by region. 2008 and 2012

Share (%) of the entire child population

Source: SEGIB, based on reporting from IPEC (2013)



1 <http://www.ilo.org/ipec/facts/lang--es/index.htm>
 2 <http://www.ilo.org/ipec/facts/lang--es/index.htm>
 3 <http://www.iniciativa2025alc.org/>

Box IV.2. Latin America and the Caribbean Free of Child Labor Regional Initiative: an innovative intergovernmental cooperation instrument to achieve Goal 8.7 of Agenda 2030

existing investments in countries. It also sought to focus on two priority target groups: 1) children and adolescents working at an age below the legal minimum for admission to employment and/or in hazardous work; and, 2) children and adolescents at risk of child labor. The Initiative combines two approaches: prevention (avoiding new entries) and protection (promoting exits). It is financed not only with its own funds from participating countries, but also with contributions from external sources (primarily, cooperation agencies and the private sector).

The following scheme describes the Initiative's organizational structure: what kind of bodies (central column); which representatives (left); and what type of

tasks and responsibilities (right). In summary, the Regional Initiative is articulated around four different bodies:

- a) A Meeting of High-level Authorities, consisting of Labor Ministers from the region, who are responsible for political, strategic and position decisions and tasks.
- b) A Regional Network of Focal Points, comprised of representatives from its 26 Member countries and members representing employers and workers' organizations. Based on this tripartite structure, the Network is responsible, inter alia, for decision making; setting the Regional Initiative's priorities; monitoring and evaluating plans and programs; and mobilizing resources.

- c) This Network is accountable to AD-HOC Groups, composed of external thematic advisors and experts, who provide technical advice on specific issues, when so required.
- d) Finally, a Technical Secretariat, whose members belong to the ILO Regional Office for the Americas, is responsible for more technical and operational issues, including ensuring compliance, monitoring and managing of the policies and strategies of the Initiative.

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus, IPEC (2013) and ILO's digital pages (www.ilo.org) and Regional Initiative (www.iniciativa2025alc.org).

Organizational structure of the Regional Initiative, by bodies, representatives and tasks

Source: SEGIB, based on reporting from <http://www.iniciativa2025alc.org/>

Who?	How?	What?
Labor Ministers of the Region	Meeting of High-Level Authorities	Political endorsement at the highest level; support for inclusion in political agendas and spaces; representation and political dialogue
Representatives of the 27 governments, as well as employers and workers' organizations	Regional Network of Focal Points	Strategic leadership; monitoring, follow-up and evaluation of plans and programs; technical inputs and resource mobilization; among others
External Advisors and Experts	AD-HOC Groups	Technical opinions on specific, sectoral or thematic issues requested by the Network of Focal Points
ILO Regional Office for the Americas	Technical Secretariat	Technical assistance to the Network and the Meeting of Authorities; ensuring compliance, monitoring and management of policies and strategies; among others

bank networks that have proven effective in fighting against child mortality over the years.

- f) The social profile of Regional SSC in 2015 was complemented by initiatives that strengthened social services and policies (almost 7% of totals), education systems (another 5.9% %) and sanitation, water treatment and water distribution systems (barely 3%). Specifically, the programs and projects aimed at water resource management in the Amazon basins, literacy, academic mobility and promotion of virtual learning environments, as well as different types of social policies designed to help vulnerable groups, in particular, indigenous elderly, youth and early childhood.
- g) In order to support the generation of infrastructures and economic services, the initiatives geared towards promoting science and technology (the aforementioned 12%) were accompanied by others dedicated specifically to energy (5.9%), enterprises (4%), employment (3%) and transport and storage (only 2%). Noteworthy, in particular, are the programs and projects that promoted the rational use of energy, biofuels and electrical interconnections, as well as those that encouraged entrepreneurship and creation of MSMEs, among others.
- h) As for the economic dimension, unlike what happens under the bilateral modality, Regional SSC initiatives in 2015 for strengthening the productive sectors were occasional in nature. These experiences supported trade, industry, agriculture and fisheries, and never exceeded 3% of the total initiatives recorded. They were closely linked with cooperation in specific subregional frameworks. In the case of Central America, the most notable initiatives were geared towards food and nutrition security and coffee production; and in the Caribbean, strengthening international and maritime freight transport.
- i) Finally, 6.9% of Regional South-South Cooperation programs and projects in 2015 were oriented towards the conservation and care of the environment. Notable were the initiatives in which the partners pooled efforts to address the challenge of climate change, management and protection of natural areas and biological corridors, and development of different environmental information systems. Additionally, only one initiative focused on disaster management, specifically maritime emergencies.

More than half of the Regional South-South Cooperation programs and projects under way in 2015 focused on social (26.7%) and economic problems (another 26.7%).

ANNEX IV

Table A.IV.1. Regional South-South Cooperation Programs. 2015

Subregion	Name of Regional South-South Cooperation Program
Central America	Regional Program for Food and Nutrition Security for Central America (PRESANCA II)
	Central American Program on Small Arms Control (CASAC)
Mesoamerica	Mesoamerican Biological Corridor (MBC)
	Mesoamerican Strategy for Environmental Sustainability (EMSA)
	Regional SICA Empreende Strategy
	Initiative for the Elimination of Malaria in Mesoamerica and the Island of Hispaniola (EMMIE Initiative)
	Mesoamerican Program for the Rational and Efficient Use of Energy (PMUREE)
Mesoamerican Network for Biofuel Research and Development (MNBRD)	
Andes	Andean Regional Program for Strengthening Meteorological, Hydrological and Climatological Services and Development (PRASDES)
Latin America	Working Group on International Classifications
	Working Group on Gender Statistics of the Statistical Conference of the Americas
	Working Group on Labor Market Indicators of the Statistical Conference of the Americas
	Amazon Malaria Initiative (IAM)
	Latin America and the Caribbean Free of Child Labor Regional Initiative
	Student and Academic Mobility Platform (Pacific Alliance)
	Scientific Research Network on Climate Change (Pacific Alliance)
	Latin American and Caribbean Network for Strengthening Health Information Systems (RELACISIS)
	Inter-American Government Procurement Network
Pacific Alliance International Volunteering	

Table A.IV.1. Regional South-South Cooperation Programs. 2015

Subregion	Name of Regional South-South Cooperation Program
Ibero-America	Ibero-American Program of Science and Technology for Development (CYTED)
	Support for Development of Ibero-American Archives (IBERARCHIVOS/ADAI)
	Ibero-American Initiative for the Advancement of Handicrafts (IBERARTESANÍAS)
	Ibero-American Public Library Cooperation Program (IBERBIBLIOTECAS)
	IBERCOCINAS
	IBERCULTURAL VIVA Y COMUNITARIA
	Development Program to Support the Performing Arts in Ibero-America (IBERESCENA)
	Ibero-American Government and Public Policy School Program (IBERGOP)
	Program in support of an American Audiovisual Space (IBERMEDIA)
	IBERMEMORIA SOUND AND AUDIOVISUAL
	IBERMUSEOS
	IBERMÚSICAS (Program for the Promotion of Ibero-American Music)
	IBERORQUESTAS JUVENILES (Program to Support the Creation of an Ibero-American Space for Music)
	IBER-RUTAS
	Pablo Neruda (Ibero-American Program on Postgraduate Academic Mobility)
	Ibero-American Program for Access to Justice (PIAJ)
	PIALV (Ibero-American Plan for Literacy and Lifelong Learning 2015-2021)
	Ibero-American Water Program (Training and Technology Transfer Program in End-to-End Management of Water Resources)
	Ibero-American Network of Human Milk Banks
	Ibero-American Program to Strengthen South-South Cooperation (PIFCSS)
Ibero-American Program on Industrial Property and Development (IBEPI)	
Ibero-American Program on the situation of Seniors in the region	
Network of Ibero-American Diplomatic Archives (RADI)	
Ibero-America Educational Television (TEIB)	
Virtual Educa	

Source: SEGIB, based on reporting from DAC (November 2004).

Table A.IV.2. Regional South-South Cooperation Projects. 2015

Subregion	Name of Regional South-South Cooperation Project
Central America	Capacity building in Central American countries to respond to the crisis in the coffee sector caused by the coffee leaf rust (<i>Hemileia vastatrix</i>) prevent future epidemics
	Building institutional capacity and sectoral adjustments for authorities responsible for regulating, overseeing and controlling public services in Costa Rica, Honduras and Guatemala
	Maritime Safety and Emergency Management (coastal management)
	Electrical Interconnection System for Central American Countries (SIEPAC)
Mesoamerica	Support for the implementation of the Regional Code of Good Practice
	Support from the Commission for Scientific and Technological Development of Central America, Panama and the Dominican Republic (CTCAP)
	Technical Cooperation for the Development of Inclusive Educational Systems in the Mesoamerican Region
	Developing Institutional Capacity of Mesoamerican Governments for Monitoring and Compliance of the MDGs
	Regional strategy for developing and strengthening micro, small and medium enterprises
	Strengthening of Hydrographic Capacities in Mesoamerica and the Caribbean Sea (FOCAHIMECA)
	Building institutional strengths and capacities of Mesoamerican countries in aerial interdiction for combating the world drug problem
	Exchange of knowledge and best practices on development of national health and public policy surveys
Andes	Regional Project on Harmonization of External Sector Statistics
	Regional MSME Information System in Central America and the Dominican Republic
	Development and implementation of the Culture Satellite Account (CSC) in the Andean countries
	Strengthening of the National Network of Protected Natural Areas in Colombia, Ecuador and Peru
South America	Intercultural training for integral development and care for indigenous early childhood in the Peruvian Amazon
	Amazonas Project: Regional Water Resource Action
	Building capacity and infrastructure for informal waste sorters in Uruguayan inland towns (PUC)
	Development and implementation of an Integrated Information System for the Integrated and Sustainable Management of Cross-Border Water Resources in the Amazon Basin taking into account variability and climate change (GEF AMAZONAS)
	Uruguay-Brazil 500 MW electrical interconnection
	Internationalization of productive specialization - technological development and training for software, biotechnology and electronic sectors and their value chains 2nd stage
	Multiple interventions in settlements located in border areas with extreme poverty, and health, environmental and habitat emergencies (IMAF)
	Research, Education and Biotechnology Applied to Health
	MERCOSUR Observatory of Health Systems
	MERCOSUR Youth Parliament
Network for the Development of Electronic Health Records in Latin America and the Caribbean	
Rehabilitation of Railways, Rivera Line: Pintado (144 Km) - Frontera (566 Km) section	
MERCOSUR's Environmental Information System (SIAM)	

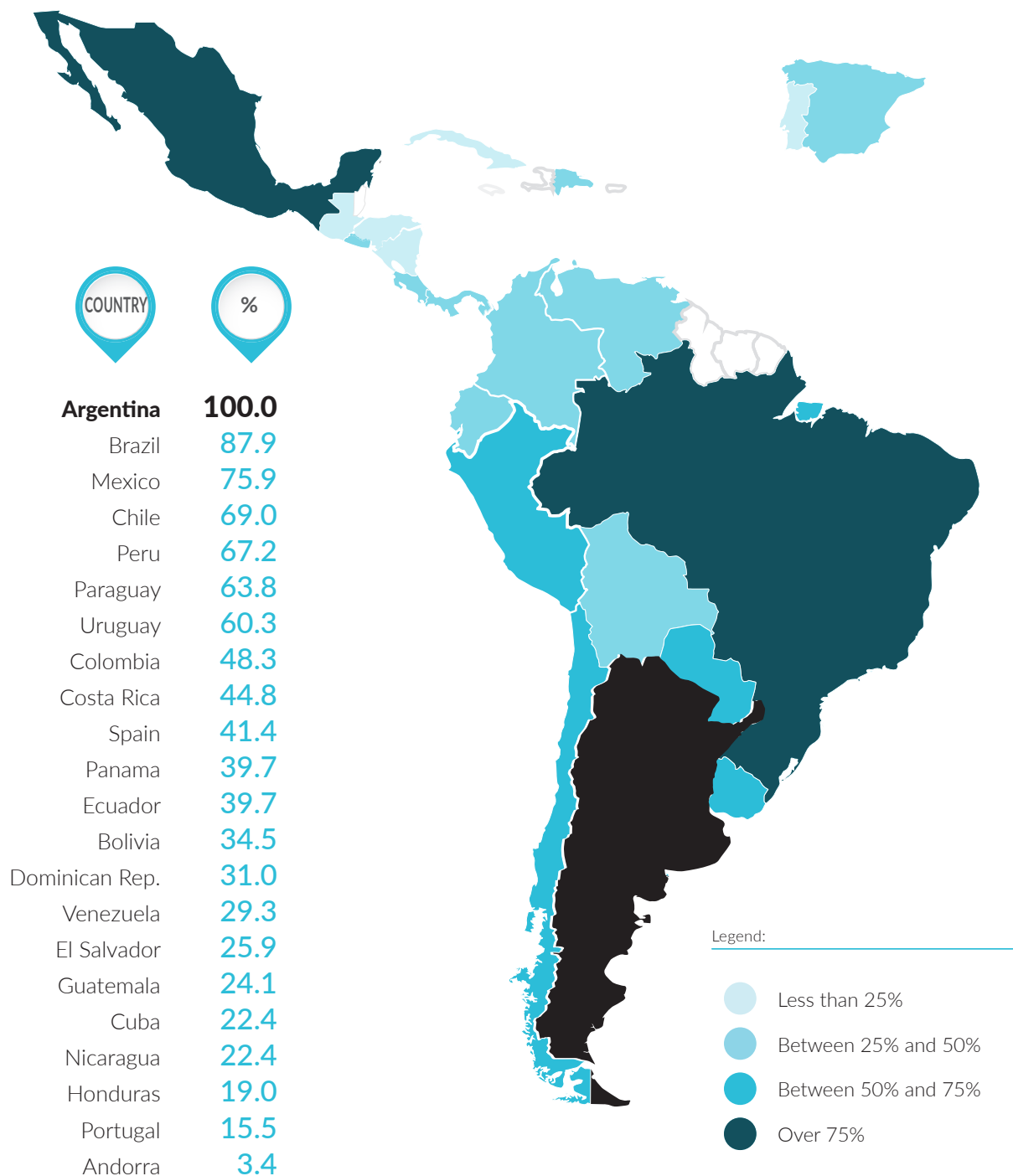
Table A.IV.2. Regional South-South Cooperation Projects. 2015

Subregion	Name of Regional South-South Cooperation Project
Latin America	Updating of CIAT-2006 Tax Code Model
	Support for the development of regionally produced therapeutic radio-pharmaceuticals for cancer therapy through the exchange of skills, knowledge, better facilities, training and regional networking (ARCAL CXXXVII)
	Support for diagnosis and treatment of tumors in pediatric patients (ARCAL CXXXIII)
	Coordinated Audit of Information Technology Governance
	South-South Cooperation for promoting Sustainable Development for decent work and better social protection
	Sports diplomacy (Pacific Alliance)
	Social frontier economy
	Establishment of a national legal framework
	Strengthening national capacities to respond to radiological emergencies
	Building human resources capacity for radiotherapy (ARCAL CXXXIV)
	Strengthening regional cooperation in Latin America and the Caribbean (ARCAL CXXXVIII)
	Strengthening national and regulatory framework for security to meet the IAEA's new basic safety standards
	Strengthening the national infrastructure to enable compliance with regulations and radiation protection requirements by end users
	Strengthening the national regulatory framework and technical capacities for managing radioactive waste
	Strengthening National Metrology Institutes in the Hemisphere, an essential instrument for the development of national quality infrastructure
	Enhancing planning, design and review of the program supporting the implementation of strategic activities in the nuclear field
	Increasing the commercial applications of electron accelerators and X-rays for food processing
	Improving conservation strategies for soil and water resources at catchment scale using stable isotopes and related techniques (ARCAL CXL)
	Improving the quality of life of elderly people through early diagnosis of sarcopenia
	Action Plan for the Development of Citizenship Skills at Schools
Regional Implementation Plan for EFS Integrity Self-Assessment Tool (InfoSAINT)	
Program to encourage careers in engineering and science-technology and to match the skills of graduates with the needs of MSMEs	
Project for the Activation of Aquaculture Network of the Americas (RAA) Consolidation Services	
Youth Network for Creative Exchange and Artistic Production	
International Transit of Goods (ITM) in the Greater Caribbean	
Ibero-America	IBERVIRTUAL
	Project under Quality (IBERQUALITAS)

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Map A.IV.1. Main partners of Argentina in Regional SSC Programs and Projects. 2015

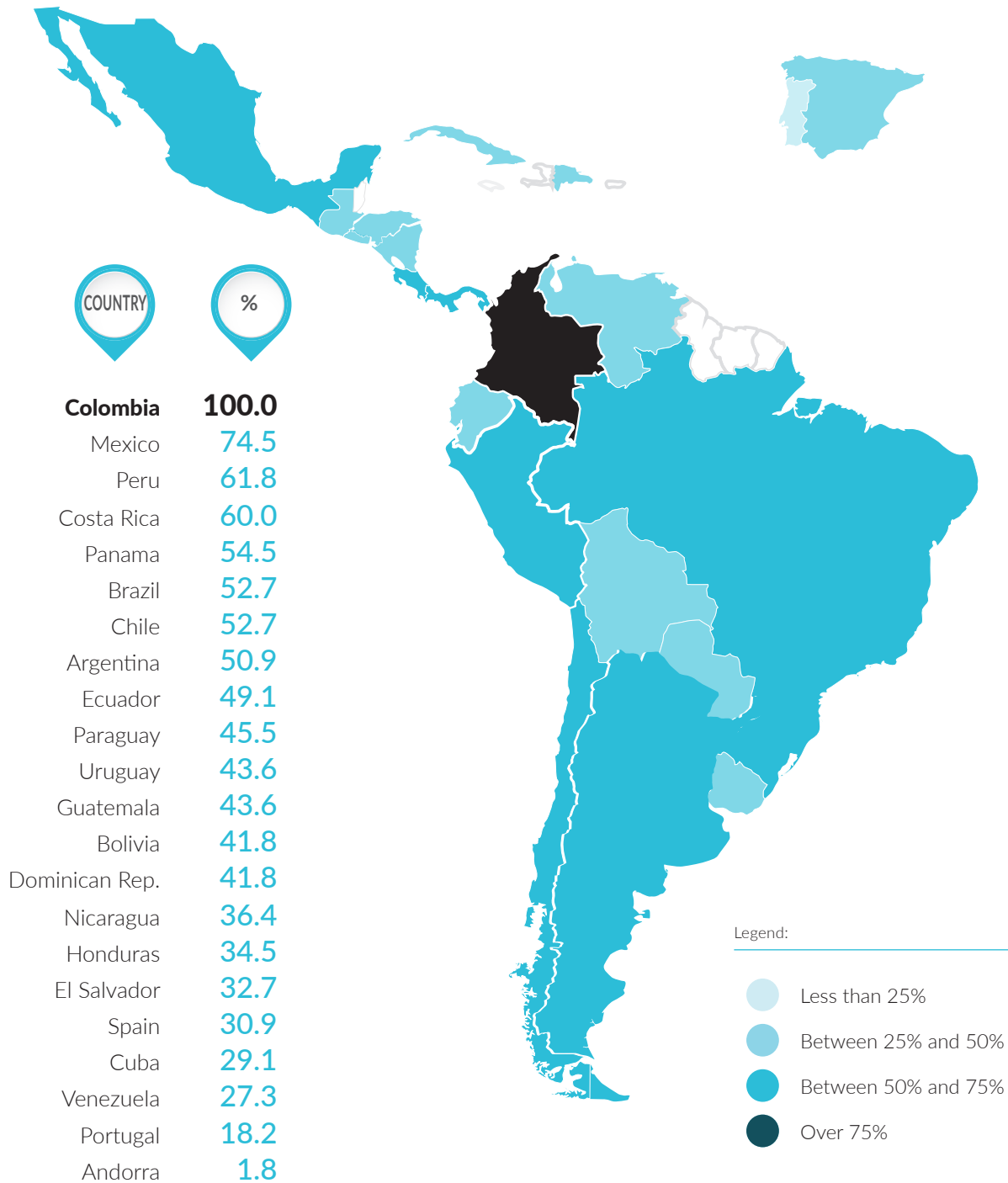
Degree of concurrence between programs and projects (%)



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Map A.IV.2. Main partners of Colombia in Regional SSC Programs and Projects. 2015

Degree of concurrence between programs and projects (%)



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Map A.IV.3. Main partners of Peru in Regional SSC Programs and Projects. 2015

Degree of concurrence between programs and projects (%)



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Map A.IV.4. Main partners of Costa Rica in Regional SSC Programs and Projects. 2015

Degree of concurrence between programs and projects (%)



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.





CHAPTER V

Technical Cooperation Program for
the Implementation of a System
for Follow-up of International
Recommendations on Human Rights
between Paraguay and Uruguay.

IBERO-AMERICA AND SOUTH-SOUTH COOPERATION WITH OTHER DEVELOPING REGIONS

This chapter makes an approximation to the South-South Cooperation in which Ibero-America participated with other developing regions in 2015. Towards this end, the analysis identifies all initiatives implemented under the three modalities accepted in this space: the now called Bilateral South-South Cooperation, Triangular Cooperation and Regional South-South Cooperation. In particular, the chapter dedicates a section to each of these modalities and reviews the cooperation in which Ibero-American countries engaged with several countries in Africa, Asia, the non-Ibero-American Caribbean, Oceania and the Middle East. A number of initiatives, actors, roles and flows are identified, and, as usual, cooperation is broken down by sectors to identify what capacities were strengthened.

This follows on an exercise that began in the previous edition of this Report, fulfilling the mandate given to SEGIB by the Ibero-American countries in the framework of the Intergovernmental Technical Committee of the Ibero-American Program to Strengthen South-South Cooperation (PIFCSS) held in Cartagena de Indias (Colombia) in late 2015. Said mandate called on SEGIB to include in this Report a chapter specifically focused on South-South Cooperation with other developing regions. Until then, the only region included was the non-Ibero-American Caribbean, which was present since the first edition in 2007 and, especially, since 2010, coinciding with the edition that addressed the region's solidarity with Haiti after the devastating earthquake. Based on this mandate, the Report further examined and spread its scope to other regions.

Like any new exercise, however, it requires information that, especially in the early stages, is usually incomplete. Last year, all countries reported on their cooperation with the

non-Ibero-American Caribbean, but only a third (seven out of 22) were in a position to register properly, and on time, their exchanges with the rest of the developing regions. Nonetheless, the efforts have paid off. This Report not only gives continuity to the report on the Caribbean, but also includes information on some South-South cooperation exchanges in which half of these countries (10) have engaged with Africa, Asia, Oceania and the Middle East. Although the exercise continues to yield partial results, it has proven its potential. It is building the path towards a broader and more inclusive Report that would provide an analysis as comprehensive as possible. Finally, it should be added that the interest awakened in this exercise has led Saint Kitts and Nevis, a non-Ibero-American country, to share with SEGIB, for the first time, information on SSC initiatives in which it has engaged in 2015 with other Ibero-American countries, so it could be included in the 2017 edition of the Report on South-South Cooperation (as has been the case).

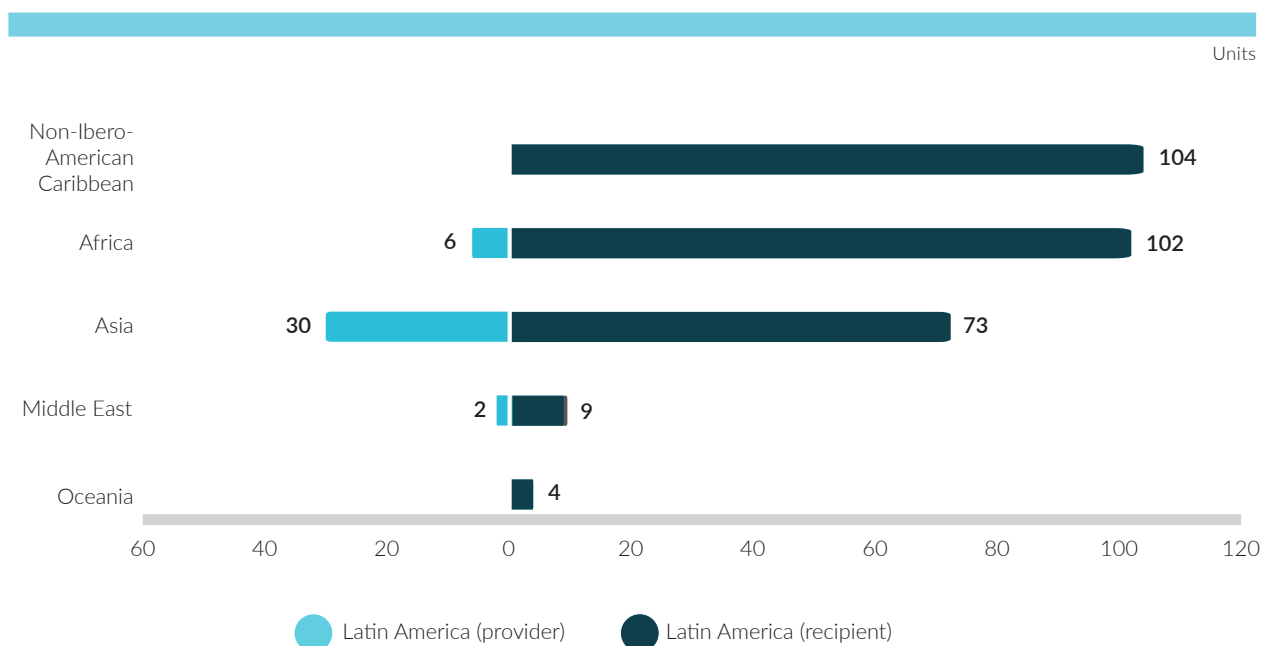
The chapter reviews the cooperation which took place with several countries in Africa, Asia, the non-Ibero-American Caribbean, Oceania and the Middle East

V.1. IBERO-AMERICA AND OTHER REGIONS IN BILATERAL SOUTH-SOUTH COOPERATION IN 2015

Graph V.1 (in text) and Matrices V.1 and V.2 (Annex) contain information on the Bilateral South-South Cooperation initiatives (projects and actions) that Ibero-American countries exchanged in 2015 with other developing regions, differentiating between those in which Ibero-America participated as provider or recipient. A first observation of these figures suggests that:

- a) In 2015, Ibero-American countries engaged with other developing countries in 330 Bilateral South-South Cooperation initiatives. In the bulk of these cases (292, virtually 9 out of 10), they acted as providers, while they were recipients in only 38 (one in ten). As for the preferred instrument for its implementation, projects (80%) prevailed over actions (20%).
- b) Furthermore, two-thirds of the 292 initiatives that Ibero-America exchanged with other
- c) developing regions took place in the non-Ibero-American Caribbean (104 projects and actions) and Africa (102) in similar proportion. Additionally, one in four initiatives (73) were aimed at strengthening capacities in an Asian country. The experiences in the Middle East (9) and Oceania (4) were less frequent, and together barely accounted for 5% of total initiatives.
- c) Meanwhile, Asia was the top provider of the bulk (78.9%) of the 38 initiatives in which Ibero-America participated as recipient. The remaining 20% of the cooperation originated in Africa (6 projects and actions, equivalent to 15.8% of the total) and in the Middle East (2 initiatives, equal to 5.3%). Neither the non-Ibero-American Caribbean nor Oceania participated in this cooperation as providers.

Graph V.1. Bilateral SSC initiatives exchanged between Ibero-America and other developing regions, by role. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

In this context, it would be desirable to give further consideration to the cooperation between Ibero-America and the three regions with which it exchanged over one hundred initiatives: the non-Ibero-American Caribbean (102), Africa (108) and Asia (103). The analysis focuses, in each case, on which were the countries involved in the cooperation, what role they played and what was the level of participation. Additionally, it draws a profile of the type of capacities strengthened by this cooperation

V.1.1. NON-IBERO-AMERICAN CARIBBEAN

In 2015, Ibero-American countries spearheaded 95 projects and 9 actions under Bilateral South-South Cooperation in the non-Ibero-American Caribbean. Variants 1 and 2 of Matrix A.V.3 (Annex) show these initiatives broken down by participating countries, roles and partnerships established. In that regard, Diagram V.1. (in text) shows the flows of the 95 projects, in particular, which countries acted primarily as providers and recipients, and who interacted with whom and with what intensity.

In this sense, it follows from the observation of Diagram V.1 that:

- a) In 2015, seven Ibero-American countries acted as providers in the projects exchanged with the non-Ibero-American Caribbean. Meanwhile, Argentina and Cuba, with 32 and 23 projects, respectively, accounted for about 6 out of 10 of the 95 projects registered. On the other hand, Mexico (15 projects) and

In 2015, Ibero-American countries engaged with other developing countries in 330 Bilateral South-South Cooperation initiatives. In the bulk of these cases (292, virtually 9 out of 10), they acted as providers, while they were recipients in only 38 (one in ten)

Ecuador (11) were involved in another 25% of the exchanges implemented with this region. Brazil, Chile and Colombia engaged on a more ad-hoc basis. These three countries implemented between 4 and 5 projects each, and together accounted for the last 15% of the 95 projects implemented by these seven countries with the non-Ibero-American Caribbean.

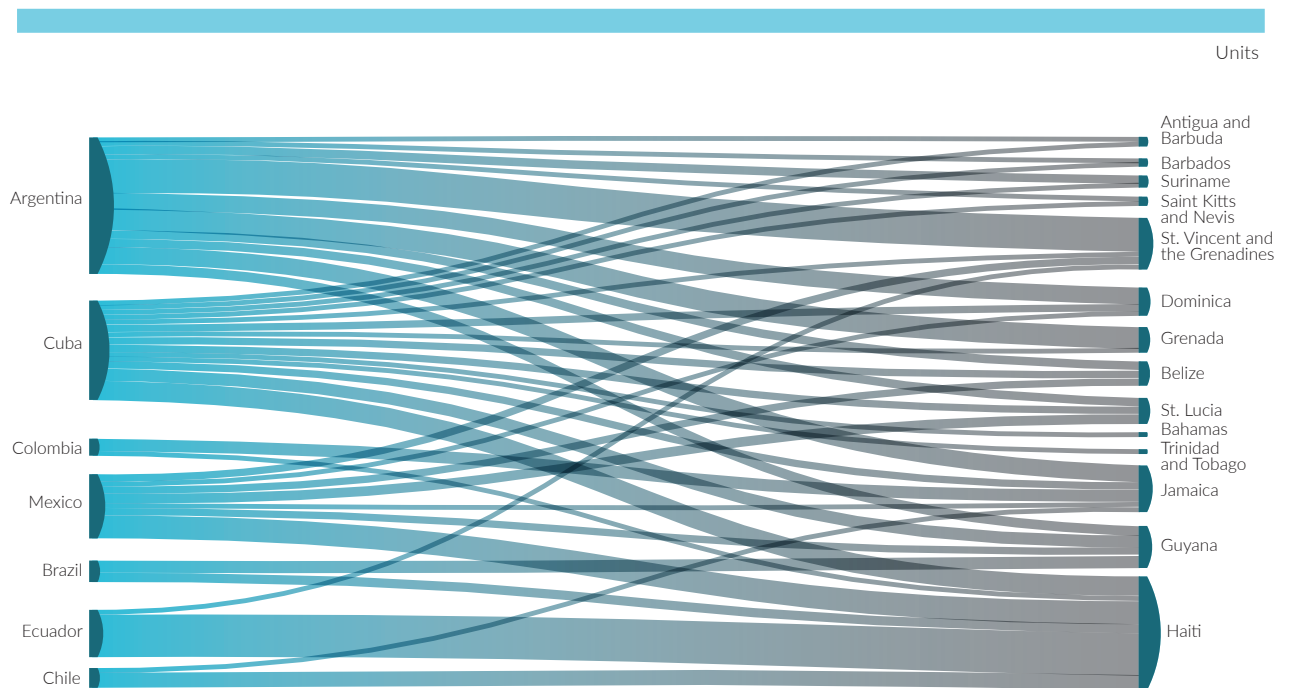
- b) Indeed, all non-Ibero-American Caribbean countries participated, at least once, in this cooperation as recipients. Even so, the distribution of the 95 projects among these 14 countries tended to show some degree of concentration. In fact, 8 countries accounted for 85% of the exchange, while the other 6 countries participated in the remaining 15%. In fact, four countries were responsible for more than 60% of the cooperation: Haiti was the main recipient in 2015 with 26 projects; followed by St. Vincent (12), Jamaica (11) and Guyana (10). Meanwhile, Belize, Grenada, Saint Lucia and Dominica participated, respectively, in 6 to 7 projects, which jointly represent slightly more than 25%. The other six countries engaged on a more ad-hoc basis: Bahamas and Trinidad and Tobago (1); Antigua and Barbuda, Barbados and Saint Kitts and Nevis (2); and Suriname (3).
- c) Diagram V.1 shows how these relations were established between providers and recipients. The first thing that catches the eye is the number of partners with whom each country was related. The distribution of projects providers varied widely across Ibero-American countries. Brazil, Chile, Colombia and Ecuador aimed their cooperation to only two partners. By adding Mexico, Argentina and Cuba to the mix, the scope of the cooperation is expanded to 7, 11 and 14 countries, respectively. Recipients experienced a similar situation: 7 non-Ibero-American Caribbean countries received projects from only one or two partners: Belize, Dominica and St. Lucia (3); Guyana and St. Vincent (4); Jamaica (5); and Haiti (up to 6), which interacted with a greater number of Ibero-American partners. These distributions explain why some relationships were more intense than others. In particular:

- At first glance, from the providers' perspective, Chile and Ecuador stand out with, 80% and 90%, respectively, of their projects targeting Haiti. Meanwhile, Colombia focused 75% of its exchanges on Jamaica. Haiti was also the main destination of Mexican cooperation, although this Caribbean country barely represented 30% of the total implemented. Argentina had a more diversified pattern, with 32 projects in 11 countries. Nonetheless, there were some preferred destinations, including St. Vincent and the Grenadines, which accounted for 25% of Argentine cooperation; and Grenada, Dominica and Jamaica, with 4 out of 10 projects implemented by this country. Meanwhile, Brazil distributed its 5 projects equally between two countries (3 in Guyana and 2 in Haiti). Cuba participated in 23 projects aimed at 14 countries, which explains why Haiti, its main recipient, barely accounted for 17.4% of its exchanges.
- From the recipients' perspective, two very different relationship patterns can be identified, taking into account the countries

that received at least 6 projects. The first group is composed of Belize, Guyana and Saint Lucia, with a broad distribution of providers, owing to the combination of few projects with several partners (at least 3). Dominica, Grenada and Saint Vincent, with more consistent patterns, comprise the second group. Each country received 60% to 80% of cooperation from a single source: Argentina. Jamaica and Haiti, two top recipients in 2015, merit special mention, due to the limited distribution of its cooperation. Indeed, the top providers of Jamaica (11 projects) and Haiti (26), Argentina and Ecuador, respectively, had a relatively limited impact on its cooperation, which never exceeded 38%.

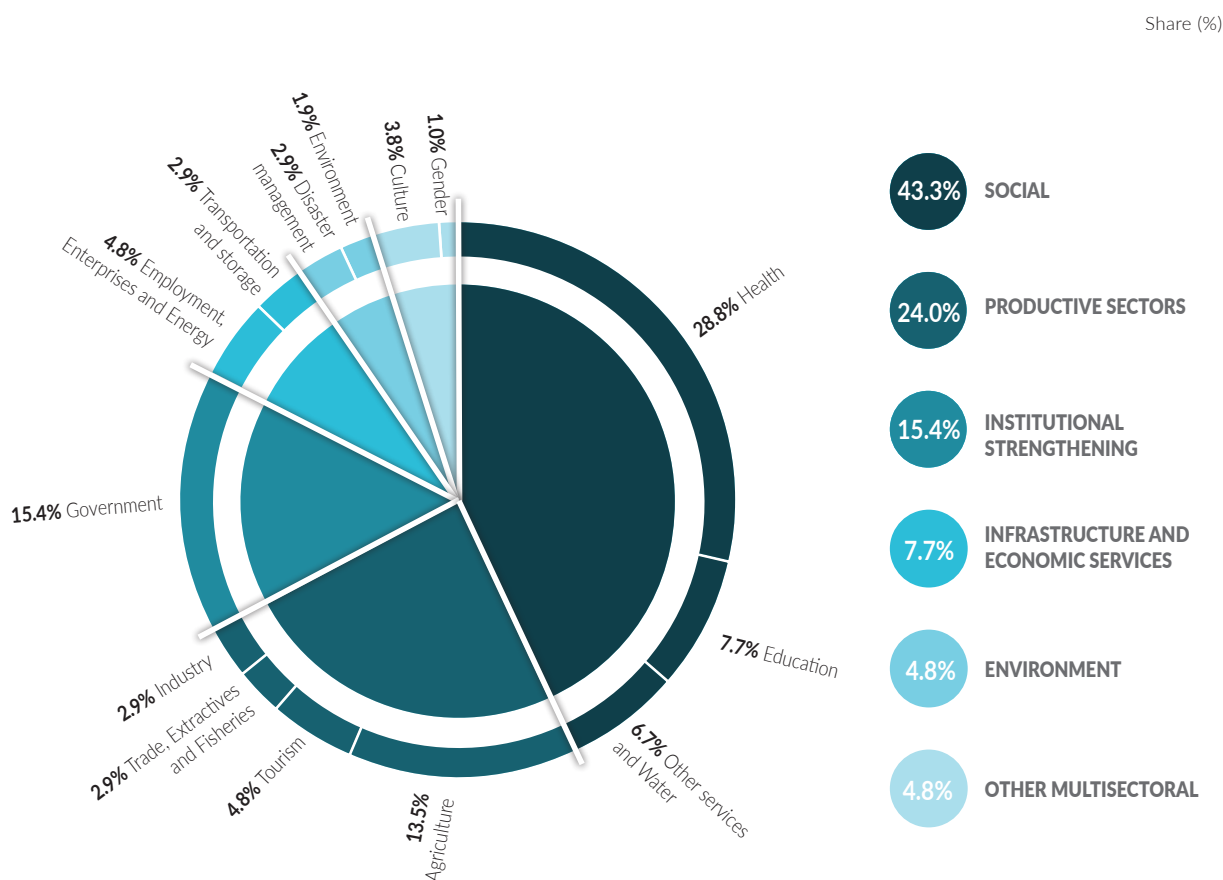
As shown in Matrix A.V.3.2 in the Annex, in 2015, Ibero-American countries also implemented 9 actions in the non-Ibero-American Caribbean. The actions exchanged by Argentina (2) and Colombia (5) as providers are complementary to the projects in which they were involved. In the case of Argentina, these initiatives targeted Barbados and Jamaica, and Colombia also focused on these two

Diagram V.1. Bilateral SSC project flows between Ibero-America (provider) and the non-Ibero-American Caribbean (recipient). 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Graph V.2. Bilateral SSC initiatives between Ibero-America (provider) and non-Ibero-American Caribbean (recipient), by area of action and activity sector. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Caribbean countries plus Belize and Grenada. El Salvador and Uruguay were also active as providers. El Salvador engaged in one action with Trinidad and Tobago, while Uruguay simultaneously engaged with several countries (Antigua and Barbuda, Barbados, Belize, Jamaica, Saint Kitts and Nevis, Saint Vincent and the Grenadines and Saint Lucia).

Finally, an approximation is made of the capacities strengthened through these exchanges between Ibero-America and the Caribbean. Graph V.2 shows the relative importance of the different activity sectors of the 104 initiatives registered in 2015, clustered according to the area of action with which they relate. This graph suggests that:

- a) Three out of four initiatives aimed at strengthening capacities in the Social (43.3% of the total registered) and Economic areas (31.7%, the sum of productive sectors – 24.0% – and infrastructures and services – 7.7% –). This profile was complemented by initiatives aimed at Strengthening government institutions (15.4% of 104 projects and actions) and, to a lesser extent, improving the Environment (4.8%), and Other multisectoral (another 4.8%).
- b) In a more disaggregated analysis, this profile was influenced, in particular, by the significant relative importance of Health (almost 3 out of 10 initiatives), Government (15.4%) and

Agriculture sectors (another 13.5%). The remaining sectors saw smaller shares, although the following are worthy of note: Education (7.7%), Other services and social policies (5.8%) and Tourism (4.8%).

- c) As to cooperation for strengthening capacities in the Health sector, it should be noted that its relative importance was essentially determined by Cuba's role. Indeed, as Box V.1 explains, Cuba's South-South Cooperation with other developing regions has a very particular profile. It is wide-ranging and diversified in terms of the large number of countries involved; and concentrated and specialized as to the type of sectors engaged, most of which have an important social dimension. It is not surprising, therefore, that virtually 75% of the initiatives implemented by Ibero-American countries in the Caribbean region are accounted for by the cooperation implemented by Cuba in the Health area. Noteworthy are the programs to train physicians, improve national systems, promote comprehensive health care, and provide care for people with ophthalmological pathologies who have limited economic resources. The exchange of initiatives driven by Argentina (food safety, promotion of low-salt diets, improvement of pre-hospital care, treatment and prevention of Chikungunya and creation of blood banks) and Mexico (two projects on hospital infrastructures and their sustainable management) in large part explain what happened in this sector.
- d) Meanwhile, the cooperation aimed at institutionally strengthening governments (15.4%) was made possible by the support of at least five countries: primarily, Argentina and Ecuador, and to a lesser extent, Chile, Colombia and Mexico. It was a combination of initiatives of very varied nature. In this regard, Argentina and Ecuador focused on strengthening, inter alia, the Coast Guard, the cadastral or other information system, decentralization policies, training in management of civil servants and development of economic analysis tools. The remaining countries transferred capacities for digitization of national archives, generation of global activity indicators and raising awareness of staff working at juvenile correctional facilities, to name a few.
- e) Agricultural projects (14) were the outcome of joint efforts between Argentina (4 projects), Brazil (4), Colombia and Mexico (3, each). The cooperation driven by these countries enabled the non-Ibero-American Caribbean countries to strengthen their phytosanitary capacities (integrated pest management and fruit fly control); diversify crops and increase the yield of native species (maize, soybean, rainfed rice, coconut and cassava); promote self-production; revitalize the ministries responsible for these areas, and acquire new techniques for handling dairy products.
- f) Finally, it should be added that the Education projects exchanged included those spearheaded by Chile in Haiti to rebuild schools, train trainers and implement curricular models. Likewise, in Other services and social policies, six Ibero-American countries promoted various initiatives that contributed to strengthening the fight against poverty and social inclusion of youth and children through sports, for instance. Finally, it should be pointed out that cooperation aimed at improving tourism planning and promotion, especially nautical and in protected areas, was possible thanks to Argentina and its 5 projects in the Non-Ibero-American Caribbean.
- Three out of four initiatives were aimed at strengthening capacities in the Social (43.3% of the total registered) and Economic areas (31.7%)**

Box V.1. Cuba and its South-South Cooperation towards the rest of the world

Cuban foreign policy cannot be completely understood without acknowledging its clear internationalist calling. Following the triumph of its Revolution in 1959, and starting in the early 1960s, Cuba has been widely and globally recognized for its “non-aligned solidarity” in all its dimensions (Suárez, 2000, pp. 24), including its unfailing commitment to South-South Cooperation, understood as the best tool for sharing and “exporting” Cuba’s recognized social achievements to the rest of the world (Xalma, 2007).

In fact, a detailed analysis of Cuba’s Bilateral South-South Cooperation projects with other developing regions in 2015 confirms the above, both in terms of how this cooperation was distributed by countries and the sectoral profile of the projects. Specifically:

a) In 2015, Cuba exchanged 128 projects with other developing regions, 120 as provider and 8 as recipient. The cooperation was widely dispersed geographically as it engaged with 95 countries: 45 in Sub-Saharan Africa; 14 in the non-Ibero-American Caribbean; 12 in East Asia; 10 in the Middle East; 8 in South and Central Asia; 4 in Oceania; and 2 in North Africa. The number of projects ranged between 1 and up to 4. Notable recipients of Cuban cooperation were Algeria, Burkina Faso, Ethiopia, Mozambique, Namibia, Sierra Leone and Tunisia (Africa); China, Cambodia, India, Kiribati, Laos, Maldives and

Nepal (Asia); Haiti, Guyana, Belize, Dominica, Jamaica and Saint Lucia (non-Ibero-American Caribbean); Lebanon and Palestine (Middle East); and Nauru and Tuvalu (Oceania). Meanwhile, Vietnam, China and Malaysia (with 3, 2 and 1 projects, respectively, in Asia) and Kuwait (2 projects, in the Middle East) were the top providers of cooperation targeting Cuba.

b) Nine out of 10 projects driven by Cuba as provider focused on the transfer of capabilities in an area in which it has made significant achievements: Health. Its main cooperation programs focused on Training for Doctors, in which young people with limited economic resources received financing for their studies or a scholarship and training at the Latin American School of Medicine in Havana; Operation Miracle, which seeks to solve certain eye pathologies in the population; and, Comprehensive Health Plan, designed to strengthen national health systems whether supporting the organization of services, sending high-level scientific collaborators or providing services to the rural population, in addition to the aforementioned training of local health workers.¹

c) The rest of the Cuban projects (around 8%), in which the country was active as provider, also had a marked social and humanitarian thrust. These focused on Education

and response capacity and management of different types of natural disasters. Worthy of note are the projects carried out under the Yo Sí Puedo Program, which promoted literacy through an innovative and award-winning teaching method, and the Henry Reeve Brigade, which deploys specially trained staff to provide immediate support to any country suffering a natural disaster, especially hurricanes, floods or other phenomena, as well as epidemics.²

d) Meanwhile, in 2015, Cuba also engaged as recipient in Bilateral South-South Cooperation with other developing regions. Indeed, the exchange of experiences served, on the one hand, to complement Cuban capacities in the areas of Health (a project with Malaysia to support medical research to test vaccines against tuberculosis) and Education (improvements in school infrastructures supported by China and Vietnam). Other projects focused on strengthening Agriculture (crop improvement –corn and soybeans–, based on two projects provided by Vietnam); Communications (expansion of digital TV, supported by China); and Water supply and sanitation (building of aqueducts and sewage systems through two projects driven by Kuwait).

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus; Cuba Debate digital page (www.cubadebate.cu); Suárez (2000); and Xalma (2007).

¹ This Program began in 1998 in response to the devastation caused to the health infrastructure in Central America by Hurricanes George and Mitch (<http://www.cubadebate.cu/especiales/2014/03/28/la-salud-publica-cubana-apuesta-a-mas-calidad-y-mas-eficiencia/#.WdOTSY-0Pcs>).

² The Henry Reeve Brigade was established in 2005 to respond to the devastating impact of Hurricane Katrina in New Orleans (United States) (<http://www.cubadebate.cu/etiqueta/contingente-henry-reeve/>).

Two-thirds of the 292 initiatives that Ibero-America exchanged with other developing regions took place in the non-Ibero-American Caribbean (104 projects and actions) and Africa (102) in similar proportion

V.1.2. AFRICA AND ASIA

As mentioned earlier, Ibero-American countries maintained intensive exchanges with other African and Asian partners in 2015, which brought the number of Bilateral South-South Cooperation with each developing region to 108 and 103, respectively. However, though the total volume of exchanges was similar, the cooperation pattern between Ibero-America and each of these regions showed certain differences.¹

Indeed, in the case of Africa, Ibero-America promoted 102 initiatives as provider as opposed to only 6 as recipient. These exchanges (108) were primarily implemented through projects (93 versus 15 actions). Meanwhile, the countries that engaged in these exchanges and how they interrelated suggest the following:

- a) Only 2 countries, Cuba and Argentina, were involved in the 92 projects implemented by Ibero-America in Africa (84 in the Sub-Saharan subregion and 8 in the north of the continent). In fact, Cuba accounted for 70% of these projects (64) and Argentina the remaining 30% (28). The distribution of this cooperation among African countries varied, given that Cuba remained faithful to its purpose of reaching out to as many countries as possible (46), while Argentina concentrated on only a few (10). Even so, and given the relationship between number of projects and partner countries, Cuba and Argentina's exchanges with other African partners varied between 1 project and up to 4. Worthy of note are Cuba's partnerships with Guinea (4 projects) and Swaziland (3), both in Sub-Saharan Africa. Similarly, Argentina engaged with Angola (4 projects), Ivory Coast (3) and South Africa (3), in Sub-Saharan Africa, and Algeria (3) in the north of the region.
- b) As for the 10 actions implemented by Ibero-America in Africa, it should be noted that these were primarily carried out by Colombia (90%). In this regard, the exchanges with Sub-Saharan Africa focused

mainly on Ghana and South Africa (3 and 2 actions, respectively) and, occasionally with Benin and Ivory Coast (1 each). Several recipients also engaged simultaneously in a few actions (Ghana and Kenya in one; and another with these same countries plus Benin). Chile also implemented an action in Mozambique.

- c) In its role as recipient, Ibero-America engaged in one project, i.e. an exchange between South Africa (provider) and Argentina (recipient). Additionally, 5 actions originated in Sub-Saharan Africa. In this case, the cooperation from Benin and South Africa sought to strengthen capacities in Colombia (4 actions) and Argentina (1).

As for Asia, Ibero-America was active as provider in 73 initiatives and as recipient in 30. The provider-recipient ratio (<2.5) is much lower than that of Africa (17 initiatives provided for each one received). Asia and Africa did share, however, the preferred instrument for cooperation, i.e. projects (68) rather than actions (which, nonetheless, were 35).

The initiatives are listed by country and roles in Matrices A.V.4 in the Annex, differentiating between projects and actions. It also shows how the exchanges between Ibero-America and the Asian countries were implemented. It follows that:

- a) In 2015, Ibero-American countries executed 54 Bilateral South-South Cooperation projects in Asia as providers. In fact, almost 100% of these projects were explained by the exchanges driven by Argentina (32) and Cuba (20). In only two occasions did other countries act as providers: Colombia (one project in Myanmar) and Peru (one in Thailand).
- b) Diagram V.2 focuses on Argentina and Cuba's exchanges. It shows how its projects were distributed among different Asian countries. In summary, Argentina has a more concentrated distribution. Its 32 projects are

¹ When interpreting the results of the analyses in this chapter, it is important to keep in mind that only half of the countries in the region reported on their cooperation with other developing regions; hence, the data sample is not fully representative.

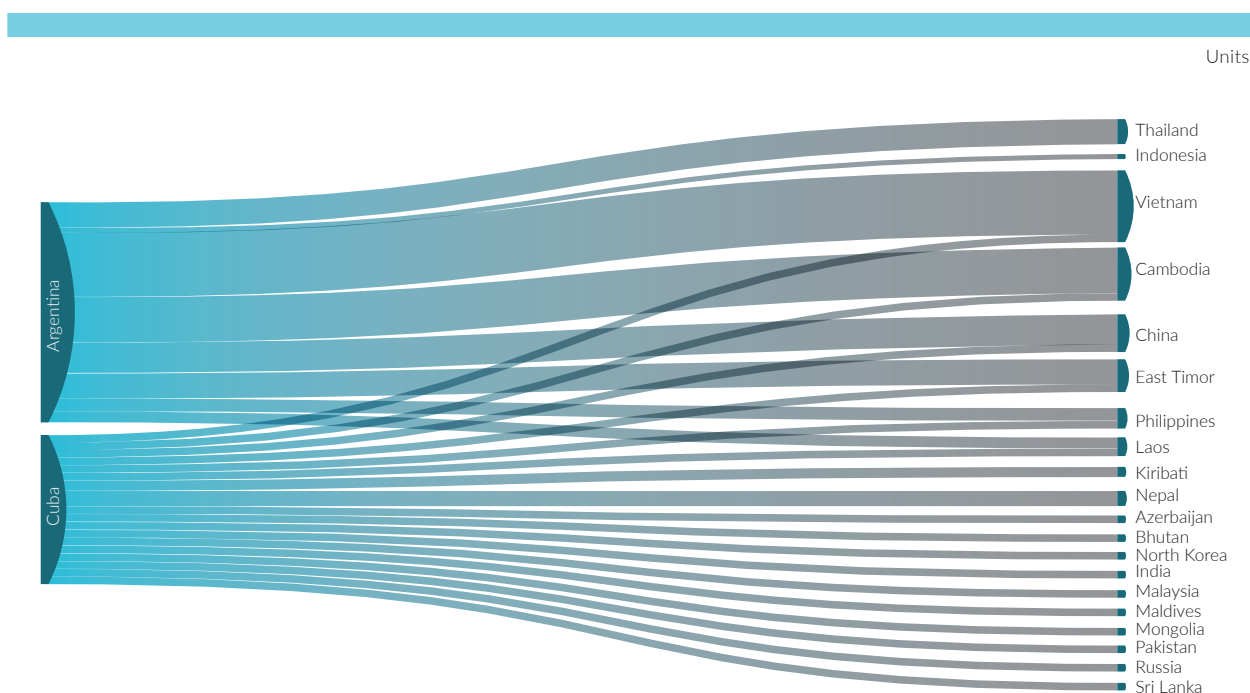
distributed among 8 countries, most of them in the eastern region. Worthy of note are the partnerships between the South American country and Vietnam (9) and Cambodia (7), as well as China, Thailand and East Timor (4 each). By contrast, although Cuban cooperation extended to a greater number of countries (18), it was through specific actions, which in the case of Kiribati and Nepal in Central and South Asia amounted to only two projects.

- c) Meanwhile, Ibero-America participated in 14 projects as recipient. China was the top provider in 2015 with 7 projects in progress - Argentina (4), Cuba (2) and Colombia (1). Cuba was the top recipient with 6 projects (the aforementioned two, plus 3 from Vietnam and 1 from Malaysia). Thailand with 3 projects in Ibero-America (2 in Colombia

and one in Peru) completes this cooperation. As explained, all countries are located in the East Asia region.

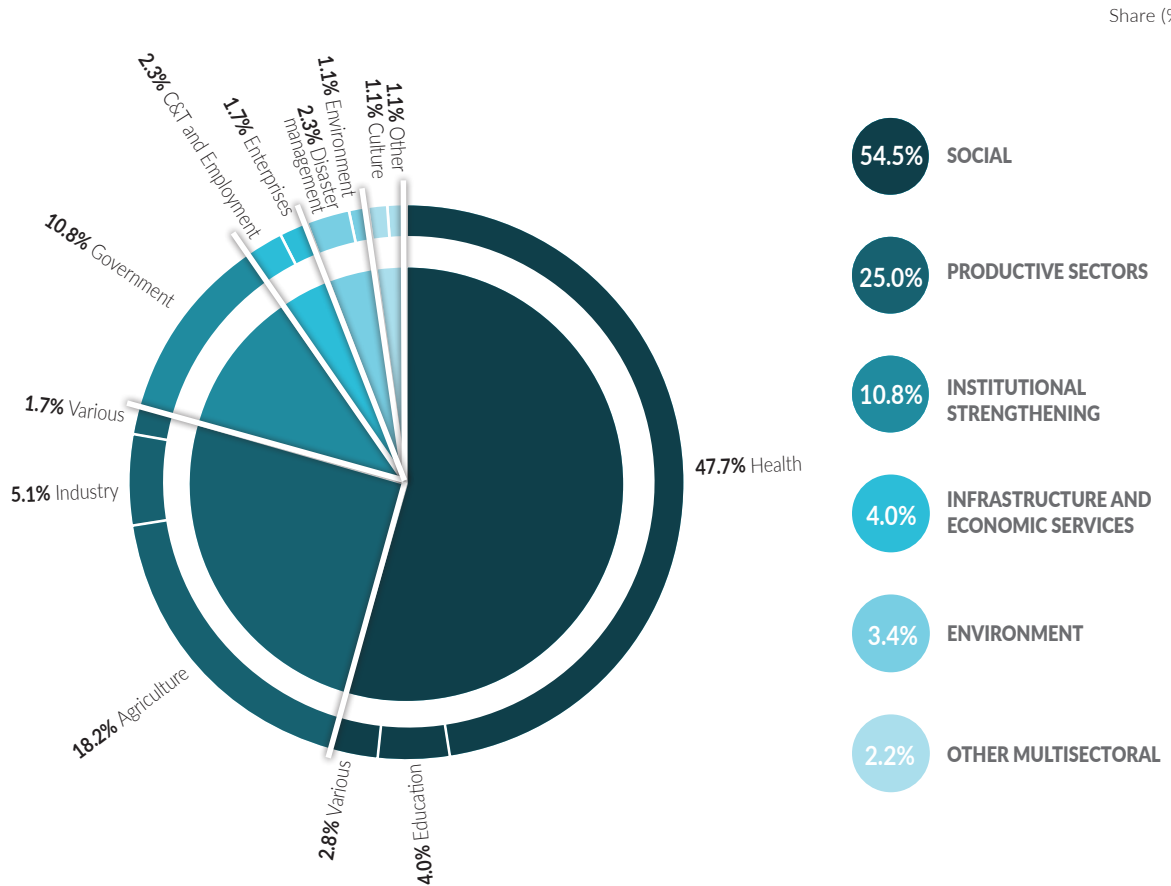
- d) As for actions, the distribution between cooperation provided and received was very similar: 19 and 16, respectively, which brings the total number of exchanges to 35. Colombia was the top provider of actions (85%) from Ibero-America. Its 16 actions were distributed among 10 countries, including the Philippines (4) and Azerbaijan (2). Argentina sponsored three more actions targeting China, Russia and East Timor. Meanwhile, the actions received were aimed at the same Ibero-American countries: Colombia (15 actions, including 4 from the Philippines and 2 from Azerbaijan and Indonesia) and Argentina (one cooperation action from Russia).

Diagram V.2. Bilateral SSC project flows between Argentina and Cuba (providers) and Asia (recipient). 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Graph V.3. Bilateral SSC initiatives between Ibero-America (provider) and Africa and Asia (recipient), by area of action and activity sector. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Finally, Graph V.3 shows the distribution of the 73 initiatives in Asia in which Ibero-American countries were active as providers, by activity sector and area of action to which they are associated. The purpose is to identify which capacities were strengthened through these exchanges, although, as is clear from the analysis made so far, the results are strongly conditioned by the sectoral profile of the cooperation promoted by the two top providers: Argentina and Cuba. Box V.1 provides details on the objectives of Cuban cooperation with the rest of the world. Box V.2 provides a similar level of detail for Argentina.

Specifically:

a) Nearly half of the initiatives (47.7%) sought to strengthen the health sector. Meanwhile, close to 30% were geared towards

Economics (agricultural activity - 18.2%) and Institutional strengthening of governments (10.8%). The remaining initiatives focused on Other multisectoral areas, including Industry (5.1%) and Education (4.0%).

b) The relevance of the Health sector cannot be understood without Cuba and its policy to export its social achievements to the rest of the world. Thus, as explained in Box V.1, what is being taken into account here is, basically, all of Cuba's cooperation for training health workers in Africa and Asia, and improving the national health systems of many of these countries. Additionally, this sector also encompassed some projects promoted by Argentina in Algeria (North Africa) to strengthen the quality and control of medicines, the transplant agency and a maternity and childhood health program.

- c)** As for the importance of the Agriculture sector, the answers can be found in Argentina's cooperation and its acknowledged expertise in this area. Indeed, 18.2% of the initiatives aimed at strengthening the agricultural sector in Africa and Asia originated in Argentina, which transferred capacities related, in particular, to livestock, phytosanitary management, application of genetic techniques, increased productivity of crops such as quinoa and rainfed rice, and storage of grains, among many others.
- d)** Argentina was also responsible for cooperation aimed at institutionally strengthening governments. In fact, the initiatives promoted by this country in Asia fell within the field of Human Rights, and consisted of transferring forensic techniques for the identification of war victims, especially in Vietnam. In contrast, the sectoral profile in Africa was highly diverse, and concentrated in a single country, East Timor, where Argentina engaged in projects for decentralization planning and training human resources on protocol.
- e)** Responsibilities were shared in about 10% of the initiatives dedicated to Industry and Education. In the former area, Argentina played a decisive role, transferring its agro-byproduct processing techniques. In the latter, Cuba transferred its award-winning and innovative literacy program (Yo Sí Puedo), especially in Africa.
- f)** Lastly, notable among the rest of the wide-ranging Bilateral South-South Cooperation initiatives implemented in Africa and Asia in 2015 were those implemented by Argentina in Africa for managing water resources, as well as Cuba's exchanges with countries in both regions for managing disasters.

Additionally, it is worth identifying which capacity profile was strengthened when African and Asian countries acted as providers, and Ibero-America received their cooperation. The sectoral analysis of the 35 initiatives implemented by both subregions in several Ibero-American countries suggests the following:

- a)** More than half of the initiatives (51.4%) had economic purposes, especially strengthening of productive sectors (42.9% versus 8.6% for infrastructures and services). Another 30% (28.6%) focused on strengthening government institutions in Ibero-America, and the remaining 20% was aimed at meeting social needs.
- b)** By sectors, support for government institutions accounted for almost 3 out of 10 of the initiatives received. In order of relative importance, cooperation in agricultural activities (one in five) and tourism (11.4% of the 35 initiatives) were particularly noteworthy. Education (8.6%), Other services and social policies (8.6%), Industry and Communications (5.7% in each case) were also relevant, albeit to a lesser extent. Initiatives focusing on strengthening Extractive and Fisheries, Science and Technology and Health sectors were less frequent (2.9%).
- c)** While Argentina and Cuba played a decisive role as providers, Colombia was the top recipient. The capacity profile described is mainly explained by the initiatives exchanged between African and Asian countries and Colombia in Institutional strengthening (digital agendas, e-government and various aspects of post-conflict management (de-mining, reintegration and reconciliation)); Agriculture (crop management techniques for cocoa, bamboo, pineapple, citrus, cassava and plantain; and Tourism (promotion policies and, in keeping with the initiatives aimed at governments, capacities for managing this sector in a post-conflict scenario).

Box V.2. Argentina and its South-South Cooperation towards the rest of the world

In 2015, Argentina exchanged nearly one hundred projects (97) with countries in other developing regions: 92 as provider and 5 as recipient. These initiatives were implemented in the context of Bilateral South-South Cooperation, which meant that Argentina engaged with nearly thirty developing countries (29), mostly from the non-Ibero-American Caribbean (11), but also from Africa (7 Sub-Saharan and 3 North African countries) and Asia (7 from the East and 1 from the Central and Southern regions). With virtually 60% of these countries, the number of exchanges ranged between one and three projects. The number of exchanges was higher for the other 40%, in particular, those which engaged in between 4 and up to 9 Bilateral South-South Cooperation projects in 2015. Worthy of note among the countries with these volumes of exchange were Saint Vincent and the Grenadines (8 projects), Grenada (5), Dominica (4) and Jamaica (4) in the non-Ibero-American Caribbean; Mozambique (8) and Angola (4) in Sub-Saharan Africa; Algeria in North Africa (4 projects); East Timor in Central and South Asia (4 others); and Vietnam and Cambodia (9 and 7 projects, respectively), as well as China and Thailand (4 each case) in East Asia. Indeed, the 4 projects exchanged with China were bidirectional; therefore, they were counted twice, this time with China as provider and Argentina as recipient. The South American country received one project from South Africa as provider, which brings the number to five.

Meanwhile, as the graph suggests, almost 4 out of 10 Bilateral SSC projects in which Argentina participated in 2015 with countries from other developing regions focused on transfer of capacity in Agriculture, one of the most important areas of the Argentine economy. Additionally, more than one-third of

these exchanges also related to sectors that are a benchmark of Argentina's strengths: Health. Strengthening of government policies and institutions and support for Industry, especially in the transformation of agriculture and livestock byproducts. The rest of the cooperation was widely diversified around 13 sectors. These initiatives were on a more ad-hoc basis: water sanitation, education and public services and policies (Social); employment, science and technology, business promotion, trade and fisheries (Economic); as well as environment, disaster management, culture, gender and management of other development models.

Finally, it is worth disaggregating further the contents of these 92 projects and relating them to their regional distribution. This reveals the following notable information:

- In the case of the non-Ibero-American Caribbean, the projects mainly focused on strengthening Health and Government institutions. On the one hand, they promoted blood banks, transfer of techniques for greater food security, enhanced social pre-hospital care services, and prevention and treatment of diseases such as Chikungunya, among others; and on the other hand, development of cadastral information systems and Coast Guard surveillance. Other projects were aimed at developing and promoting tourism (especially nautical and natural and protected areas), as well as local production MSMEs. Likewise, there were barely four initiatives in the agricultural sector, all related to phytosanitary control and self-production.
- The projects implemented by Argentina in East Asia (some of which were bidirectional to encourage mutual strengthening of capacities) were concentrated around two areas

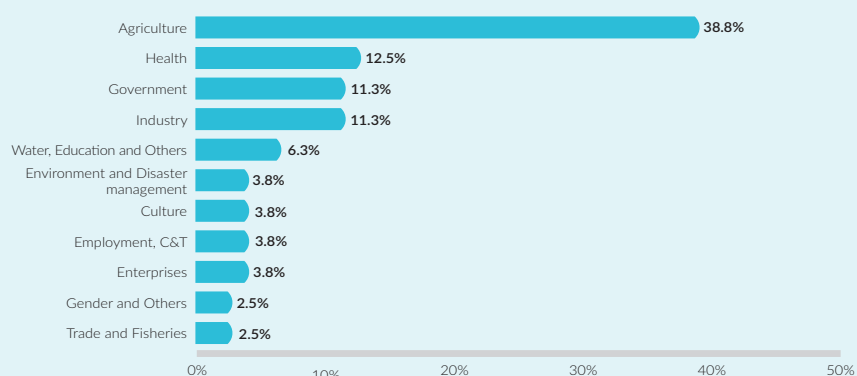
of action: Agriculture (21 of the 25 registered projects) and Government. In the agricultural sector, the projects were geared towards improving crop yield (e.g. rice), phytosanitary management of pest resistance, cattle farming, beekeeping and management of grain reserve and storage systems. Although Institutional strengthening included initiatives geared towards improving taxpayer services, they focused primarily on strengthening the capacities of recipient countries to develop forensic techniques for identifying victims of war (Vietnam).

- As for the cooperation with Sub-Saharan Africa, over half of the projects (21) were equally distributed between agriculture and industry. Some projects were aimed at improving crop yield (cotton and wheat) and genetic management of soy and rice. As for plant and animal safety, the initiatives focused on controlling foot-and-mouth disease and fruit fly. Other exchanges sought to improve industrial processes, including packaging, metrology and quality certification, and strengthen management of industrial byproducts, for instance, from food and leather. Experiences in health (medical-nutritional study); employment (promotion of self-employment) and water (water resources management) were less frequent.
- Finally, East Timor was the recipient of the four projects implemented in Central and South Asia by Argentina. These sought to improve various capacities related to development of forensic medicine, government decentralization planning, forest and environmental conservation, and training for professionals managing libraries.

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Bilateral SSC projects between Argentina and other developing regions, by activity sector. 2015

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus



V.2. IBERO-AMERICA AND OTHER REGIONS IN TRIANGULAR COOPERATION IN 2015

In 2015, Ibero-American countries participated in 21 initiatives (6 actions and 15 projects) with partners from other developing regions, mainly from the non-Ibero-American Caribbean and, to a lesser extent, from Africa and Asia. Diagram V.3 shows the cooperation exchanges that took place, based on the flows between first providers (left flow), second providers (central flow) and recipients (right side of the diagram). It follows that:

- a) In more than half of the cases (52.4%), Chile was the Ibero-American country that acted as first provider with 11 Triangular Cooperation initiatives. Japan was the second provider in more than half of these (6), and the remaining five involved five different countries: two Ibero-American countries (Spain from Europe and El Salvador from Latin America); one European (France); one North American (United States); and one Asian (Singapore). The preferred destination of this cooperation was the non-Ibero-American Caribbean, which participated in all initiatives in different ways: 1) as a single recipient country (Haiti in triangulation with the United States, and Belize in the initiative with Chile and El Salvador); 2) as a group of several countries in the subregion (six initiatives with Japan and one mediated by France); and 3) as a group of countries that shared the role with other Ibero-American partners (Triangular Cooperation of Chile, Spain and Singapore as second providers).²
- b) Argentina was the other Ibero-American country that acted more frequently as first provider of Triangular Cooperation to other developing regions in 2015 with 5 initiatives, equivalent to almost 25% of the 21 registered. In this case, the second providers were Japan (3 initiatives plus the 6 with Chile) and a multilateral body, UNASUR, which acted alone once and a second time

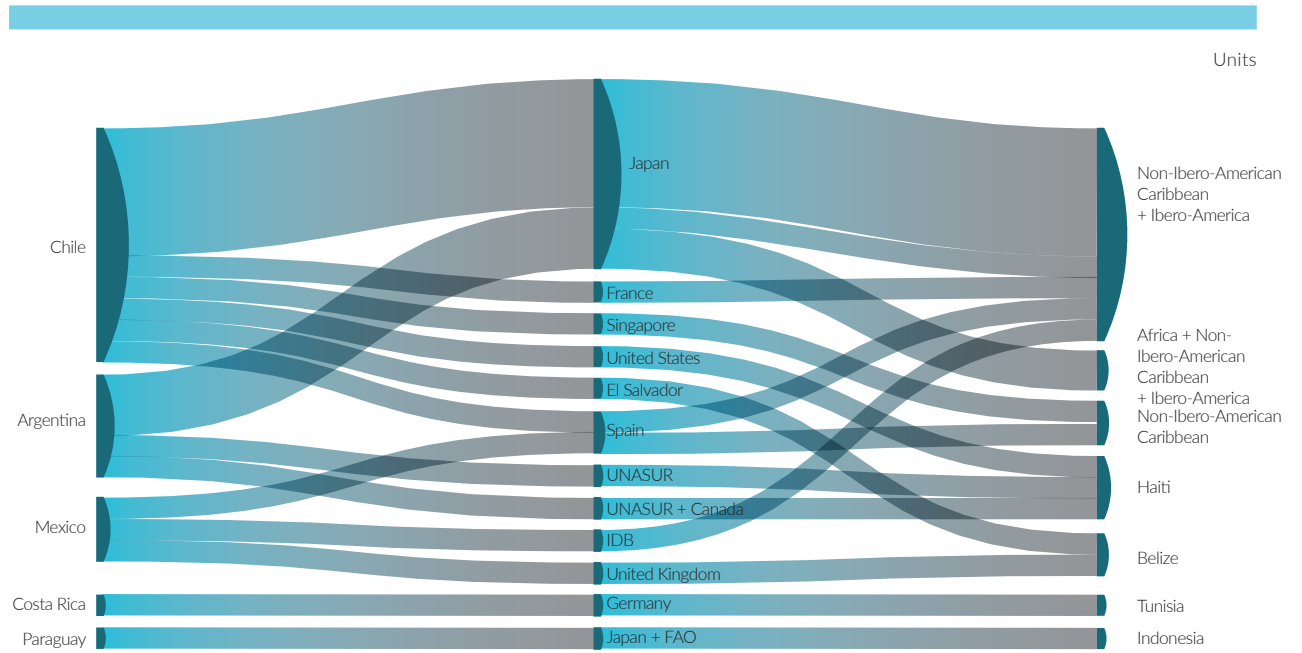
with Canada. The reception pattern was repeated with a variant. UNASUR's cooperation was aimed at Haiti; while Japan's initiatives strengthened a group of countries from the non-Ibero-American Caribbean, Ibero-America and, at least once, Africa (Angola and Mozambique).

- c) Meanwhile, Mexico was active as first provider in 3 Triangular Cooperation initiatives registered with other developing regions in 2015. Its partners as second providers were Spain, United Kingdom and the IDB. Again, the non-Ibero-American Caribbean was the recipient of these triangulations, together with Ibero-America, in the case of initiatives supported by Spain and the IDB; and with Belize, in the case of the United Kingdom.
- d) Finally, two ad-hoc experiences did not involve the Caribbean region nor Africa and Asia. As shown in Diagram V.3, these Triangular Cooperation initiatives engaged, on the one hand, Costa Rica as first provider, Germany as second provider and Tunisia as recipient, and on the other hand, Paraguay as the first provider, Japan and FAO as second provider and Indonesia as recipient.

In 2015, Ibero-American countries participated in 21 Triangular Cooperation initiatives with partners from other developing regions, mainly from the non-Ibero-American Caribbean and, to a lesser extent, from Africa and Asia

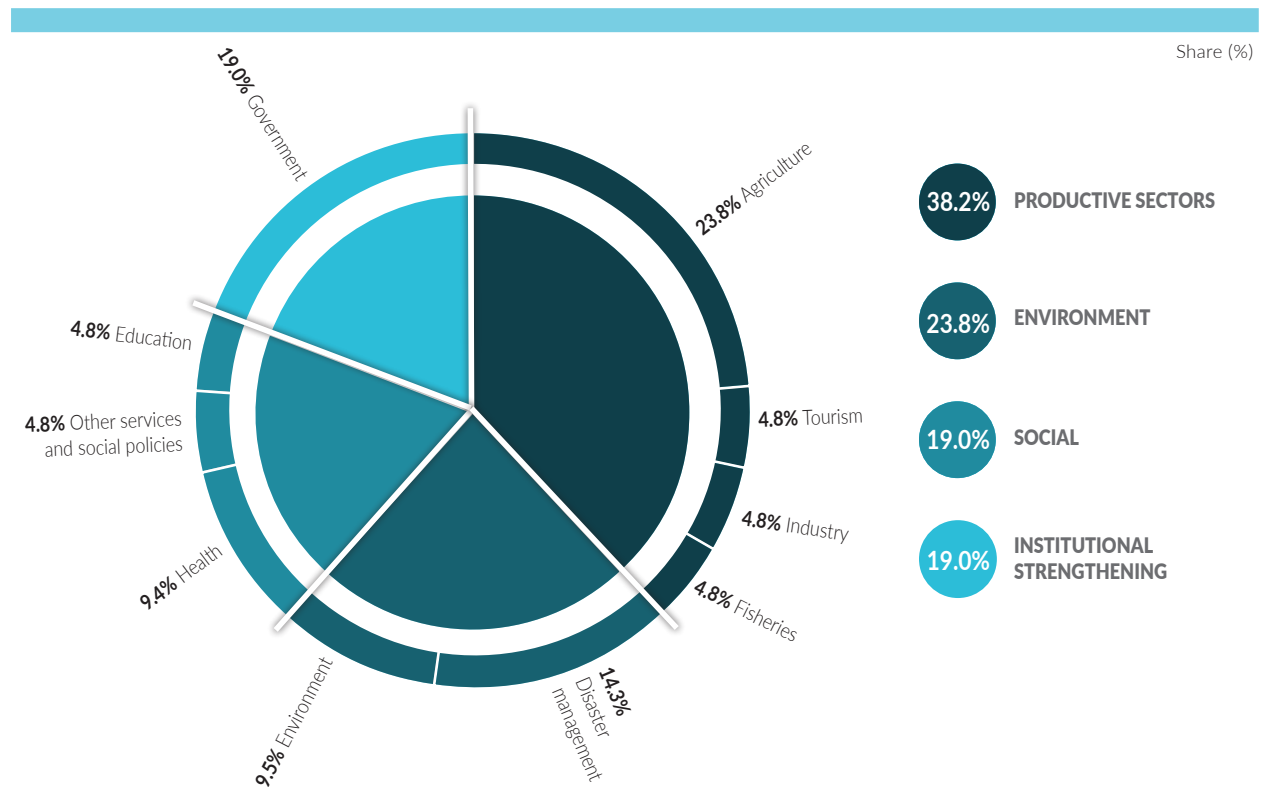
² It should be noted here that initiatives in which a recipient from other developing regions shared a role with at least one Ibero-American country have already been systematized in Chapter III of this Report.

Diagram V.3. Triangular Cooperation Initiatives between Ibero-America (first provider) and other developing regions (recipients). 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Graph V.4. Triangular Cooperation initiatives between Ibero-America (first provider) and other developing regions (recipient), by area of action and activity sector. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Meanwhile, Graph V.4 shows the type of capacities strengthened in other developing regions in 2015 through Triangular Cooperation. In particular:

a) Almost 40% of the 21 projects and projects registered (38.1%) were aimed at strengthening economic capacities, especially in different productive activities. Another fourth (23.8%) was geared towards the environment. The rest of the Triangular Cooperation was equally distributed between initiatives that contributed to institutional

strengthening (19.0%) and the Social area (19.0%).

b) In fact, Agriculture was the most relevant sector with almost 1 in 4 Triangular Cooperation initiatives. This was followed, in relative order of importance, by strengthening of government institutions (19.0% of the total) and Disaster management (14.3%). Less frequent were the initiatives specifically aimed at protecting the Environment (2, equivalent to 4.9%) and Health (2 more), as well as those focusing on

Box V.3. Tourism and sustainability in the framework of Development Agenda 2030: the experience of Costa Rica, Germany and Tunisia

According to the World Tourism Organization (WTO), international tourism flows have continued to grow in the last three decades at an average annual rate of 4%, both in terms of number of international tourists and economic volume. Consequently, the WTO recorded 1,186 million international tourists in 2015, with an overall income from international tourism of 1,260 billion dollars.¹ Against this backdrop, one of the most significant growths took place in the so-called emerging regions, particularly in South America and Central America, which have increasingly consolidated their position as tourist destinations. Indeed, in recent years, both subregions saw fast growth in tourism, second only to Southeast Asia and Sub-Saharan Africa. Furthermore, South America was the destination of 30.8 million tourists in 2015; a fourfold increase over

1990; and Central America received 10.2 million visitors, multiplying by 5 that of 25 years ago.

In this growth framework, with a strong involvement of developing regions, there is a growing need to promote and implement sustainable tourism, in line with the approach advocated by the World Tourism Organization (WTO) for over two decades. According to the WTO, sustainable tourism can be defined as tourism that takes full account of its current and future economic, social and environmental impacts, addressing the needs of visitors, the industry, the environment and host communities.

In this growth framework, with a strong involvement of developing regions, there is a growing need to promote and implement sustainable tourism, in line with the

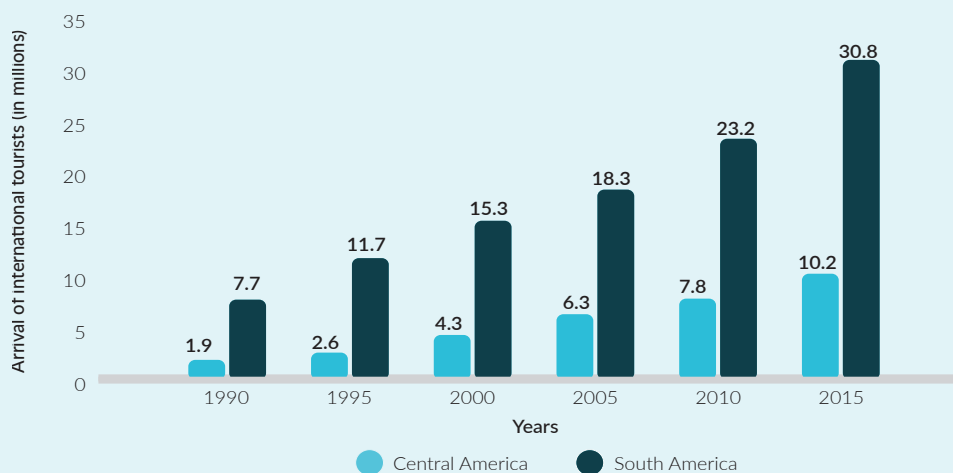
approach advocated by the World Tourism Organization (WTO) for over two decades. According to the UNWTO, sustainable tourism can be defined as tourism that takes full account of its current and future economic, social and environmental impacts, addressing the needs of visitors, the industry, the environment and host communities.

In recent years, the Development Agenda 2030, in which sustainable tourism is firmly anchored, has given new impetus to this approach. While tourism contributes directly or indirectly to all the goals of the Agenda, according to the WTO, it is specifically included as target in Goals 8, 12 and 14, on inclusive and sustainable economic development, sustainable use and consumption, sustainable use of oceans and marine resources, respectively.

Arrival of international tourists. Central and South America. 1990-2015

Millions of visitors

Source: SEGIB, based on reporting from UNWTO (2017)



¹ UNWTO (2017).

Fisheries, Industry and Tourism and, in the Social area, Education and Other social services and policies (one each).

- c) More deeply, the initiative geared towards the agricultural activity sought to promote self-production of food, sustainability of bovine production for small and medium cattle breeders, and support for phytosanitary control systems. Meanwhile, institutional strengthening of governments included exchanges for transferring good governance practices, as well as tools for

assessing public-private investment projects and international cooperation itself. This area also saw initiatives to strengthen national security.

- d) Less frequent were the initiatives targeting disaster management and the environment. Worthy of note are the courses for third countries on seismology and structural security of buildings and infrastructures, and strengthening of the Caribbean Disaster Emergency Management Agency (CDEMA) in earthquake- and tsunami-related technical

Costa Rica is a particularly renowned tourist destination in Central America. According to the Costa Rican Tourism Organization's yearbook, the country received more than two and a half million international visitors from all over the world in 2015.² In addition to its relevance as a destination, Costa Rica is also a pioneer in tourism sustainability, which it promotes as a state policy. The country has become a global benchmark for ecotourism. The Costa Rican government considers sustainable tourism as a balanced interaction between appropriate use of natural and cultural resources, improved quality of life for local communities, and successful economic activity that contributes to national development.³ Its leadership is doubly acknowledged: in the public sector through initiatives such as the National Parks and natural biological

reserves network, and in the private sector for its coordination with this sector through different chambers and associations such as the Chamber of Ecotourism and the National Chamber of Tourism.

Taking advantage of the Central American country's leadership in this area, various initiatives sought to promote the exchange of capacities and good practices developed by Costa Rica with other countries within and without the region.

One outstanding initiative in this area is the triangular exchange with Tunisia to support tourism development. In this project called "Consolidation and Promotion of Sustainable Tourism", facilitated by Germany, Costa Rica was active as first provider, transferring skills and good practices. The project involved the participation of Costa Rica's National

Chamber of Ecotourism and Sustainable Tourism (CANAECO).

The project, which began in 2015, sought to support the Republic of Tunisia through exchanges, training and visits to learn about tourism management in Costa Rica. One of the good practices exchanged was the management of the Hotel Punta Islita and its sustainability program, linked to good environmental protection practices, and community projects.

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus; WTO (2016), and WTO (2015); UNWTO (2017); and UNWTO's digital pages (<http://www.e-unwto.org>), Costa Rican Tourism Institute (<http://www.ict.go.cr/es/>), National Chamber of Ecotourism and Sustainable Tourism of Costa Rica (CANAECO) (<http://canaeco.org/>), and news pages (<https://www.crhoy.com>, <http://www.viajarcr.com/blog/alemania-promociona-elmodelo-turistico-sostenible-de-costa-rica>).

Tourism and Sustainable Development Goals (SDG)

Sustainable Development Goals (SDG)		Related Target
 SDG 8	Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all	Target 8.9: By 2030, devise and implement policies to promote sustainable tourism that creates jobs and promotes local culture and products
 SDG 12	Ensure sustainable consumption and production patterns	Target 12.b: Develop and implement tools to monitor sustainable development impacts for sustainable tourism that creates jobs and promotes local culture and products
 SDG 14	Conserve and sustainably use the oceans, seas and marine resources for sustainable development	Target 14.7: By 2030, increase the economic benefits to Small Island developing States and least developed countries from the sustainable use of marine resources, including through sustainable management of fisheries, aquaculture and tourism

Source: SEGIB, based on reporting from PASF (2015)

² <http://www.ict.go.cr/es/documentos-institucionales/estad%C3%ADsticas/informes-estad%C3%ADsticos/anuarios/2005-2015/873-anuario-de-turismo-2015/file.html>

³ <http://www.ict.go.cr/es/sostenibilidad/118-sostenibilidad.html>

areas; and initiatives on environmental statistics and watershed management to cope with climate change.

- e) Finally, climate change and its impact on food security was also addressed in a health-related Triangular Cooperation.

Another initiative in this sector focused on training in early detection of colorectal cancer. Although the other experiences were one-offs, the initiative to strengthen sustainable tourism in Tunisia, in partnership with Germany and Costa Rica, deserves a special mention (Box V.3).

V.3. IBERO-AMERICA AND OTHER REGIONS IN REGIONAL SOUTH-SOUTH COOPERATION IN 2015

Graphs V.5 and V.6 characterize the 27 Regional South-South Cooperation programs and projects in which Ibero-American countries participated in 2015 with partners from other developing regions. A dual criterion was used for the characterization: 1) the number of exchanges in which each country (or subregion) participated; and 2) the 27 programs and projects distributed according to the multilateral body that supported the exchange. It can be concluded from the combined observation that:

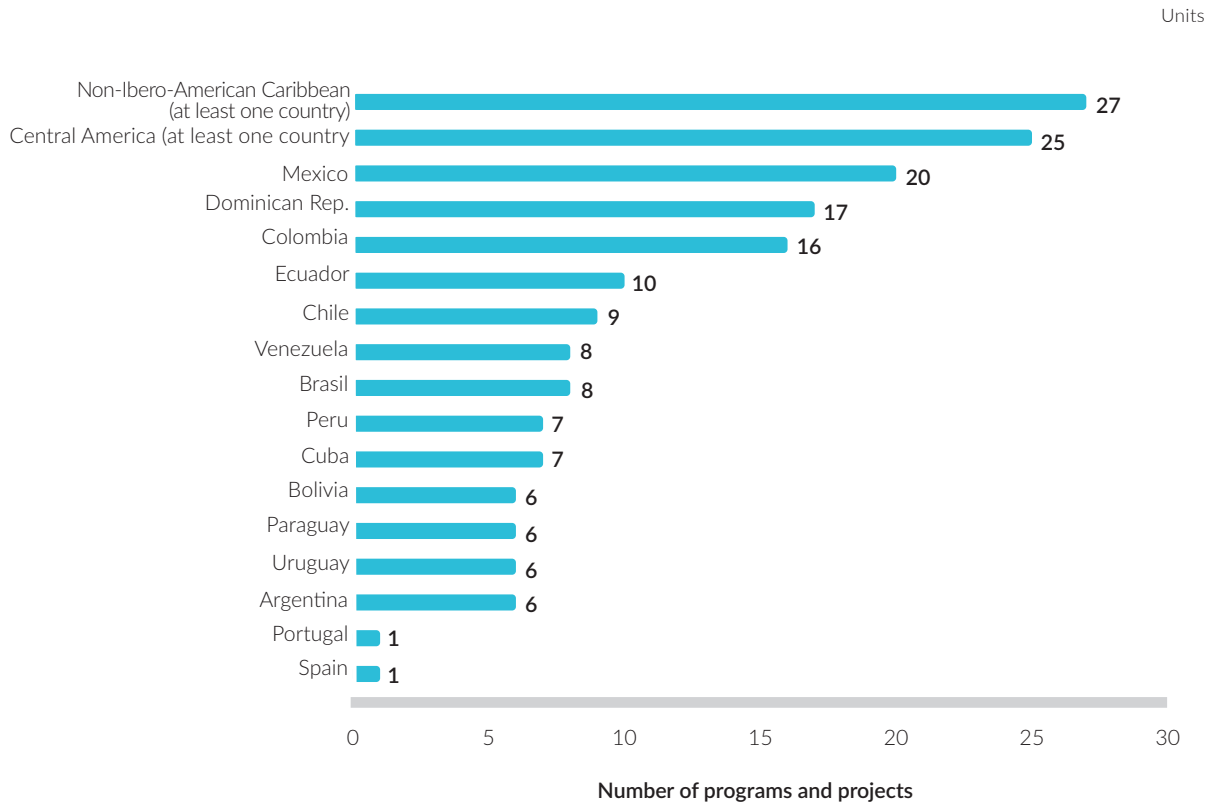
- a) According to the information available for 2015, the non-Ibero-American Caribbean was the only other developing region that engaged with Ibero-America in this form of South-South Cooperation. Indeed, as Graph V.5 shows, the non-Ibero-American Caribbean participated in all 27 experiences through some country. There is no record, however, of engagements with African, Asian, Oceanian or Middle Eastern countries.
- b) In the 27 occasions in which the non-Ibero-American Caribbean engaged in Regional SSC initiatives in 2015, it was done through one country (Haiti or Belize) or together with others. To that end:
- In the first case, and especially, when the country is Belize, the Ibero-American countries with which it engages are usually from Central America (at least in one out of

25 experiences exchanged) (Graph V.5). Dominican Republic, Mexico and, sometimes, Colombia also participated in at least ten exchanges. This suggests a Mesoamerican cooperation rationale, formally supported by its namesake program. This was the case of at least 11% of the 27 experiences recorded (Graph V.6).

- As shown in Graph V.5, and in line with what has been mentioned earlier, the non-Central-American countries in Ibero-America that more often participated in cooperation exchanges with the Caribbean countries were Mexico, Dominican Republic and Colombia, active in 20, 17 and 16 experiences, respectively. The rest of countries coincided in between 6 and 10 initiatives (in descending order of relative importance, Ecuador, Chile, Venezuela, Brazil, Peru, Cuba and Bolivia). The exception was Spain and Portugal, which coincided with the non-Ibero-American Caribbean in only one Regional SSC program.
- c) The participation of multilateral bodies influenced these country combinations, which, as suggested in Graph V.6, accounted for about 75% of the 27 programs and projects. Worthy of note is the influence of the CARICOM (which supported one of few experiences involving its 14 member

³ It should be noted here that at least three Ibero-American countries participated in all initiatives, a criterion which means that they have already been included and systematized in Chapter IV of this Report. The only exception is a project in which only one Ibero-American country (Chile) participated with the 14 non-Ibero-American Caribbean countries and CARICOM.

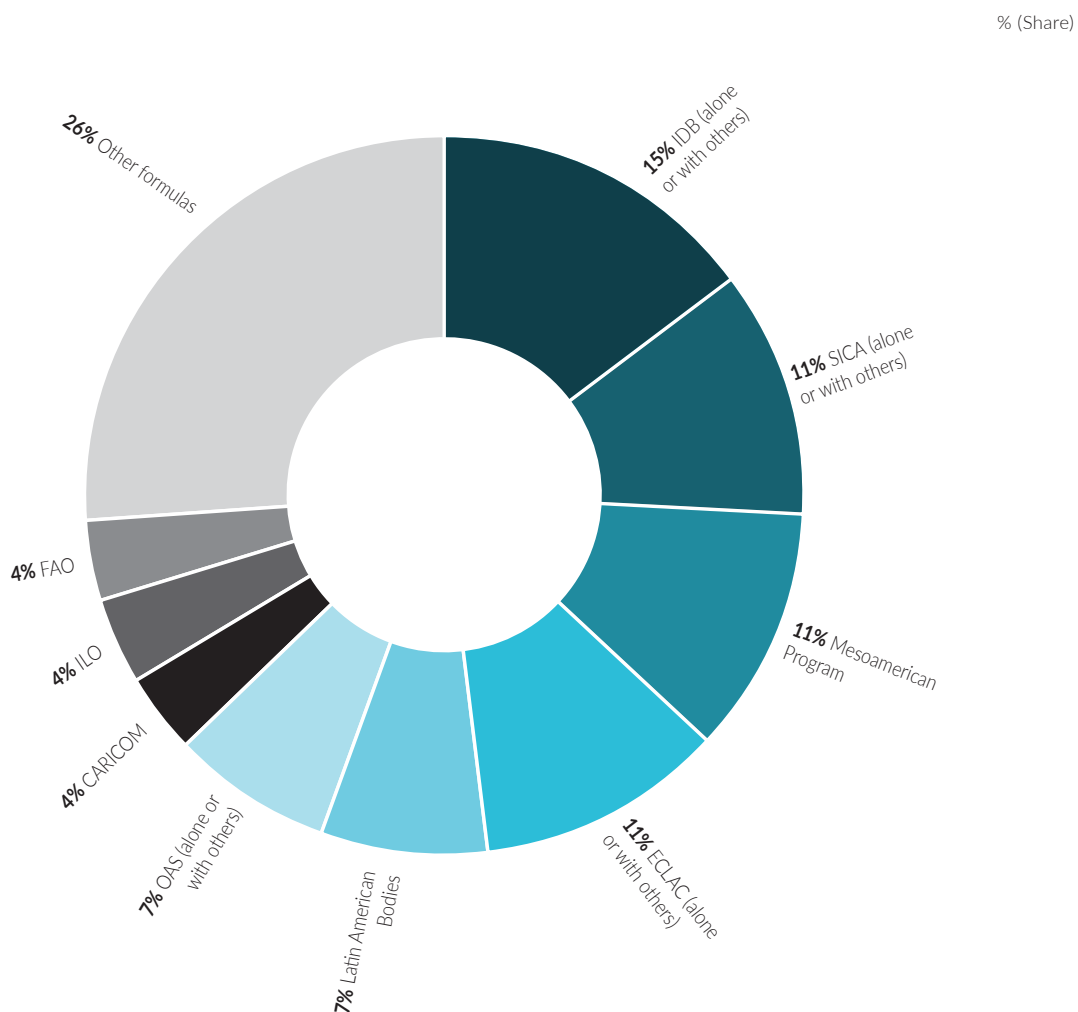
Graph V.5. Countries and subregions' share (%) of Regional SSC programs and projects with other developing regions. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

The non-Ibero-American Caribbean participated in all 27 Regional South-South Cooperation experiences through some country

Graph V.6. Participation of Multilateral Bodies in Regional SSC programs and projects with other developing regions. 2015



Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

countries);⁴ SICA and the Mesoamerican Program (6 experiences that accounted for 22.2% of the total); multilateral bodies that encompass Latin America and the Caribbean (ECLAC, 3 initiatives, and Inter-American IDB and OAS, 4 and 2 exchanges, respectively); Ibero-American agencies (which twice supported cooperation with Haiti); as well as

FAO and ILO, with a more global membership and active in one program and one project, respectively. The remaining 26% of the exchanges (7) tended to be country-led regional cooperation programs, something common to countries inside the Ibero-American region (Chile and Colombia) and outside (Germany, Korea, United States and Japan).

⁴ In fact, this is the only experience (Chile with CARICOM) that had not been systematized in the chapter on Regional SSC in Ibero-America.

Lastly, an approximation was made to strengthen capacities through the 27 Regional South-South Cooperation programs and projects in which Ibero-American countries engaged in 2015 with non-Ibero-American Caribbean partners. In summary:

- a) One-fourth of the experiences exchanged (7) were aimed at strengthening the institutional capacities of the governments in the Caribbean. Additionally, just over one-fifth (22.2%) were geared towards Health (3 programs and projects) and Trade (3 others). Meanwhile, Agriculture, Enterprises, Environment and Energy had a lower relative importance, as each of these areas were the focus of 2 initiatives each only. Likewise, economics-based exchanges aimed at supporting employment, science and technology, and transport and storage, and other multisectoral initiatives in culture, gender and disaster management were less frequent.
- b) It is also worth highlighting the experiences that contributed to improving public governance, national security using marine interdiction in the fight against drugs, and the earlier mentioned Initiative Latin America and the Caribbean Free of Child Labor.⁵ Meanwhile, especially relevant in the Health sector were the initiatives that sought to eliminate malaria in the Mesoamerican and Amazon subregions. In Economics, there were experiences to facilitate maritime transit of goods, and others that aimed to link agriculture and trade by strengthening phytosanitary control. The initiatives geared towards supporting entrepreneurship and MSMEs should also be highlighted. Finally, some programs and projects linked energy and environment, in particular, biofuels and more rational and efficient use of energy resources.

⁵ See Box IV.2 of Chapter IV.

ANNEX V

Matrix A.V.1. Bilateral South-South Cooperation projects and actions between Ibero-American countries and other developing regions, by provider. 2015

Units

A.V.1.1. Projects

PROVIDERS	RECIPIENTS								Total other regions
	Africa		Asia			Non-Ibero-American Caribbean	Oceania	Middle East	
	Sub-Saharan Africa	North Africa	Central and South Asia	East Asia	Asia Pacific				
Argentina	22	6	4	28		32			92
Brazil						5			5
Chile						5			5
Colombia			1			4			5
Cuba	62	2	10	9	1	23	4	9	120
Ecuador						11			11
El Salvador									
Mexico						15			15
Peru				1					1
Uruguay									
TOTAL	84	8	15	38	1	95	4	9	254

A.V.1.2. Actions

PROVIDERS	RECIPIENTS								Total other regions
	Africa		Asia			Non-Ibero-American Caribbean	Oceania	Middle East	
	Sub-Saharan Africa	North Africa	Central and South Asia	East Asia	Asia Pacific				
Argentina			1	2		2			5
Brazil									
Chile	1								1
Colombia	9		3	12	1	5			30
Cuba									
Ecuador						1			
El Salvador									1
Mexico									
Peru									
Uruguay						1			1
TOTAL	10		4	14	1	9			38

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Matrix A.V.2. Bilateral South-South Cooperation projects and actions between Ibero-American countries and other developing regions, by recipient. 2015

Units

A.V.2.1. Projects

PROVIDERS	RECIPIENTS										TOTAL
	Argentina	Brazil	Chile	Colombia	Cuba	Ecuador	El Salvador	Mexico	Peru	Uruguay	
Sub-Saharan Africa	1										1
North Africa											
Central and South Asia											
East Asia	4			3	6				1		14
Asia Pacific											
Non-Ibero-American Caribbean											
Oceania											
Middle East					2						1
TOTAL	5			3	8				1		17

A.V.2.2. Actions

PROVIDERS	RECIPIENTS										TOTAL
	Argentina	Brazil	Chile	Colombia	Cuba	Ecuador	El Salvador	Mexico	Peru	Uruguay	
Sub-Saharan Africa	1			4							5
North Africa											
Central and South Asia				3							3
East Asia	1			11							12
Asia Pacific				1							1
Non-Ibero-American Caribbean											
Oceania											
Middle East											
TOTAL	2			19							21

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Matrix A.V.3. Bilateral South-South Cooperation projects and actions between Ibero-American countries and the non-Ibero-American Caribbean. 2015

Units

A.V.3.1. Projects

PROVIDERS	RECIPIENTS														TOTAL
	Antigua and Barbuda	Bahamas	Barbados	Belize	Dominica	Grenada	Guyana	Haiti	Jamaica	St. Kitts and Nevis	Saint Lucia	Saint Vincent and the Grenadines	Suriname	Trinidad and Tobago	
Argentina	1		1	2	4	5	2		4	1	2	8	2		32
Brazil							3	2							5
Chile								4	1						5
Colombia								1	3						4
Cuba	1	1	1	2	2	1	3	4	2	1	2	1	1	1	23
Ecuador								10				1			11
El Salvador															
Mexico				2	1		2	5	1		2	2			15
Uruguay															
TOTAL	2	1	2	6	7	6	10	26	11	2	6	12	3	1	95

A.V.3.2. Actions

PROVIDERS	RECIPIENTS														TOTAL	
	Antigua and Barbuda	Bahamas	Barbados	Belize	Dominica	Grenada	Guyana	Haiti	Jamaica	St. Kitts and Nevis	Saint Lucia	Saint Vincent and the Grenadines	Suriname	Trinidad and Tobago		Various
Argentina			1						1							2
Brazil																
Chile																
Colombia			1	2		1			1							5
Cuba																
Ecuador																
El Salvador														1		1
Mexico																
Uruguay															1	1
TOTAL			2	2		1			2					1	1	9

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

Matrix A.V.4. Bilateral South-South Cooperation projects and actions between Ibero-American countries and Asia. 2015

Units

A.V.4.1. Projects

PROVIDERS	RECIPIENTS																				TOTAL						
	Afghanistan	Argentina	Azerbaijan	Bhutan	Cambodia	China	Colombia	N. Korea	Cuba	Philippines	India	Indonesia	Kiribati	Laos	Malaysia	Maldives	Myanmar	Mongolia	Nepal	Pakistan		Peru	Russia	Sri Lanka	Thailand	East Timor	Vietnam
Afghanistan																											
Argentina					7	4				2		1		1										4	4	9	32
Azerbaijan																											
Cambodia																											
China		4					1		2																		7
Colombia																	1										1
Cuba			1	1	1	1		1		1	1		2	1	1	1		1	2	1		1	1		1	1	20
Philippines																											
Georgia																											
India																											
Indonesia																											
Nepal																											
Malaysia									1																		1
Peru																								1			1
Russia																						1					3
Thailand							2																				3
Vietnam									3																		3
TOTAL		4	1	1	8	5	3	1	6	3	1	1	2	2	1	1	1	1	2	1	1	1	1	5	5	10	68

A.V.4.2. Actions

PROVIDERS	RECIPIENTS																				TOTAL						
	Afghanistan	Argentina	Azerbaijan	Bhutan	Cambodia	China	Colombia	N. Korea	Cuba	Philippines	India	Indonesia	Kiribati	Laos	Malaysia	Maldives	Myanmar	Mongolia	Nepal	Pakistan		Peru	Russia	Sri Lanka	Thailand	East Timor	Vietnam
Afghanistan						1																					1
Argentina					1																	1			1		3
Azerbaijan																											
Cambodia						1																					1
China																											
Colombia	1		2		1					4	1		2				1		1			1		1		1	16
Cuba																											
Philippines											4																4
Georgia																											
India											1																1
Indonesia												2															2
Nepal																											1
Malaysia											1																2
Peru																											
Russia		1																									2
Thailand											1																1
Vietnam											1																1
TOTAL	1	1	2		1	1	15			4	1						1		1			2		1	1	1	35

Note: Shaded cells indicate that at least one of the registered exchanges was bidirectional.

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.





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and St. Kitts and Nevis for
controlling primates.

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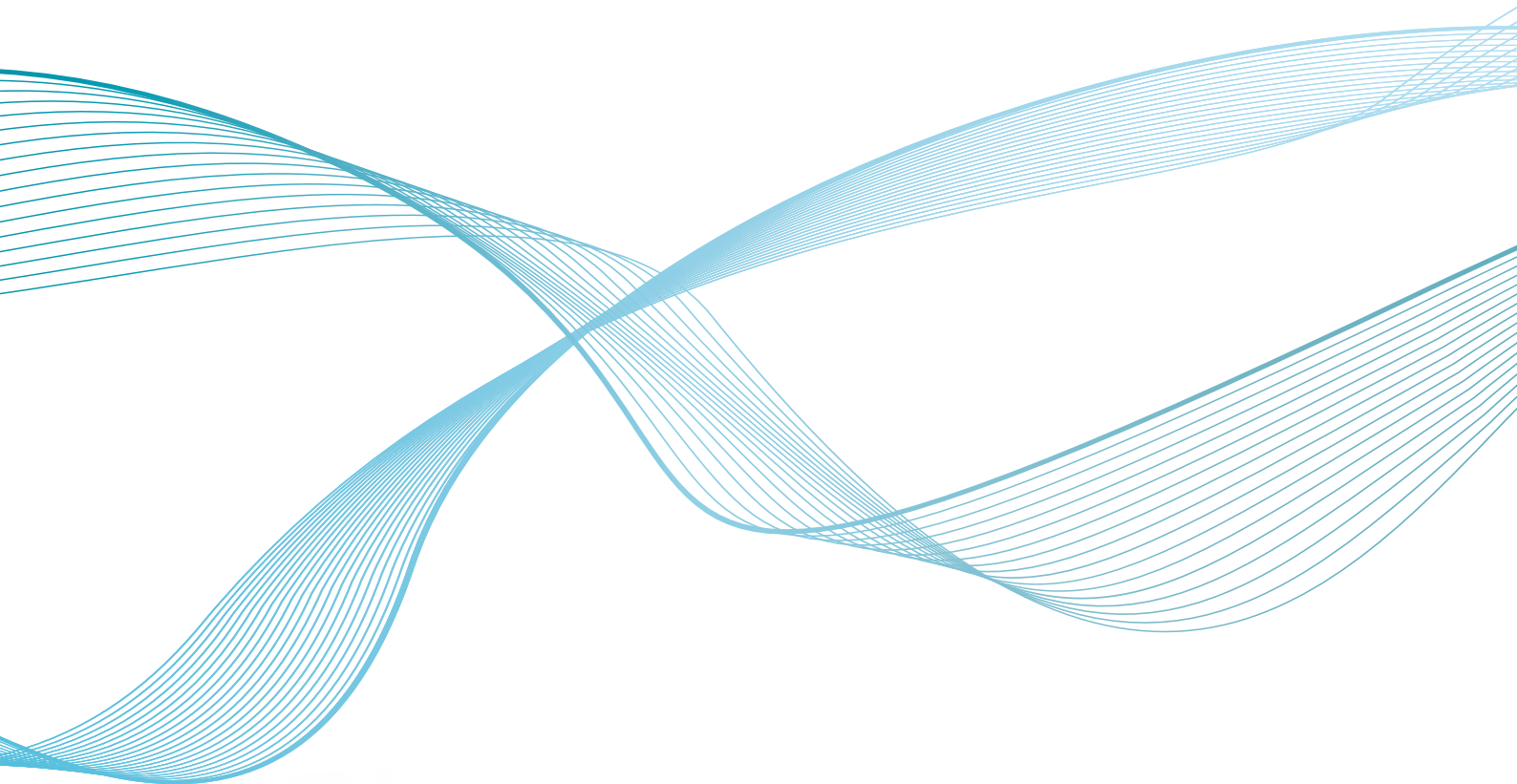
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