

# Report on South-South Cooperation in Ibero-America 2011



SEGIB Studies nº 6

# Report on South-South Cooperation in Ibero-America 2011



Secretaría General Iberoamericana    Secretaria-Geral Ibero-Americana

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Cover photo: Brazilian bilateral horizontal South-South cooperation project to increase soya and maize production in Cuba. Project details can be found in Chapter II, Box II.6, of this Report.

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## INTRODUCTION

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## INTRODUCTION

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The year 2011 marks the publication of what is now the fifth edition of the *Report on South-South Cooperation in Ibero-America* by the Ibero-American General Secretariat (SEGIB). After five years of annual publications, it is time to take stock and identify contributions, draw from lessons learned, and embark on a journey to tackle new challenges.

In effect, the yearly issues of the Report have made it possible, first of all, to show by means of verified data the dynamics impelling South-South Cooperation in the region; not just an overview of its evolution, but also the role played by each country. Second, the yearly Reports have given visibility to this South-South Cooperation not only to the external world but also internally within each partner country. Third, the inclusion of the annual Report as a Line of Action of the Ibero-American Program to Strengthen South-South Cooperation, adopted in 2008 at the Summit of Heads of State and Government in San Salvador, propelled a process that strengthened the capacity (institutional and methodological) of the countries' technical departments for cooperation. Finally, in the latest three editions, the inclusion of shared reflection among countries about South-South Cooperation yielded theoretical fundamentals for the practice of this cooperation in Ibero-America, as well as positions to convey a regional bloc view on South-South Cooperation at various international forums.

Satisfaction with the work done, however, obliges us to be more demanding in the future, setting new and exciting challenges for ourselves. Thus, the Report must continuously improve as only a rigorous treatment of data will ensure that conclusions drawn are ever closer to the reality they seek to describe. Challenges will be tackled in parallel with the work carried out by countries in the framework of the Ibero-American Program to Strengthen South-South Cooperation. For SEGIB our greatest incentive – and our greatest challenge – will be to further improve the Report so as to make it both a useful tool for Ibero-American countries and a recognized benchmark for South-South cooperation activities in other developing regions.

**Enrique V. Iglesias**  
Ibero-American Secretary General

**Salvador Arriola**  
Secretary for Ibero-American Cooperation

## Ibero-American Cooperation Officers as of 1 November 2011

COUNTRY	AGENCY	PRINCIPAL
Andorra	Ministry of Foreign Affairs and Institutional Relations	Mrs. María Ubach
Argentina	Ministry of Foreign Affairs, International Trade, and Faith	Mrs. Julia Levi
Bolivia	Ministry of Planning and Development	Mr. Harley Rodríguez
Brazil	Brazilian Cooperation Agency (ABC)	Mr. Marco Farani
Colombia	Ministry of Foreign Affairs	Mrs. María Andrea Albán
Costa Rica	Ministry of Foreign Affairs	Mrs. Circe Villanueva
Cuba	Ministry of Foreign Trade and Foreign Investment	Mr. Orlando Hernández
Chile	International Cooperation Agency (AGCI)	Mr. Jorge Antonio Daccarett
Dominican R.	Technical Secretariat – Presidency	Mrs. América Bastidas
Ecuador	Technical Secretariat for International Cooperation (SETECI)	Mrs. Gabriela Rosero
El Salvador	Ministry of Foreign Affairs	Mr. Jaime Miranda
Guatemala	Secretariat for International Cooperation	Mrs. Ana María Méndez
Honduras	Planning and Cooperation Technical Secretariat	Mrs. Lidia Fromm
Mexico	Ministry of Foreign Affairs	Mr. José Octavio Tripp
Nicaragua	Ministry of Foreign Affairs	Mr. Valdrack Jaentschke
Panama	Ministry of Foreign Affairs	Mrs. María Celia Dopeso
Paraguay	Ministry of Foreign Affairs	Mr. Antonio Rivas
Peru	Peruvian International Cooperation Agency (APCI)	Mr. Carlos Pando
Portugal	Portuguese Institute for Development Support (IPAD)	Mr. Augusto Manuel Correia
Spain	Spanish Agency for International Development Cooperation (AECID)	Mrs. Julia Olmo
Uruguay	Uruguayan International Cooperation Agency (AUCI)	Mr. Martín Rivero
Venezuela	Ministry of Popular Power for Foreign Affairs	Mr. Rubén Molina



## EXECUTIVE SUMMARY



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## EXECUTIVE SUMMARY

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This edition of the Report on South-South Cooperation in Ibero-America focuses on an analysis of the evolution in 2010 of the principal cooperation modalities (Bilateral, Triangular and Regional). The analysis is further complemented by a review of Official Development Assistance (ODA) flows directed to Ibero-American countries in a context marked by the international economic crisis. Additionally, in line with previous years, the Report includes shared reflections as to the principles underlying the practice of South-South Cooperation in Ibero-America.

In effect, the **first chapter** sets out the view held by countries concerning some of the criteria governing South-South cooperation in the region. In accordance with the 2009 and 2010 editions and using as a benchmark the provisions of the Buenos Aires Plan of Action (relating to Technical Cooperation), the Chapter **conceptualizes and reflects on the theoretical fundamentals supporting South-South Cooperation as a means to generate and strengthen capacities; as a means for collaboration and coordination; and as a driving force for regional integration.**

The **second chapter** begins the analysis of what occurred with the various modalities of South-South cooperation practiced in Ibero-America, in particular **Bilateral Horizontal South-South Cooperation**. It should be noted that each modality was approached in greater depth than in previous years. This was possible thanks to the work that began in early 2010 under the Ibero-American Program to Strengthen South-South Cooperation which enabled countries to move towards a better conceptualization and greater methodological rigor.

As a result, the analysis shows that **throughout 2010 Ibero-American countries exchanged a total of 529 bilateral horizontal South-South cooperation projects**, in addition to 313 actions. In this regard:

- a) **More than 96% of the projects addressed the transfer of skills from Brazil and Cuba** (almost 60% of the total), **Mexico and Argentina** (together contributing 27%), and **Chile and Colombia** (9%). This concentration among only six countries was offset by the emerging presence of new cooperation partners. Thus, the projects promoted by Peru, Ecuador, Costa Rica, Guatemala, Honduras, Nicaragua, and the Dominican Republic (4%) provide further evidence of the possibilities South-South cooperation offers all countries allowing them, regardless of their relative development level, to develop and share sector know-how.
- b) Meanwhile, **40% of the 529 projects reported in 2010 were executed in El Salvador, Nicaragua, Bolivia, and Colombia**. Practically all the rest (55%) were evenly distributed among two large groups of countries: Paraguay, Costa Rica, Guatemala, Mexico, and Peru (27.8%); Ecuador, Venezuela, Cuba, Dominican Republic, Brazil, Panama, and Uruguay (26.8%). 5.5% of the remaining projects were executed in Honduras (2.5%), Argentina (2.1%) and Chile (0.9%).
- c) Just over **60% of the 529 projects were aimed at social and economic development in Ibero-American countries (28.1% and 33.2%, respectively)**. A further breakdown of this figure reveals that 60% of projects aimed to strengthen productive sectors, while 40% focused on infrastructure creation and services. The rest of the bilateral horizontal South-South cooperation projects (a sizeable 39%) related to non-socioeconomic activities.

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d) Also, the weight of each activity over total number of projects was directly tied to the **country capacities and needs profiles**:

- **With respect to capacities, Brazil's** cooperation in 2010 had a strong socioeconomic content, with projects to support agriculture, education, health and reproductive health, in addition to strengthening government institutions and improving the environment. **Cuba and Chile** leaned more towards a social profile, emphasizing education, health and social policy. Meanwhile, **Mexico and Argentina** combined projects to transfer socioeconomic know-how (agriculture, science and technology, education and health) with others to strengthen public institutions in the recipient country. The latter profile was also predominant in the case of **Colombia** (75% of its projects).
- **With respect to needs, El Salvador, Nicaragua, Costa Rica, and Peru** sought to strengthen capacities in the social (education and health) and economic (agriculture) spheres. **Bolivia, Mexico, Ecuador, and Venezuela** presented a clearly social-based needs profile; in **Paraguay, Guatemala, and the Dominican Republic** projects to strengthen public institutions and the environment were prevalent. Only in **Colombia and Cuba** did the cooperation received mainly seek to strengthen economic capacities.

e) Finally, for purposes of **advancing knowledge as to the actual dimension of bilateral horizontal South-South cooperation**, this edition of the Report gathered **additional and higher quality data** about a variable other than the number of projects and actions – the **economic cost**. Despite partial and incomplete data, execution of at least part of the bilateral horizontal South-South cooperation in 2010 meant for the region a minimum outlay of 42.5 million dollars. This figure is significantly lower than that which would be obtained with more complete data and a valuation of cooperation. In any event, perhaps more can be learned not from the overall figure but from the breakdown into component costs (for example, the share borne by each partner) as this provides guidance and helps decision-makers manage South-South cooperation.

The **third chapter shows that in 2010 Ibero-American countries executed 83 triangular South-South cooperation interventions (42 projects and 41 actions) in the region**. This figure is practically twice the total recorded in 2009, with a total of 46 triangular operations. With respect to these 42 projects:

a) Country roles and participation levels varied:

- As **first providers**, the top players were **Chile, Mexico, and Brazil** in operations to transfer know-how, participating in 93% of the 42 projects. **Colombia and Cuba** were first providers in the remaining 7%.
- The **second providers** participating in the largest number of projects were **Germany** (26%) and **Japan** (24%), essentially through financial contributions. Other partners include the World Food Program (WFP) (17%); the United States (14%); **Spain** (5%); the Pan American Health Organization (PAHO); the International Labor Organization (ILO), Canada and **Argentina** (2.4% in each case).
- Lastly, more than a dozen countries were **recipients** and beneficiaries of this transfer of know-how, notably: **Paraguay** (almost 33% of all projects); **El Salvador** (14%); **Ecuador, Bolivia, and Colombia** (together accounting for just over 30%); Guatemala (7.1%); and **Costa Rica, Nicaragua, Dominican Republic, Peru, and Uruguay** (2.4% each).

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b) A sector review revealed a predominance of **highly complex scientific and technological projects**. Most triangular SSC projects (**more than 60%**) were evenly distributed between the **social and economic** areas, including: research and strengthening of health systems and social policies, food security, and development of phytosanitary techniques for agriculture and fishery. The remainder, almost 40%, presented a different profile, aiming to support government institutions and the environment.

c) Lastly, a case study based on the information reported by countries this year allowed for a first exercise to **evaluate other more qualitative aspects of triangular South-South cooperation**. The goal was to better understand the **“coordination formulas”**, that is to say, everything referring to how a triangulation is born; how to involve partners; and the institutional framework governing relationships between partners. The analysis identified some general lines but left many challenges yet to be tackled, such as expanding the universe of cases and identifying advantages and shortcomings of some institutional formulas compared to others.

The **fourth chapter** deals with **Regional Horizontal South-South Cooperation**. It should be noted that prior to gathering data, an exercise was undertaken to redefine and conceptualize this modality. As a result of this effort, there was a better and more rigorous recording and processing of information. This made it possible to:

a) Conduct, as in previous years, a **case study**. **The most important criterion for case selection was the institutional structure** adopted. Specifically, several **Cooperation Program formats** were analyzed: regional bilateral, triangular executed in several countries, and programs executed under regional consultative processes.

b) **Deepen the analysis of qualitative aspects of the programs** for each of the selected experiences in a manner similar to the process followed for triangular South-South cooperation (i.e., implementation and institutional architecture).

c) **Systematize and even list regional horizontal South-South cooperation programs** in some areas of analysis, something never before possible.

d) **Analyze**, through the experience of Spain, **how Official Development Assistance (ODA) helped strengthen this cooperation modality**.

The **fifth chapter** continues the work started in the 2010 Report to **identify and systematize cases**. Pursuant to Line of Action 5 of the Ibero-American Program to Strengthen South-South Cooperation, this chapter depicts the advances made to **define criteria for case identification, and to develop a methodological proposal for case systematization**. Thus, where last year this methodology was applied to two bilateral projects, this year the universe of experiences expanded to seven bilateral horizontal South-South cooperation projects plus two triangular SSC projects. Lessons can be drawn from their analysis **about the manner in which Ibero-America executes South-South cooperation**, lessons that provide new theoretical ground for the analysis addressed in the first chapter on the principles supporting this form of cooperation.

As for the **sixth chapter**, the proximity of the deadline (2015) set for achieving the Millennium Development Goals (MDG), together with the economic crisis and fiscal adjustments in the primary donor countries, influenced the approach used to review global Official Development Assistance (ODA) to Ibero-American countries. In effect, although the total volume of global ODA continued to rise, the funds specifically directed

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to Latin America remained stagnant at close to 5.7 billion dollars. The combination of these two trends **deepened the displacement of Latin America as a global ODA recipient**, dropping from a high of 9.0% in 2001 to 4.5% at the close of the decade. This occurred **despite efforts by donors such as Spain** that, forced by the crisis to reprogram its financial commitments to development cooperation, only reduced ODA to the region from \$1.06 billion in 2009 to \$927 million in 2010.

Finally, **this edition of the Report necessarily addressed the emergency** in Haiti in early 2010. The whole world, and especially Ibero-America, responded to the tragedy following an earthquake measuring 7.0 on the Richter scale. Several chapters describe the solidarity displayed by countries and their respective interventions: some actions were more immediate and short term, oriented to the prompt return to normalcy and daily routine for the people; others, aiming at the medium and long term, centered on facilitating the reconstruction of Haiti and setting the country back on the path of development.



CHAPTER I  
SOUTH-SOUTH COOPERATION IN IBERO-AMERICA:  
DEEPENING THE STUDY OF THE  
PRINCIPLES UNDERLYING SSC

## I.1. Introduction

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The two prior editions of the *Report on South-South Cooperation in Ibero-America* engaged not only in a systematic effort to give an account of South-South cooperation (SSC) actions and initiatives in the region, but also began a collective effort to gather inputs and views about the theoretical underpinnings, such as criteria and principles, which support SSC practices.

This task was undertaken by the Ibero-American Cooperation Officers to help systematize information on SSC actions and generate comparative analyses based on diverse experiences and shared practices.

This chapter intends to take the discussion one step further, elaborating on a review of three of the criteria outlined in the 2009 and 2010 Reports.

- *South-South Cooperation as a means to generate and strengthen capacities.*
- *South-South Cooperation as a means for collaboration and coordination.*
- *South-South cooperation as a driving force for regional integration.*

## I.2. Origin of South-South Cooperation principles

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The first time some “principles” of SSC began to emerge was at the 32nd Session of the General Assembly of the United Nations in 1977. A resolution adopted at this session included a first attempt to define the objectives of Technical Cooperation among Developing Countries (TCDC) and its initial principles. At the time, TCDC was defined as a mechanism to further the national and collective self-reliance of developing countries. The resolution stated that this approach aimed to enhance the creative capacity of countries to solve their development problems.<sup>1</sup>

In 1978, under the aegis of the United Nations, 138 countries met and adopted the Buenos Aires Plan of Action (BAPA) by consensus – a plan to promote and implement TCDC. This plan has been discussed at length in previous reports. For purposes of this chapter, we thought it relevant to revisit some aspects of the BAPA. The Buenos Aires Plan of Action established 9 TCDC objectives and 38 recommendations, fourteen of which addressed action at the national level, seven at the regional level, one at the interregional level and sixteen at the global level (see Table I.1 at the end of the chapter). These inputs, organized as a Work Plan, became the founding document of what is today known as South-South Cooperation (SSC) in its technical dimension.

The document enshrines some of the basic principles of technical cooperation, including mutual benefit and fostering national and collective self-reliance. The document also alludes to the impact the policies and behavior of developed countries have on the progress of less developed nations.

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\* Based on text proposed by Claudia Aguilar Garza (Director General for Cooperation, Vice-Ministry for Cooperation Development of El Salvador), with review and feed-back from 21 of the 22 Cooperation Officers of the Ibero-American countries. The Bolivarian Republic of Venezuela is of the view this Chapter neither reflects its opinion nor its position in regards to South-South Cooperation.

<sup>1</sup>Resolution on: Technical Cooperation among Developing Countries  
<http://daccess-dds-ny.un.org/doc/RESOLUTION/GEN/NR0/320/65/IMG/NR032065.pdf?OpenElement>, and  
United Nations Conference on Technical Cooperation for Developing Countries.  
<http://daccess-dds-ny.un.org/doc/RESOLUTION/GEN/NR0/320/66/IMG/NR032066.pdf?OpenElement>

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It is crucial to understand that the BAPA, without a doubt, offered developing countries a unique opportunity to take the discussion about objectives to another level – objectives that until then had focused on traditional cooperation relations, i.e., essentially economic and/or financial cooperation. Taking a different perspective and in a very forward thinking manner, the 9 objectives and 38 recommendations suggested the need to generate and strengthen economic, social, cultural and political relations between nations so as to accelerate national and collective development and correct the distortions caused by asymmetrical relations between countries through TCDC.<sup>2</sup>

At the time, Technical Cooperation was defined as a “conscious, systematic and politically motivated process” characterized by the following principles:

- *Non-interference in domestic affairs of other nations by cooperating countries,*
- *Equality between partners, and*
- *Respect for the local level of development.*

### **I.3. Some criteria of South-South Cooperation**

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Below is a brief analysis of the principles and scope of three SSC features at the center of this report: *SSC as a means to generate and strengthen capacities; collaboration and coordination through SSC; and South-South Cooperation as a driving force for regional integration.*

#### **I.3.1. South-South cooperation as a means to generate and strengthen capacities**

As stated in the previous Reports, there is general agreement that the principal value added arising from South-South Cooperation is its contribution to developing and strengthening capacities between partners in a horizontal relationship where both parties benefit from sharing. In addition to capacity-building, development occurs through the exchange of know-how, technologies and experiences insofar as they strengthen human and institutional resources as well as national cooperation systems, encourage the production and use of local knowledge, skills and expertise and promote the systematization and analysis of successful experiences. In this sense, SSC constitutes an ideal vehicle that helps strengthen national ownership and leadership in developing countries.

Because the exchange is demand-driven, based on national plans and priorities, one of its relevant traits is precisely the level of ownership it affords countries. This is especially important since one of the main criticisms levied against the Technical Assistance model used in the traditional form of cooperation is that it continues to be driven by the donor country’s supply instead of the partner country’s demand, regardless of the progress achieved.<sup>3</sup>

Against this background, the experience South-South cooperation can bring in terms of harmonization with national development plans, broad stakeholder participation, and adaptability of proposals may provide valuable insights for advancing joint approaches to address key development issues, thereby contributing to the sustainability of solutions.

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<sup>2</sup><http://ssc.undp.org/ss-policy/policy-instruments/buenos-aires-plan-of-action/>

<sup>3</sup>Presentation of assessment and findings of the Survey on Monitoring the Paris Declaration presented to the WP-EFF on July 7, 2011, by the Development Assistance Committee (DAC).



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This, of course, does not mean that all SSC is carried out under this perspective. We believe, however, it is important to emphasize the potential and the good practices that underpin this form of cooperation, as they can enrich the traditional model of technical assistance, providing it with some criteria for partners to assess, analyze and learn from their own practices.

More work is needed in the region to develop benchmarks for evaluating the contributions from this cooperation which can take different forms, such as sharing know-how and experience, training, technology transfer, financial cooperation and contributions in kind (UN, 2009), as it mobilizes vast resources that create and add value to the exchange. One can therefore understand the importance of the advances made under the South-South Cooperation Program to develop monetization and weighting criteria used, for example, to identify good practices and success stories. Such criteria will help better understand and evaluate the impact of SSC interventions, setting minimum standards for comparability among countries, so as to generate homogeneous figures to report on the regional contribution to South-South Cooperation.

In addition to these advances, it is important to develop strategies to enhance and draw attention to various aspects of the exchange and capacity building:

1. Value of the knowledge generated in the region to tackle common development issues.
2. Value of successful public policies implemented in the region.
3. Value of human resources, especially experts and civil servants mobilized by South-South cooperation.

It should be noted that in referring to value, we are not merely speaking in monetary terms – whose importance is recognized, however, especially by the beneficiary countries, for record-keeping and visibility purposes, as well as to assure the sustainability of actions. We are actually referring to the need to reflect and raise awareness about everything touched by SSC in these exchanges, starting with the recognition that capacity building and knowledge sharing are flexible and dynamic aspects that are to be adapted to the technological, social, economic and political reality and the ever increasing complexity of issues associated with development that countries face today.

For these reasons, and based on the experience gained in our region, we believe the time has come to move towards a model targeting other aspects or elements that will further strengthen SSC. We will focus on three areas where we see an opportunity for progress:

- Move from an individual-based learning exchange to one aimed at promoting institutional change and lessons capable of influencing development in the countries.
- Move from exchanges with state actors as protagonists to a broader base of subjects and fields of action, fostering a more democratic ownership so as to create opportunities for different groups to benefit from the value provided by SSC. It should be noted that civil society and academia have made progress in this direction but further strengthening is needed.
- Move from a model based on missions and sharing technical skills, to one fostering strategic partnerships between sectors and public policies to promote sustainable partnerships, assistance, and continuous learning between the parties.

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The knowledge and lessons learned through capacity-building initiatives afford SSC a unique position to forge ahead, enriching the technical assistance provided under the traditional cooperation model, creating new networks and communities of practice that leverage capabilities so the countries in the region may jointly address the challenges of development.

### **I.3.2. South-South cooperation as a means for collaboration and coordination**

The types of collaboration and coordination to be strengthened through SSC will play a key role in the establishment of partnerships for development with horizontality at its core.

The *Report on South-South Cooperation in Ibero-America 2009* described the chief criteria and strengths of SSC, expressly indicating that it is not intended as a substitute for North-South cooperation, but as a model with its own characteristics.

This notion of nonsubstitution is crucial to strengthening SSC as a form of collaboration and coordination to:

- Foster the growth and autonomy of SSC.
- Assume the responsibilities of both developed and developing countries vis-à-vis the objectives set by the international community.
- Recognize how SSC contributes to development through its specific strengths.

Most importantly, recognizing the ability of Ibero-American countries to become partners for development – a capacity built in the past ten years by their governments' good economic and social returns – is essential for achieving the Millennium Development Goals and other major milestones on the global governance agenda, where contributions from the countries in the region can make a difference.

What is more, SSC is proving to be an enabling environment for new connections, new practices for collaboration between traditional donors and emerging partners, and diverse modalities of triangular cooperation that produce new partnering models to enhance SSC-driven capacity-building. We believe work must continue in this direction as it offers the best opportunities to advance both technical issues and the political dialogue. The goal is for partners with similar responsibilities and complementary solutions to pool resources and harmonize capacities to build a strong triangular cooperation model with, at its core, the common objective of boosting regional development.

Aside from the contributions to development articulated and promoted through the diverse modes of SSC collaboration, the fact that SSC is not a substitute for North-South cooperation also implies recognizing that these efforts are not a substitute for responsibilities borne by developed countries. The countries of the region contend that together with efforts to improve the efficiency and quality of cooperation, advances are called for with respect to compliance with the developed world's pledge to commit 0.7% of their GNP to development cooperation.

This is an urgent discussion for the region with the highest concentration of middle income countries (MICs) along with a declining relative weight of total international cooperation resources. Furthermore, it ties in with economic development and the improved institutional quality enjoyed by the region. Regional inputs should help steer the global discussions from a purely economic development paradigm to a multidimensional model acknowledging that the achievement of key development goals cannot be fulfilled by an agenda merely addressing the reduction of poverty without also addressing the reduction of inequality.

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We must, therefore, recognize that since development is a complex and many-faceted issue, it requires multiple approaches. SSC has the potential to complement and, insofar as possible, help enhance coordination with North-South cooperation efforts in order to promote efficiency and better outcomes. However, it requires greater coherence in the multiple policies and strategies used by the developed world to finance development.

In an increasingly multipolar world, South-South cooperation has gained in relevance, especially in recent years, as reflected by the steady increase in exchange flows and greater presence at international dialogue forums. Furthermore, this multipolar scenario enables South-North relationships, which could serve as a starting point, given the South's expertise and development in specific domains, to envision new structures incorporating the collaborative potential and flexibility brought by SSC.

Knowledge and technology in areas such as promotion of micro-entrepreneurship, conditional cash transfer programs or IT-related services are, for example, no longer the exclusive purview of the North but are also utilized by emerging nations in the developing world, who are thus able to offer comparative advantages when it comes to adaptability and cost. New links between public and private actors should also be explored in order to promote collaboration around common development objectives, integrating skills and fostering synergies to ensure greater efficiency and impact sustainability.

In this context, the SSC experience in Ibero-America has much to contribute, fostering partnerships to help strengthen capacities where needed, based on the partners' plans and priorities.

### **1.3.3. South-South cooperation as a driving force for regional integration**

From the outset, SSC has been a modality that promotes integration, not only from an institutional standpoint but also as a channel for closer ties and matching partners with common interests.

This approach has been fully validated by the Cooperation Officers in the region, who not only point to the value of SSC in promoting integration and good neighborliness within Ibero-America but also in working with other regions. Ties and partnerships with other countries in the developing world must be strengthened not only in the quest for solutions to common development problems, but also to build a more participatory and inclusive global governance.

Regional integration processes in Latin America and the Caribbean are complex, involving different subregional processes, adapted to the economic, social, political, cultural and natural diversity of the hemisphere. However, in the past decade, governments with a strong integrationist vocation have favored a trend where these processes advance in parallel, each at its own pace, while sharing the common goal of strengthening dialogue and coordination towards a comprehensive integration.

SSC has played a leading role in these processes:

- Contributing to overthrowing the relative backwardness within subregions.
- Strengthening links between regions.
- Increasing support and solidarity among States in the region.

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South-South cooperation has played a particularly important role for the development of border areas. From Argentina, Bolivia and Paraguay; Chile and Peru; Ecuador, Colombia, Panama and Brazil to the northern triangle of Central America, South-South cooperation in border areas has helped reshape the old doctrines which held that borders were boundaries and buffer zones, and has helped transform them into areas for fostering joint development and mutual coexistence.

We believe this is a clear example of how SSC has proven to be not only an important resource for the external actions of our States, but also a valuable contribution towards greater symmetry in the development of central and peripheral areas, and in the overcoming of old disputes by seeking common solutions to transnational problems.

Cross-border cooperation is an important part of subregional cooperation. Currently, cooperation is taking place in the framework of the Central American region and Tuxtla Mechanism, MERCOSUR, the Andean Community (CAN) and the Central American Integration System (SICA).

An unresolved challenge facing Ibero-America is to ensure these specific SSC initiatives are given greater visibility as they are inordinately relevant to the integration effort. Since much of the work is carried out in remote areas, cross-border cooperation may well be the vehicle to achieving greater visibility through the participation of other actors, such as civil society and subnational governments. In areas located far from urban centers, where national government efforts to develop physical and institutional infrastructure often lag, the active participation of local stakeholders in an inclusive and participatory democratic ownership process becomes imperative.

This characteristic of cross-border cooperation further adds to the strengths of SSC because despite being cooperation between States, it demonstrates adaptability and openness to the inclusion of other national and local actors.

#### **1.4. Final thoughts**

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The ongoing dialogue about South-South cooperation has brought to light some common positions, allowing the region to play an active and leading role at international discussions and forums on the subject.

In this chapter we sought to advance the discussion about SSC criteria involving its ability to generate and strengthen capacities, to promote frameworks for collaboration and coordination between different stakeholders, and to impel regional cooperation.

In this manner, and others yet to be explored through discussion and practice of the criteria advocated and promoted under this cooperation, South-South cooperation again reaffirms its potential to generate development not only in economic terms but also in citizen participation, solidarity among peoples, and the promotion of democracy.

**Table I.1. Objectives of Technical Cooperation among Developing Countries (TCDC), according to the Buenos Aires Plan of Action (1978)**

	OBJECTIVES	KEY IDEAS
1	To foster the self-reliance of developing countries through the enhancement of their creative capacity to find solutions to other development problems in keeping with their own aspirations, values and special needs.	<ul style="list-style-type: none"> <li>• Foster/enhance capacities</li> </ul>
2	To promote and strengthen collective self-reliance among developing countries through exchanges of experience, the pooling, sharing and utilization of their technical resources, and the development of their complementary capacities.	<ul style="list-style-type: none"> <li>• Promote and strengthen collective capacity</li> <li>• Generate self-reliance</li> <li>• Exchange of experience</li> <li>• Pooling technical resources</li> <li>• Development of complementary capacities</li> </ul>
3	To strengthen the capacity of developing countries to identify and analyze together the main issues of their development and to formulate the requisite strategies in the conduct of their international economic relations, through pooling of knowledge available in those countries through joint studies by their existing institutions, with a view to establishing the new international economic order.	<ul style="list-style-type: none"> <li>• Analyze together the main issues</li> <li>• Pooling of knowledge</li> <li>• New international economic order</li> </ul>
4	To increase the quantum and enhance the quality of international cooperation as well as to improve the effectiveness of the resources devoted to over-all technical cooperation through the pooling of capacities.	<ul style="list-style-type: none"> <li>• Increase quantum and quality of cooperation</li> <li>• Improve the effectiveness of the resources</li> <li>• Pooling of capacities</li> </ul>
5	To strengthen existing technological capacities in the developing countries, including the traditional sector, to improve the effectiveness with which such capacities are used and to create new capacities and capabilities and in this context to promote the transfer of technology and skills appropriate to their resource endowments and the development potential of the developing countries so as to strengthen their individual and collective self-reliance.	<ul style="list-style-type: none"> <li>• Strengthen technological capacities (including traditional sector)</li> <li>• Improve the effectiveness in the use of such capacities and capabilities</li> <li>• Promote the transfer of technology and skills appropriate for the resources available to these countries</li> <li>• Strengthen individual and collective self-reliance</li> </ul>
6	To increase and improve communications among developing countries, leading to a greater awareness of common problems and wider access to available knowledge and experience as well as the creation of new knowledge in tackling problems of development.	<ul style="list-style-type: none"> <li>• Increase and improve communications</li> <li>• Wider access to available knowledge and experience</li> <li>• Creation of new knowledge in tackling problems of development</li> </ul>
7	To improve the capacity of developing countries for the absorption and adaptation of technology and skill to meeting their specific developmental needs.	<ul style="list-style-type: none"> <li>• Improve the capacity</li> <li>• Absorb and adapt technology and skill</li> <li>• Meet specific needs</li> </ul>
8	To recognize and respond to the problems and requirements of the least developed, land-locked, island developing and most seriously affected countries.	<ul style="list-style-type: none"> <li>• Recognize and respond to problems and needs of least developed developing countries</li> </ul>
9	To enable developing countries to attain a greater degree of participation in international economic activities and to expand international co-operation.	<ul style="list-style-type: none"> <li>• Greater degree of participation in international economic activities</li> </ul>

Source: Compiled by author.

**Table I.2. Recommendations Endorsed by the Buenos Aires Plan of Action, by ambit**

NATIONAL	SUBREGIONAL AND REGIONAL	INTERREGIONAL	GLOBAL
National programming for technical cooperation among developing countries (in formulating its national development plan or program, each developing country should endeavor to identify its potential for TCDC).	Strengthen subregional and regional institutions and organizations.	Develop and strengthen interregional cooperation.	Enhance national and collective self-reliance.
Adopt policies and regulations favorable to technical cooperation among developing countries.	Identify, develop and implement initiatives for technical cooperation among developing countries.		Exchange development experiences.
National mechanisms to promote technical cooperation among developing countries.	Enhance contributions by professional and technical organizations.		Foster global technical collaboration.
Strengthen national information systems for technical cooperation among developing countries.	Create new links for technical cooperation among developing countries in important substantive areas.		Improve information flows.
Improve existing institutions.	Promote complementary industrial and agricultural projects at the subregional and regional levels.		Control of the "brain drain" from developing countries.
Promote national research and training centers with multinational scope.	Improve regional information for technical cooperation among developing countries.		Measures to favor economically or geographically disadvantaged developing countries.
Promote greater technological self-reliance.	Support national research and training centers with multinational scope.		Measures to favor newly independent countries.
Formulate, guide and share policy experiences relating to science and technology.			Strengthen transport and communications among developing countries.
Promote greater self-reliance in the economic and social spheres.			Maximize the use of developing countries' capacities.
Technical cooperation among developing countries in the cultural spheres.			Technical cooperation activities among developing countries by the United Nations development system agencies in their respective fields.
Encourage technical cooperation among developing countries through professional and technical organizations.			Internal arrangements for technical cooperation among developing countries at United Nations development system agencies.
Expand TCDC through national public and private enterprises and institutions.			Strengthen the capacity of the UNDP to promote and support TCDC.
Information and education programs to support technical cooperation among developing countries.			Developed countries support for technical cooperation among developing countries.
			Harmonize development assistance with technical cooperation among developing countries.
			Intergovernmental arrangements.
			Financial arrangements for technical cooperation among developing countries.

Source: Compiled by author based on the Buenos Aires Plan of Action <http://southsouthconference.org/wp-content/uploads/2009/10/BAPA.pdf>



**CHAPTER II**  
**IBERO-AMERICA AND BILATERAL**  
**HORIZONTAL SOUTH-SOUTH COOPERATION**

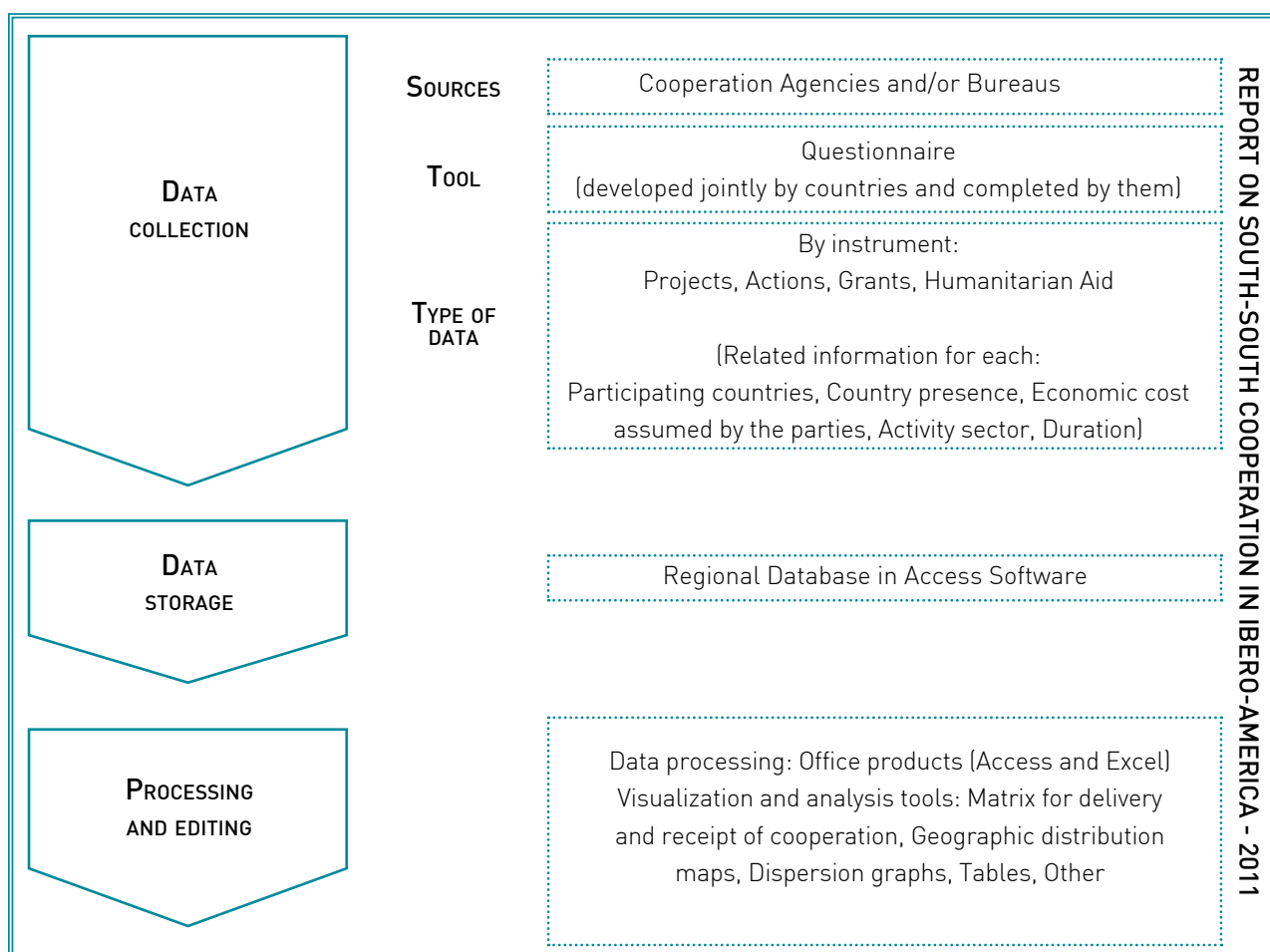


## II.1. Information on South-South Cooperation: Progress and challenges

Just five years ago, few Ibero-American countries kept a systematized record of South-South cooperation data. In fact, only Argentina, Brazil, Chile, Colombia, Cuba, Mexico and Peru generated any information concerning their South-South cooperation activities. Worse yet, information was recorded in formats unique to each country so the available data seldom fulfilled the requirements needed for a regional analysis.

The aim behind previous *Reports on South-South Cooperation in Ibero-America* was to establish a conceptual and methodological basis for a joint effort to record this cooperation modality. The effort has borne fruit as noted from year to year. Thus, this fifth edition of the Report contains not only additional and better-quality data, but also better tools for a more rigorous review.

**Diagram II.1. Characterization of South-South cooperation data. Report 2011**



Source: SEGIB.

Diagram II.1 summarizes some advances appearing in this Report 2011, organized according to the data processing phase (collection, storage, processing and editing).

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Specifically:

1. The information used in the *Report on South-South Cooperation* was provided by Ibero-American Cooperation Agencies and/or Bureaus. Inputs from these public entities, with additional and higher quality data, were possible thanks to the gradual improvement of their data recording capacity<sup>1</sup> and to their strong political will. This statement is illustrated by the fact that the first edition in 2007 contained information from only 11 countries, whereas practically all Ibero-American Conference members provided data in 2011 (20 out of 22, the exceptions being Honduras<sup>2</sup> and Venezuela<sup>3</sup>).
2. In the context of meetings convened by the Ibero-American Program to Strengthen South-South Cooperation, the Cooperation Agencies and/or Bureaus held various meetings leading to a consensus as to the type of information to be recorded. This concurrence, usually focusing on the two main South-South cooperation instruments – Actions and Projects, also addressed the need to clarify and define the two concepts, an essential step in order to accurately report data.<sup>4</sup>
3. One of the most significant steps taken in this Report refers to data storage and the work undertaken by countries to create regional databases.<sup>3</sup> These databases ensure access to additional and higher quality information and, more importantly, they enhance analyses by providing a broader and more rigorous data processing mechanism.
4. Finally, there have been no significant changes to the tools used to analyze and edit information and publicize results. Thus, for example, the Report will continue to use the Cooperation Provider and Recipient Matrices, geographic distribution maps, scatter plots, and tables for Bilateral Horizontal South-South Cooperation. The innovation lies in the enhancements to the pre-analysis phases that, without a doubt, help minimize potential data processing errors, so that conclusions more accurately reflect reality.

However, the major challenge facing this and future editions of the Report is to continuously improve data generation and processing, while finding ways to use the output to design South-South Cooperation Indicators. Such indicators can then be used to identify, measure, characterize and evaluate South-South Cooperation as practiced in Latin America. This chapter already incorporates some innovative indicators. Future editions of the Report will reflect the progress made to improve measurements through the work currently carried out by countries within the framework of the Ibero-American Program to Strengthen South-South Cooperation (Box II.1).

This chapter has been structured as follows:

1. The first section reviews the performance in 2010 of bilateral horizontal South-South cooperation in the region, as well as the variances in country participation, using interventions as the reference variable, especially SSC projects.
2. The second section takes a deeper look at participation, analyzing aspects such as the relative weight of projects in each country's cooperation, bilateral flows, or the level of concentration in partner relations.
3. The third section reviews bilateral horizontal South-South cooperation broken down by sector while identifying the profile of the region as a whole and as it relates to the capacities and needs of each cooperating country.
4. The fourth section estimates (more completely than in previous years) the economic cost of this modality in 2010. Although the information was still incomplete, trends were identified in areas such as shared responsibility or the average cost of projects.

5. Finally, a separate section deals with Humanitarian and Emergency Aid in the region in 2010. Special mention is made to the support for Haiti by countries in the region in the aftermath of the terrible earthquake that struck the country in January 2010. Although Haiti is not a member of the Ibero-American Conference, it received special attention from member countries.

### **Box II.1. South-South Cooperation Indicators: needs, opportunities and challenges**

The Workshop “South-South Cooperation Indicators: needs, opportunities and challenges” was held in Quito (Ecuador) on 14-16 September 2011. The event was organized by the Ibero-American Program to Strengthen South-South Cooperation, with support from Ecuador’s Technical Secretariat for International Cooperation (SETECI). All 19 member countries of the Program were invited, in addition to representatives from expert organizations (the Economic Commission for Latin America and the Caribbean –ECLAC) and academia. For different reasons, Panama, Paraguay and Portugal were unable to attend.

The objective of the Seminar-Workshop was for Ibero-American countries to identify South-South cooperation indicators and define the different implementation phases, responding to the current needs and capacities of their respective Cooperation Information Systems. These indicators must fulfill two goals: be applicable to the entire region (for use in future editions of the *Report on South-South Cooperation in Ibero-America*); and meet the management and internal decision-making needs and purposes of member countries.

The key results may be summarized as follows:

1. The discussion as to the need for indicators revolved around one question: “Why?” The countries agreed that the reasons can be grouped in three main categories:
  - a. The need to “Give Visibility to South-South Cooperation” (grasp the magnitude of the modality, be accountable to citizens, transparency, etc.).
  - b. The issue of “Planning” (management in the short, medium and long-term, daily and strategic).
  - c. The ability to “Evaluate South-South Cooperation.” Indicators should measure both cooperation Outcomes and Processes and evaluate the criteria associated with cooperation as practiced in the Ibero-American world (horizontality, reciprocity and shared responsibility, to name a few).
2. After reaching a consensus as to “Why” the discussion focused on “What” and “How” to measure. Thus, having outlined the intent, the countries developed a series of possible South-South Cooperation indicators. Thanks to the presence of experts, the group was able to select and validate indicators that meet some basic criteria, then prepare a final list that instead of including all the desirable indicators, consists only of those that are practicable in the short/medium term.
3. Finally, the group identified the means Ibero-American countries will have to deploy in order to generate such indicators, in addition to the successive steps they will have to take depending upon the development stages achieved by their respective Cooperation Information Systems. Following through on this diagnostic, the countries developed a work plan for the period 2011-2013 that will be supported through Line of Action 2 of the Ibero-American Program to Strengthen South-South cooperation, precisely designed to support information systems.

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## II.2. Bilateral Horizontal South-South Cooperation projects and actions

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This section presents the bilateral horizontal South-South cooperation projects and actions recorded in 2010. As in previous years, these will be presented through:

1. Cooperation Provider and Recipient matrices. These matrices hint at the dimension of cooperation; provide, at a glance, ideas about the direction and intensity of existing bilateral relations and, in particular, include all the data underpinning the analysis of these relations (discussed in later sections).
2. Geographical distribution maps. Modeled on the matrices, these maps show country participation in bilateral horizontal South-South cooperation in 2010, both as providers or recipients

### II.2.1. Cooperation matrices

Matrices II.1 and II.2<sup>6</sup> show that in 2010 countries executed 529 bilateral horizontal South-South cooperation projects and 313 actions. A number of facts are worth noting in regard to these figures:

1. First, as explained in last year's Report, a distinction was made between projects and actions.<sup>7</sup> Thanks to this differentiation, the study is able to identify two different realities: projects are more complex, carry greater economic costs, and are of longer duration. Actions, on the other hand, are short term and less costly. Furthermore, each mechanism is associated with a different intervention profile for the country transferring capabilities: more developed, in the case of projects; emerging, when involved in actions.
2. Second, comparing the 2010 figures with those for the previous year (881 projects and 321 actions, respectively) would suggest, a priori, a significant drop in the number of projects (a 40% reduction), whereas the number of actions remained constant. Given their size, projects require a greater financial effort than actions. One could infer, therefore, that the drop was due to the economic slowdown in Latin America in 2009. According to ECLAC (2011) per capita GDP in the region fell by 2.8%. However, while this may have negatively impacted new bilateral cooperation commitments in 2010, the fact remains that three-quarters of the drop in the number of projects (352 fewer from one year to the next) was simply due to a reporting issue as one of the main cooperation partners in 2009 failed to report data for 2010.<sup>8</sup>
3. Lastly, several projects and actions were excluded from the final tally for 2010 due to their nature. These are the so-called "bidirectional" projects and actions where partners are both provider and recipient, precluding their inclusion in Matrices II.1 and II.2, supply and receipt of cooperation, respectively.<sup>9</sup> However, the fact they were not included in the matrices does not preclude them from being added to the total, giving consideration to their special nature. Thus, Box II.2 shows that in 2010 some twenty bilateral horizontal South-South cooperation projects and actions (13 and 6, respectively) were executed, raising the final tally for the year to 542 projects and 319 actions.

## Matrix II.1. Bilateral horizontal South-South cooperation projects. 2010

In units

PROVIDERS		RECIPIENTS																		TOTAL	
		LMIC						UMIC													
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Paraguay	Argentina	Brazil	Chile	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Peru	Dominican R.	Uruguay		Venezuela
LMIC	Bolivia																			0	
	El Salvador																			0	
	Guatemala		1							1										2	
	Honduras		1																	1	
	Nicaragua		1																	1	
	Paraguay																			0	
UMIC	Argentina	4	1	4		5	12		4		2		10		6		5	3		57	
	Brazil	12	29	1		13	14	6		20	11	10	7	10	5	11	13	7	9	177	
	Chile	9	2	1		1	3				1	1	1	5	2					26	
	Colombia		8	1	5										1	1	3	3		22	
	Costa Rica														3					3	
	Cuba	15	11	8	8	15	3	5	7	3	10	3		6	6	7	7	3	6	16	139
	Ecuador	1																			1
	Mexico	7	8	13		18			5	2	6	14	3	7		2	2		2		89
	Panama																				0
	Peru	1	3	1																	5
	Dominican R.		1			1															2
	Uruguay																				0
	Venezuela	2				1								1							4
<b>TOTAL</b>		<b>51</b>	<b>66</b>	<b>29</b>	<b>13</b>	<b>54</b>	<b>32</b>	<b>11</b>	<b>16</b>	<b>5</b>	<b>40</b>	<b>29</b>	<b>24</b>	<b>26</b>	<b>28</b>	<b>15</b>	<b>28</b>	<b>22</b>	<b>15</b>	<b>25</b>	<b>529</b>

Countries classified by income level according to World Bank GNI per capita criteria. Accordingly, countries are classified as Lower middle income - LMIC (per capita GNI of US\$976 - US\$3,855) or Upper middle income - UMIC (US\$3,856 - US\$11,905).

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

## Matrix II.2. Bilateral horizontal South-South cooperation actions. 2010

In units

PROVIDERS		RECIPIENTS																	TOTAL		
		LMIC						UMIC													
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Paraguay	Argentina	Brazil	Chile	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Peru	Dominican R.		Uruguay	Venezuela
LMIC	Bolivia																			0	
	El Salvador																			0	
	Guatemala														1					1	
	Honduras																			0	
	Nicaragua																			0	
	Paraguay																			0	
UMIC	Argentina	7	1	2		1	13		1		2		1	10	1	1	13	2	1	56	
	Brazil	2	12							1			2	1	1	3	2	7		31	
	Chile	1	2					1	1				6			1		2		14	
	Colombia		1	8	4	7	1	2				7	3			3	7	4	2	49	
	Costa Rica																			0	
	Cuba	3	2	2		3	2		4	3	2	1		5	4	3	2	2	5	43	
	Ecuador	2					4	1		1	1				4	1			1	15	
	Mexico			6	1	8			5				2	2		11	2		2	40	
	Panama				1															1	
	Peru	1	8	2	1	2	2	4		1		1		9	1	4		1		37	
	Dominican R.										1								1	2	
	Uruguay		1				1	3	2	3	1			4	1	1				18	
	Venezuela	1												4					1	6	
<b>TOTAL</b>		<b>17</b>	<b>27</b>	<b>20</b>	<b>7</b>	<b>21</b>	<b>23</b>	<b>11</b>	<b>13</b>	<b>9</b>	<b>7</b>	<b>9</b>	<b>6</b>	<b>42</b>	<b>8</b>	<b>29</b>	<b>29</b>	<b>11</b>	<b>21</b>	<b>3</b>	<b>313</b>

Countries classified by income level according to World Bank GNI per capita criteria. Accordingly, countries are classified as Lower middle income - LMIC (per capita GNI of US\$976 - US\$3,855) or Upper middle income - UMIC (US\$3,856 - US\$11,905).

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

## Box II.2. “Bidirectional” cooperation projects and actions

The Ibero-American Program to Strengthen South-South Cooperation (known by the Spanish acronym PIFCSS) held a workshop in Lima (Peru), on March 3-4, to discuss various conceptual and methodological issues affecting South-South cooperation in the region. One of the issues addressed at the workshop concerned the treatment afforded to cooperation actions and projects deemed to be “bidirectional” because during execution the two countries are simultaneously provider and recipient.

To address this concern, the countries decided, as reflected in SEGIB and PIFCSS (2011), that four conditions must be met for a project or action to be considered bidirectional:

- 1) *That the action or project was formulated jointly;*
- 2) *That the action or project was executed in the two countries;*
- 3) *That the objective was to achieve outcomes in both countries;*
- 4) *That the costs and funding were shared.”*

This modality, however, presents methodological difficulties for its representation in the bilateral horizontal South-South cooperation recipient and provider matrices. To avoid double counting, the project or action can only be assigned to one country. Participants therefore decided to create a separate category for these operations. The table below lists the 13 projects and 6 actions in 2010 considered “bidirectional”.

### Bidirectional projects and actions. 2010

COOPERATING PARTNERS		PROJECT (P) OR ACTION (A)	DESCRIPTION
ARGENTINA	BOLIVIA	A	Health actions for the Promotion, Prevention, Diagnosis, Surveillance and Control of Emerging and Re-emerging Diseases
ARGENTINA	BOLIVIA	A	Implementation of a Single Binational Supply System
ARGENTINA	BOLIVIA	A	Technical capacity-building for Participatory Management and Health Care
ARGENTINA	BOLIVIA	A	Generate Information on Bilateral Migration for Permanent and Continuous Health Monitoring of Migrants
ARGENTINA	COLOMBIA	P	Collaboration between the ProHuerta (Argentina) and RESA – Food Security Network (Colombia) programs. Exchange of experts
ARGENTINA	MEXICO	P	Designate and care for natural protected areas
ARGENTINA	URUGUAY	P	Research and Development of Technology Alternatives for the sustainable production of fine wools and sheep meat in the Basalto region in Uruguay and Patagonia in Argentina, emphasizing end product quality and the socioeconomic wellbeing of the primary sector in the textile agroindustrial chain
BOLIVIA	CHILE	P	Strengthening Border Integration for Health
BOLIVIA	PERU	P	Scaling-up the Binational Health Referral and Counter-referral System, prioritizing Mother/Child Health
BOLIVIA	PERU	P	Review and Update the Binational Border Health Situation Analysis (ASIS)
BOLIVIA	PERU	P	Diagnostic of Core Capacities at Border Posts for compliance with the International Health Regulations
BOLIVIA	PERU	P	Strengthen the Cold Chain at the Binational Border
BOLIVIA	PERU	P	Surveillance and Information Sharing on the Quality of Water for Human Consumption
BOLIVIA	PERU	A	Binational Sharing of Experiences to Combat Illegal Trade and Falsification of Drugs
CHILE	MEXICO	P	Promote integral, sustainable and reciprocal development of Indigenous Communities in Chile and Mexico
ECUADOR	PERU	P	Combat Poverty and Promote Sustainable Development in the Ecuador-Peru Border Area. Includes issuing identification cards to the population, caring for the elderly, specific measures to combat poverty
ECUADOR	PERU	P	Joint Management of the Zarumilla Channel Cross Border Basin. Includes preparing and maintaining the channel, building dams, implementing an irrigation system ...
MEXICO	URUGUAY	P	Search for new agents that perturb the Dimer Interface of Triosephosphate Isomerase for use in Chagas disease drugs
MEXICO	URUGUAY	A	Use irradiation to ensure the hygienic quality of fruit and vegetables for export

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## Box II.2. “Bidirectional” cooperation projects and actions (continued)

The table shows, although it is not conclusive, that this type of cooperation is strongly associated with border issues, not only because “bidirectional” actions and projects tend to occur between neighboring countries (Argentina and Bolivia, on the one hand; Bolivia and Ecuador with Peru, on the other) but because they specifically address border problems, making it easier to fulfill the requirements of joint formulation and execution, and seeking to achieve common outcomes. This is relevant also because it provides a basis for identifying projects and actions that meet the criteria of reciprocity. By way of example, bidirectional cooperation could include, among others, projects to ensure health care for citizens on both sides of the border; issuance of identity cards and treatment of migrants in either country; and joint exploitation of shared water resources.

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

### II.2.2. Geographical distribution maps

The figures in the last row and column of Matrices II.1 and II.2 are the building blocks for the geographical distribution maps of bilateral horizontal South-South cooperation. These maps illustrate country participation and relative importance in relation to the total number of projects and actions executed in 2010 (Maps II.1 and II.2).<sup>10</sup>

An analysis of Map II.1.A showing the provider countries reveals that execution of bilateral horizontal South-South cooperation projects is highly concentrated and polarized. In effect, only six countries (with widely varying degrees of participation) account for more than 96% of projects executed in 2010: Brazil and Cuba (with 177 and 139 projects) account for almost 60% of the 529 recorded; Mexico and Argentina (89 and 57 projects) account for about 27% of the total (less than half the aggregate weight of the first two providers); and Chile and Colombia (each with some 25 projects) account for another 9%.

This concentration of projects among just a few providers and the relative scale of their participation contrasts with the emerging presence of new providers. Thus, Peru and Ecuador in the Andean region,<sup>11</sup> with Costa Rica, Guatemala, Honduras, Nicaragua and the Dominican Republic in Central America and the Caribbean, account for another 3.5%, demonstrating the potential for countries with similar levels of development to share capacities through SSC.



## Map II.1. Geographical distribution of cooperation projects, by role. 2010

### II.1.A. By provider



### II.1.B. By recipient



LEGEND. Color coding, according to percentage of cooperation projects provided or received in 2010.

PERCENTAGE	COLOR
Less than 2.5%	Lightest teal
Between 2.6% and 5.0%	Light teal
Between 5.1% and 7.5%	Medium teal
Between 7.6% and 10.0%	Dark teal
More than 10.1%	Darkest teal

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

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Map II.1.B, on the other hand, suggests there was greater dispersion among bilateral horizontal South-South cooperation recipients, touching all countries in the region, without exception. El Salvador, Nicaragua, Bolivia and Colombia are the main recipients, accounting for 40% of the 529 projects executed in 2010 with fairly close individual participations, ranging from 7.5% to 12.5%. Two large groups of countries share, more or less equally, 55% of the rest of the cooperation: Paraguay, Costa Rica, Guatemala, Mexico and Peru (27.8%); and Ecuador, Venezuela, Cuba, Dominican Republic, Brazil, Panama and Uruguay (26.8%). Three countries benefited from 5.5% of the remaining projects: Honduras (2.5%), Argentina (2.1%) and Chile (0.9%).

With regards to cooperation actions, Map II.2.A suggests some differences compared to the projects-based distribution: less supply-side concentration (more countries providing a significant number of actions); less polarization (less distance between the relative participation of the leading providers). To be more specific:

- a) The six countries accounting for 96.5% of the projects executed (Argentina, Colombia, Cuba, Mexico, Brazil and Chile), now account for less than 75% of the 313 actions executed in 2010. This difference of about 22% between the two figures is due to the role of three cooperating countries that have become strong players in providing this type of cooperation: Peru (11.8%), Uruguay (5.8%) and Ecuador (4.8%).
- b) Within these classifications, the differences between the highest and lowest percentages are significantly reduced: thus, the difference between Brazil (top project provider with 33.5% of the total) and Colombia (ranked sixth with 4.2%) is close to 30 percentage points, while the difference between Argentina and Chile (first and ninth provider of actions, with relative shares of 17.9% and 4.5%, respectively) is down to 13.4 percentage points (less than half the difference noted in the former category).

Finally, Map II.2.B suggests a distribution pattern for recipients of actions quite similar to that of projects: participation by all countries in the region with a fairly homogeneous distribution among the participants. Thus, nearly three-quarters of the actions were executed in three groups of countries stretching from north to south and from west to east along an intricate geographical line: Ecuador, in the center (13.4%); El Salvador, Panama and Peru (27.2%), Guatemala, Nicaragua, Bolivia, Paraguay and Uruguay (32.6%). The remaining 27% were executed in Brazil, Argentina, Dominican Republic, Chile, Costa Rica and Mexico (almost 20%) and Colombia, Honduras, Cuba and Venezuela (7.3%).

## Map II.2. Geographical distribution of cooperation actions, by role. 2010

### II.2.A. By provider



### II.2.B. By recipient



LEGEND. Color coding, according to percentage of cooperation actions provided or received in 2010:

PERCENTAGE	COLOR
Less than 2.5%	White
Between 2.6% and 5.0%	Grey
Between 5.1% and 7.5%	Light teal
Between 7.6% and 10.0%	Medium teal
More than 10.1%	Dark teal

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

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### II.3. Bilateral relations: a characterization

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The provider and recipient matrices depict aspects that affect bilateral relations. Processing the information helps answer questions such as: how many cooperation partners does each country have; how does that translate into concentration or dispersion of relations; what priorities govern their exchanges or what is the impact on some recipients' dependence on their providers?

Graphs II.1 and II.2 attempt to answer these questions:

- a) Graph II.1.A illustrates the level of concentration/dispersion in provider-instituted bilateral relations by combining two forms of data:
  - o The vertical axis refers to the number of countries with which the provider cooperated in 2010, measured in terms of what the recipient represented against the 18 potential recipient countries.
  - o The horizontal axis refers to the relative importance of the first recipient for each provider, measured by the weight of projects executed in that country over total executed by the provider.

Each point on the graph represents a provider. In a "normal" behavior pattern the resulting scatterplot would slope downward: the upper-left quadrant would show very active providers with lowly concentrated cooperation (projects executed in many countries, evenly distributed); the bottom-right quadrant would show less active countries with highly concentrated cooperation (they execute projects in few countries, usually concentrated in few recipients).

- b) Graph II.1.B depicts in greater detail the relationship between the leading providers and their top three recipients: providers are plotted in declining order (from more to fewer total projects executed); each provider is coupled with its top three recipients; each recipient is assigned its share of total projects executed by the providers; these percentages are then added to calculate the proportion of total projects executed by each provider that is concentrated in these three recipients.
- c) Graphs II.2.A and II.2.B are homologous to the two above, with the analysis now centered on recipient countries.

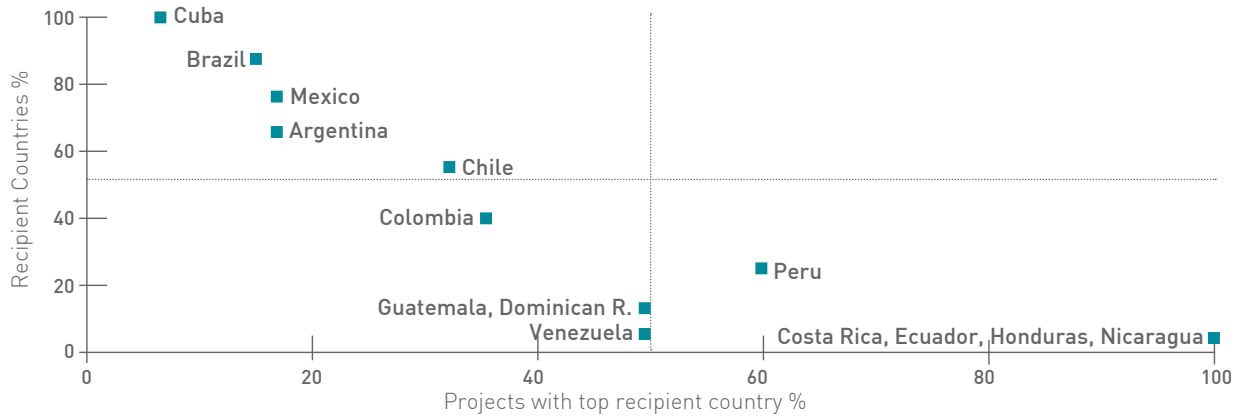
The following conclusions can be drawn from these graphs:

- 1) Graph II.1.A shows that the top providers are active in over half the countries. Indeed, five of the major providers are in the upper-left quadrant above the dotted line depicting presence in 50% of the countries (ranging from Chile, active in 10 countries, to Cuba, present in all countries, with Brazil, Mexico and Argentina -16, 13 and 11, respectively). Colombia is the only exception (in 7 of the 18 countries, below the dotted line).
- 2) Graph II.1.A also shows the point cluster in a downward slope. This suggests that bilateral horizontal South-South cooperation providers, even though few, show an increasing ability to reach more countries and to avoid excessive concentration of projects in a few partners.

## Graph II.1. Characterization of bilateral relations between countries, by providers. 2010

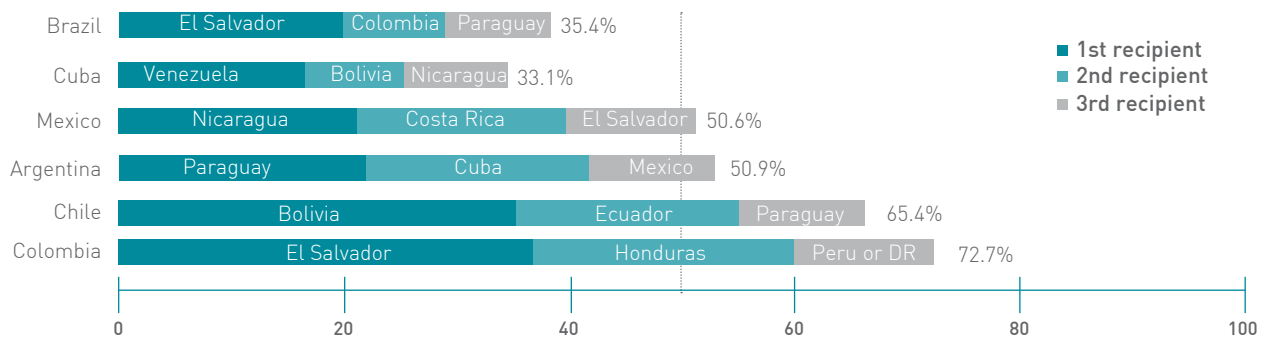
### II.1.A. Concentration/dispersion of cooperation provided

Percentages



### II.1.B. Relation between the top providers and their three top recipients

Countries in descending order, from most to least projects executed. Percentage of total provided by country



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

3) This is corroborated in Graph II.1.B. When countries are ordered from most to fewest projects executed, a vertical reading of the graph shows that the bars depicting project concentration among each provider's top three recipients grows as the number of projects declines. Thus, scarcely one third of all projects executed by Brazil and Cuba are concentrated in the three top recipients, whereas for Chile and Colombia the proportion increased to 65% and 72%, respectively.<sup>12</sup>

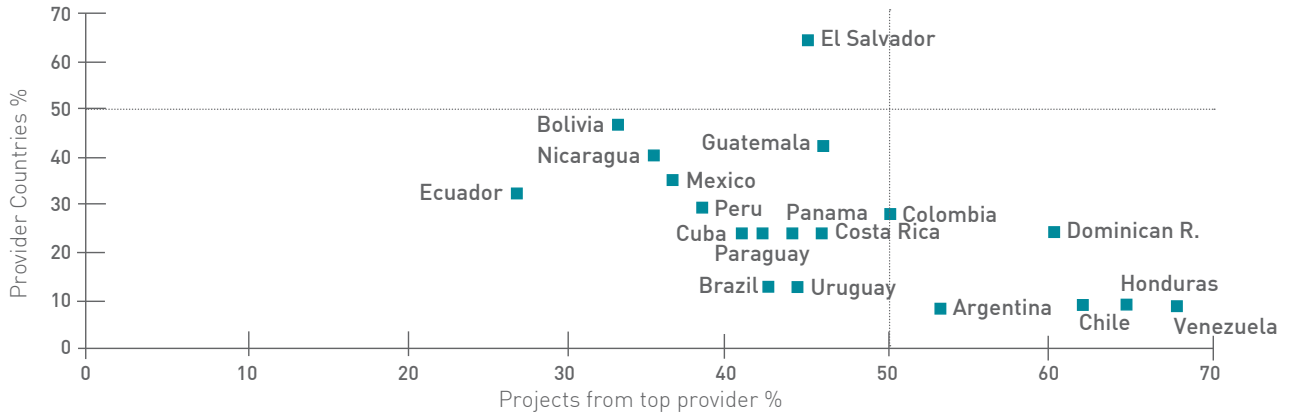
4) The data distribution also suggests some patterns relating to country priorities. Cuba prioritizes member countries of the Bolivarian Alliance for the Peoples of Our America (ALBA) [Venezuela, Bolivia and Nicaragua are members of this regional partnership]; Mexico favors Central America (Nicaragua, Costa Rica, El Salvador); and Argentina and Chile lean towards their immediate neighbors (Paraguay and Bolivia, respectively).<sup>12</sup>

5) In Graph II.2.A, when recipient data is plotted, the resulting point cluster is significantly different to that on the provider graph: it shifts right, shows little scatter and tends to be below the dotted line. The resulting plot is consistent: if the supply of projects depends on a few countries, the chances of receiving will necessarily be limited while also more concentrated and dependent. Graph II.2.A confirms, first, that no country, with the exception of El Salvador, received cooperation from more than half the potential providers; and second, that for all countries except Ecuador, the prime provider ranks high (more than 30% or even 50%).

## Graph II.2. Characterization of bilateral relations between countries, by recipients. 2010

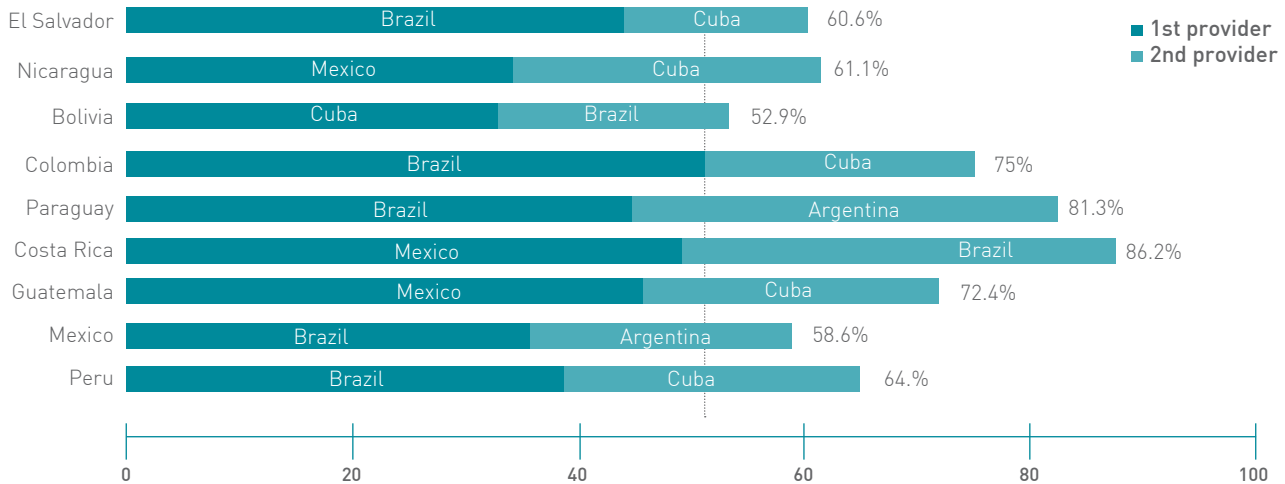
### II.2.A. Concentration/dispersion of cooperation received

Percentage



### II.2.B. Relation between the top recipients and their two top providers

Countries in descending order, from most to least projects received. Percentage of total received by country



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

6) Graph II.2.B corroborates and expands this notion. If only countries with relative weight of total executed projects greater than 5% are selected and sorted in descending order of volume received, the Graph shows how, with the simple aggregation of each country's top two providers, all countries exceed the 50% barrier (in fact, the value ranges from 53% for Bolivia to 81% and 86% for Paraguay and Costa Rica, respectively).

7) Finally, the critical importance of Cuban and Brazilian cooperation for the rest of Ibero-American countries is again manifest. However, the cases reviewed show greater dependence on Brazilian rather than Cuban cooperation. Thus, while Cuba's relative weight as prime provider never exceeds 30% (in the case of Bolivia), Brazil's share of total received by Peru, El Salvador, Paraguay and Colombia ranged from 40 to 50%. The Central American countries - Nicaragua, Guatemala and Costa Rica - exhibit a similar pattern of dependence on their neighbor Mexico (33%, 45%, and 48%); the same as Paraguay vis-à-vis Argentina (37.5%).

## II.4. Sectoral analysis of Bilateral Horizontal South-South Cooperation

This section analyzes bilateral horizontal SSC from a sectoral perspective. The purpose is twofold: first, to know which development objectives were the cooperation drivers in 2010, and second, to identify the profile of capacities and needs supporting each country's participation. Both of these elements guide decision-making and improve the allocation of projects and actions.

The analysis focuses on the data shown in Matrices II.3.A, B, C and D below, relating to projects, and Matrices A.1.A, B, C and D in the annex, relating to actions. These matrices grouped projects and actions by sector of activity, organizing them along the following lines:

### Matrix II.3. Bilateral horizontal South-South cooperation projects, by sphere of activity. 2010

#### II.3.A. Social sphere.

In units

PROVIDERS		RECIPIENTS																	TOTAL				
		LMIC						UMIC															
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Paraguay	Argentina	Brazil	Chile	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Peru	Dominican R.		Uruguay	Venezuela		
LMIC	Bolivia																				0		
	El Salvador																				0		
	Guatemala		1																		1		
	Honduras		1																		1		
	Nicaragua		1																		1		
	Paraguay																				0		
UMIC	Argentina	2				1	1							1			1			6			
	Brazil	7	9	1		2	5	2					4	3	2	4	6	4	5	4	5	4	67
	Chile	8	1			1	1																15
	Colombia		1		1												1						3
	Costa Rica															2							2
	Cuba	12	11	7	7	10	3	5	6	3	6	3		5	6	6	7	3	6	11			117
	Ecuador	1																					1
	Mexico	2	1	1		5			3	1		4	2	1						1			21
	Panama																						0
	Peru	1	1																				2
	Dominican R.		1																				1
	Uruguay																						0
	Venezuela	2																					2
	TOTAL		35	28	9	8	19	10	7	9	4	10	11	4	13	15	10	13	8	12	15		240

- a) Social (A), essentially including education, health, water and sanitation, and social and housing policies, among others;
- b) Economic, broken down into economic infrastructure and services (B) (sectors oriented to creating operating conditions for the economy such as energy, communications, transport, finance, business ...) and productive sectors (C) (agriculture, fisheries, forestry, industry, tourism, among others).
- c) Other (D), a somewhat heterogeneous category including diverse areas such as institutional capacity-building for governments or civil society, culture, gender, environment and disaster prevention.<sup>13</sup>

### Matrix II.3. Bilateral horizontal South-South cooperation projects, by sphere of activity. 2010

#### II.3.B. Economic sphere. Infrastructure and services.

In units

PROVIDERS		RECIPIENTS																		TOTAL	
		LMIC						UMIC													
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Paraguay	Argentina	Brazil	Chile	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Peru	Dominican R.	Uruguay		Venezuela
LMIC	Bolivia	1																		0	
	El Salvador		1																	0	
	Guatemala			1						1										0	
	Honduras				1															0	
	Nicaragua					1														0	
	Paraguay						1													0	
UMIC	Argentina					1	1		1			6		1						8	
	Brazil	1	4			3		1		4	3	1				2	2			20	
	Chile								1											0	
	Colombia		1							1						1				2	
	Costa Rica										1									0	
	Cuba			1	1	1				1		1								5	
	Ecuador												1							0	
	Mexico	2	3	1		1				1	4	1	1	1			1			15	
	Panama														1					0	
	Peru															1				0	
	Dominican R.																1			0	
	Uruguay																	1		0	
	Venezuela												1						1	1	
	TOTAL		3	8	2	1	5	1	0	0	0	6	7	8	3	1	0	4	2	0	0



## Matrix II.3. Bilateral horizontal South-South cooperation projects, by sphere of activity. 2010

### II.3.C. Economic sphere. Productive sectors.

In units

PROVIDERS		RECIPIENTS																		TOTAL	
		LMIC						UMIC													
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Paraguay	Argentina	Brazil	Chile	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Peru	Dominican R.	Uruguay		Venezuela
LMIC	Bolivia	1																		0	
	El Salvador		1																	0	
	Guatemala		1	1					1											0	
	Honduras		1		1															0	
	Nicaragua		1			1														0	
	Paraguay						1													0	
UMIC	Argentina	1		2		4	2	2		1		3		1		4	1			19	
	Brazil	2	9			3	5	1		7	2	5	2	3	1	4	2	1	4	51	
	Chile			1			1				1	0	1							4	
	Colombia		1																	1	
	Costa Rica													1						1	
	Cuba	1				1				1										4	7
	Ecuador																				0
	Mexico	2	2	4		8			2		1	2		2			1				24
	Panama																				0
	Peru		1	1																	2
	Dominican R.																				0
	Uruguay																				0
	Venezuela																				0
TOTAL		5	13	8	0	16	8	1	4	0	10	4	9	4	5	1	9	3	1	8	109

## Matrix II.3. Bilateral horizontal South-South cooperation projects, by sphere of activity. 2010

### II.3.D. Other spheres

In units

PROVIDERS		RECIPIENTS																		TOTAL	
		LMIC						UMIC													
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Paraguay	Argentina	Brazil	Chile	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Peru	Dominican R.	Uruguay		Venezuela
LMIC	Bolivia	1																		0	
	El Salvador		1																	0	
	Guatemala		1	1					1											1	
	Honduras		1		1															0	
	Nicaragua		1			1														0	
	Paraguay						1													0	
UMIC	Argentina	2	1	2		8	2	2	2	1	4	1	1	1					24		
	Brazil	2	7		5	4	3	2	5	3	2	1		5	1	1			39		
	Chile	1	1			1					2	2							7		
	Colombia		5	1	4							1	1	3					16		
	Costa Rica																		0		
	Cuba	2			3			1	2					1					10		
	Ecuador																		0		
	Mexico	1	2	7	4			1	4	4	3	2				1			29		
	Panama																		0		
	Peru		1																1		
	Dominican R.				1														1		
	Uruguay																		0		
	Venezuela					1													1		
<b>TOTAL</b>		<b>8</b>	<b>17</b>	<b>10</b>	<b>4</b>	<b>14</b>	<b>13</b>	<b>3</b>	<b>3</b>	<b>1</b>	<b>14</b>	<b>7</b>	<b>3</b>	<b>5</b>	<b>8</b>	<b>4</b>	<b>2</b>	<b>9</b>	<b>2</b>	<b>2</b>	<b>129</b>

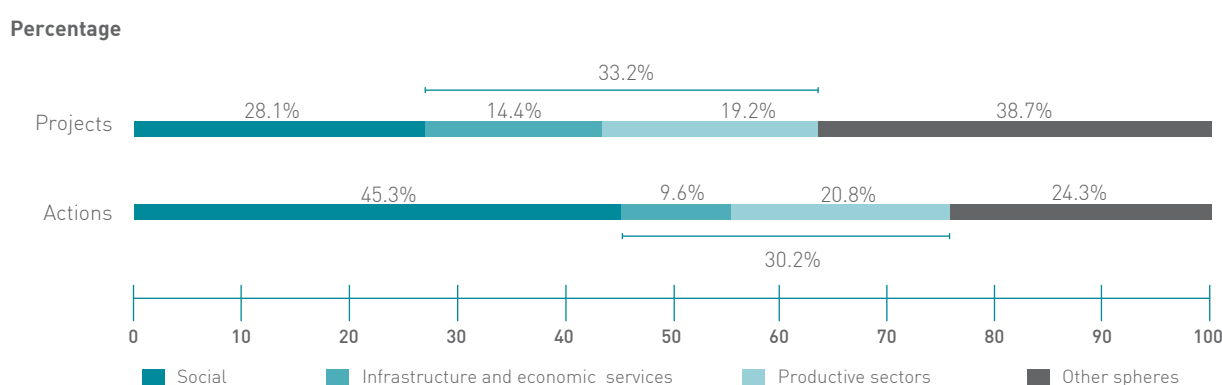
Countries classified by income level according to World Bank GNI per capita criteria. Accordingly, countries are classified as Lower middle income - LMIC (per capita GNI of US\$976 - US\$3,855) or Upper middle income - UMIC (US\$3,856 - US\$11,905).

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

## II.4.1. Sectoral distribution of cooperation projects and actions

Graph II.3 summarizes bilateral horizontal SSC according to activity sector. This graph clearly shows that just over 60% of projects executed in 2010 were aimed at social and economic development in Ibero-American countries (28.1% and 33.2%, respectively). A further breakdown of this figure reveals that 60% of projects aimed to strengthen productive sectors, while 40% focused on infrastructure creation and services. The remaining bilateral horizontal South-South cooperation projects related to non-socioeconomic activities (a sizeable 39%). With respect to actions, 45% of the 313 recorded addressed social issues, 30% were in the economic realm (primarily productive activities), and the rest (24%) fell under the category of Other.

**Graph II.3. Bilateral horizontal South-South cooperation grouped by activity sector. 2010**



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

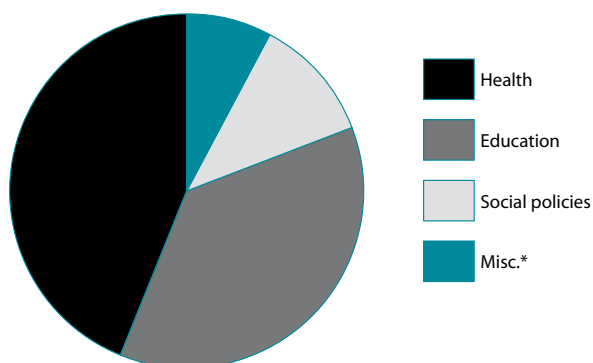
When broken down by sector (Graph II.4), a majority of projects (80% of those identified as social, equivalent to almost 37% of the total) were aimed at strengthening two key development areas: health and education. In the health category, projects aimed to strengthen public institutions (ministries, municipal administrators, healthcare auditors, etc.), implement international regulations, train medical personnel, deal with viral diseases, or develop nutritional strategies, among others. Educational projects included literacy activities, professional training, and adoption and scaling-up of new technologies. The remaining 20% of projects in the social ambit related to public policy knowledge sharing, promotion of sports as a means to avert social exclusion for youths and adolescents in areas of conflict, design and implement housing policies for low income population, and water and sanitation activities.

It should be noted that many interventions in the social category targeted groups requiring special attention, such as people with disabilities, members of indigenous communities, women, adolescents and children. Box II.3, describes some specific examples of cooperation experiences in the area of mother-child health.

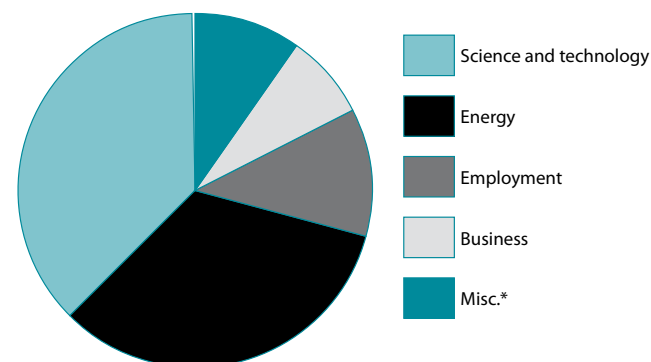
## Graph II.4. Bilateral horizontal South-South cooperation projects, by sector 2010

Percentage

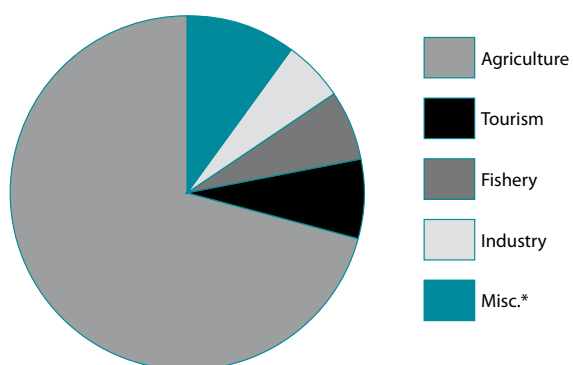
### II.4.A. Social



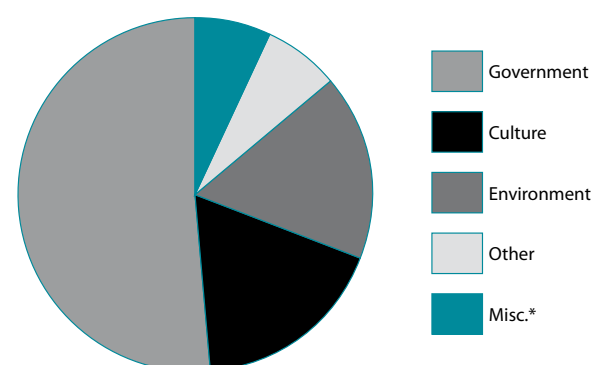
### II.4.B. Economic (infrastructure and services)



### II.4.C. Economic (Productive sectors)



### II.4.D. Other



\*Note: The miscellaneous (Misc.) category includes the following sectors: A. Social: reproductive health, water and sanitation; B. Economic (infrastructure and services): communications and finance; C. Economic (productive sectors): extractive industry, forestry, construction and trade; D. Other: civil society, disaster prevention and gender.

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

On the other hand, as noted above, over two thirds of bilateral horizontal South-South cooperation with an economic profile was oriented at strengthening productive sectors, especially agriculture. In fact, there were 77 agricultural cooperation projects in 2010, equivalent to 70% of the total productive sector interventions and 15% of the total for the year. Although these experiences had an impact on many different aspects of the sector, the following deserve special mention: ensure food security and strengthen peasant farming, improve the planting, cultivation, harvesting and processing of products such as cocoa, sugar cane, potato, cotton, soybean or corn; strengthen the institutions responsible for public policy in these same areas; advance phytosanitary issues. Lastly, some experiences addressed livestock issues, of key importance for some countries in the region (Box II.4).

### Box II.3. Mother-Child Health: a priority for South-South Cooperation

According to World Health Organization (WHO) estimates, worldwide every year an estimated 8 million children and 350,000 women die of preventable causes. In the case of mothers, the causes are related to pregnancy or childbirth. The Pan American Health Organization (PAHO) reports that some 9,500 mothers and 160,000 newborns die in the Latin American and Caribbean region each year due to preventable causes ([www.who.int/en](http://www.who.int/en) and [www.paho.org](http://www.paho.org) )

Country efforts to remedy this adverse situation have become particularly manifest in the past ten years. In effect, the past decade began with adoption by the international community of the Millennium Declaration and the commitments therein, notably the Millennium Development Goals (MDGs) 4 and 5 aiming, respectively, to reduce infant and maternal mortality. The decade closed with a meeting held in New York in September 2010 in the framework of the UN General Assembly (UNGA) to review progress made towards achieving the MDGs. The meeting determined it was necessary to promote a Global Strategy to enable further progress in this direction.

In this international framework, the available data on bilateral horizontal South-South cooperation executed in 2010 confirms the continuing commitment by Ibero-American countries. Thus, a score of social projects target mother-child health with special emphasis on infants. The following projects stand out due to the positive evaluation they received from the countries:

1. All cooperation partners surveyed spoke highly of the national networks of Human or Maternal Milk Banks (BLH) promoted by Brazil. This continues to be one of the projects underlying the regional strategy to combat infant mortality. In fact, the model underpinning the project champions high quality breast milk to guarantee the survival, proper nutrition and development of newborns. To this end, Brazil supports the establishment of laboratories, training technicians in beneficiary countries for the collection, pre-storage, transportation, reception, sorting, grading, conditioning, pasteurization, quality control, storage and distribution of maternal milk. Once established, the BLH facilitate the redistribution of breast milk from mothers who have donated their excess milk to children of low income families who are unable to breastfeed because they are premature or their mothers are carriers of an infection, among other reasons. This project was executed in almost all Latin American countries in 2010, with the only exception of Chile and Honduras.
2. Ensuring nutritional security for children is another theme driving cooperation among Ibero-American countries in the social arena. Thus, given the importance of nutrition for the development of each child and their future adult life, countries emphasized projects that promote nutrition education and healthy eating at educational centers such as day cares and schools. Examples of such programs were executed in 2010 between Costa Rica and Mexico, and between Brazil and Uruguay.
3. A more comprehensive approach including not only child health but also the treatment of diseases is taking place through the twinning of some public hospitals in the region. Two projects are particularly relevant owing to their impact:

### Box II.3. Mother-Child Health: a priority for South-South Cooperation (continued)

- The cooperation from 2008 to 2011 between the Dr. Ovidio Aliaga Children's Hospital in La Paz (Bolivia) and the Exequiel González Cortés Mother-Child Hospital in Santiago de Chile. In this case, the Chilean hospital trains the Bolivian medical staff, in addition to supporting the transfer of both technology and administrative standards to facilitate the diagnosis and treatment of hospitalized children. So far, the cooperation has resulted in improvements to outpatient surgery and shortened hospital stay programs (to ensure shorter stays and better quality treatment for children), child hemodialysis, bacteriological treatment, treatment of nosocomial infections, and the implementation of a new pediatric intensive care unit, among others.
- In this same time frame (2008 to 2011), Mexico provided technical assistance, consulting services, internships, courses and workshops to support implementation in Costa Rica of the National Integral Care Model for Children's Mental Health. This cooperation has allowed Costa Rica to develop plans, guidelines, protocols and inter-sectoral proposals, as well as to train medical personnel across the country in children's mental health. With the implementation of this model, the Central American country aims to help children develop healthy lifestyles.

**Source:** Cooperation agencies and/or bureaus; World Health Organization (WHO) and Pan American Health Organization (PAHO) electronic links ([www.who.int/en](http://www.who.int/en)) and ([www.paho.org](http://www.paho.org)); notes taken during an interview with the Director of Dr. Ovidio Aliaga Children's Hospital in La Paz (Bolivia)

### Box II.4. Livestock in agricultural cooperation for Argentina, Brazil and Mexico

In 2010, the Food and Agriculture Organization of the United Nations (FAO) published a study on the status and future trends of livestock in Latin America. The table below summarizes some of the data collected in the study, reflecting the global ranking for the livestock sector in some countries of the region. The table illustrates the critical importance of livestock production, export and consumption in countries such as Argentina, Brazil, Mexico, Paraguay and Uruguay.

#### Countries and ranking in world production, export and consumption of livestock products

COUNTRY	MEAT PRODUCTION	MEAT EXPORTS		PER CAPITA MEAT CONSUMPTION	MILK PRODUCTION
		Volume (t)	Value (US\$)		
ARGENTINA	4 <sup>TH</sup>	5 <sup>TH</sup>	6 <sup>TH</sup>	1 <sup>ST</sup>	15 <sup>TH</sup>
BRAZIL	2 <sup>ND</sup>	1 <sup>ST</sup>	2 <sup>ND</sup>	6 <sup>TH</sup>	6 <sup>TH</sup>
MEXICO	7 <sup>TH</sup>				17 <sup>TH</sup>
PARAGUAY		10 <sup>TH</sup>	11 <sup>TH</sup>	11 <sup>TH</sup>	
URUGUAY	19 <sup>TH</sup>	7 <sup>TH</sup>	9 <sup>TH</sup>	4 <sup>TH</sup>	

**Source:** SEGIB, based on FAO (2010).

The study also draws attention to the risks facing the sector. On the one hand, the need to ensure a greater supply for domestic markets as well as better international insertion requires a shift from a traditional extensive production model to a more intensive one. On the other hand, a shift towards intensive production entails environmental risks as it puts pressure on land degradation, deforestation and excessive water consumption, among others. This poses new challenges, some tied to technological transformation which requires heavy investment, difficult to be assumed by a sector where 60% of production is in the hands of small farmers and family businesses.

## Box II.4. Livestock in agricultural cooperation for Argentina, Brazil and Mexico (continued)

In this context, livestock projects account for nearly 15% of agricultural sector bilateral horizontal South-South cooperation. Below are examples of projects executed by three global leaders in the field: Argentina, Brazil and Mexico.

1. Projects executed by Argentina in Cuba, Nicaragua and Mexico specialize in reproductive and genetic techniques, and betterment of livestock breeds.
2. Mexico cooperated mainly with Nicaragua with two phytosanitary projects involving both diagnosis and treatment of some diseases. Mexico also transferred some highly innovative capacities to assure livestock feed during drought.
3. Brazil cooperated with Colombia, the Dominican Republic and Panama, mainly in projects on sheep, cattle and goat genetics and production. One stand out is the Colombian project to implement clean technologies for animal husbandry.

**Source:** Cooperation agencies and/or bureaus; FAO (2010)

Still in the economic sphere, there were non-agricultural productive sector projects targeting tourism, fisheries, industry and, to a lesser extent, extractive industries, forestry, construction and trade. In addition, technical cooperation in this sphere included execution of 51 projects to support the creation of infrastructure and basic services to help smooth the operation of national economies. More than one third of these projects addressed economic applications of scientific and technological advances, in addition to the creation of regulatory frameworks to promote innovation and regional patents. A few projects aimed at securing energy supply, promoting business and creating stable, quality jobs.

Finally, almost 40% of the 529 bilateral horizontal South-South cooperation projects recorded in 2010 had a purpose other than socio-economic development. Specifically, and as shown in Graph II.4.D, more than half these projects aimed to strengthen governments in the Ibero-American countries in matters as diverse as public administration, justice, security, governance, as well as all matters relating to the fundamental issue of protecting citizens' human rights (Box II.5). The balance of cooperation in this category supported cultural, environmental, rural and urban development initiatives, as well as natural disaster prevention, among others.

## Box II.5. Guaranteeing Human Rights: efforts through South-South Cooperation

December 10, 1948 is one of the most significant dates for the twentieth century: on that day, the United Nations General Assembly unanimously adopted and proclaimed the Universal Declaration of Human Rights. The consensus about this Declaration had two important consequences: first, it represented a breakthrough in the universalization of a common good and the inherent dignity of all persons. Second, it laid the foundations for an international commitment to take the necessary measures to secure the achievement of these rights and dignity for all peoples and all nations, without exception.

- a) Indeed, the Declaration itself understands that dignity is secured through access to:
- Civil and Political Rights (called “first generation rights”), including the freedom of religion, freedom of expression, freedom of assembly and of association, and electoral rights, among others.
  - Social, Economic and Cultural Rights (“second generation rights”), relating to the right to health, housing, education, work and social security, to just highlight some.

These categories were later complemented starting in the 1970s with the so-called “third generation rights”, including the Right to Development, Peace and the Environment.

- b) Furthermore, the protection of Human Rights requires the establishment of binding international law to compel respect and compliance. Besides the Universal Declaration (a “soft law” therefore not legally binding), the rule of law has been built around two basic instruments: the International Covenants on Human Rights (in force since 1976) and the International Conventions (Rights of the Child, rights of Women, against Torture, etc.).

In addition to accession to these international pacts and conventions, countries have advanced the protection of human rights through other tools such as the implementation of public policies consistent with these objectives, the strengthening of legal frameworks, and even through development cooperation itself. In fact, in the specific case of Latin America, it could be argued that virtually all bilateral horizontal South-South cooperation in 2010 was oriented at guaranteeing human rights. Despite the manner in which this cooperation has been classified by sector, some countries have explicitly chosen to list certain interventions under this heading. The following are particularly noteworthy:

- 1) Projects for the improvement of the institutional and legal framework needed to guarantee Human Rights. These include, for example, interventions by Mexico in Guatemala to provide technical capacity-building for the Office of the Human Rights Ombudsman; Chilean support for the Social Rehabilitation Coordination Secretariat attached to the Ministry of Justice, Human Rights and Worship of Ecuador; or Argentina’s support in Paraguay to ensure public policy is in keeping with Human and Social Development.
- 2) In relation to Articles 3 and 5 of the Universal Declaration of Human Rights (the right to life and the prohibition of torture or cruel, inhuman or degrading treatment, respectively) collaboration was provided to support, through forensic techniques, the recovery and identification of bodies of persons who disappeared during military regimes and dictatorships in several countries in the hemisphere during the 1970s and 1980s. These primarily include forensic anthropological recovery projects provided by Argentina to El Salvador, Bolivia and Paraguay.
- 3) The Rights of Women and Children, and compliance with Article 4 of the Universal Declaration (prohibition of slavery, servitude and human trafficking) are behind other partnerships such as those pursued by Brazil and Argentina in El Salvador and Paraguay, respectively, to create legal frameworks for the protection of children and adolescents victims of sexual violence, as well as the implementation of public policies to ensure their social reintegration.

**Source:** Cooperation agencies and/or bureaus; Universal Declaration of Human Rights (<http://www.un.org/en/documents/udhr/>); HEGOA ([www.dicc.hegoa.ehu.es](http://www.dicc.hegoa.ehu.es))

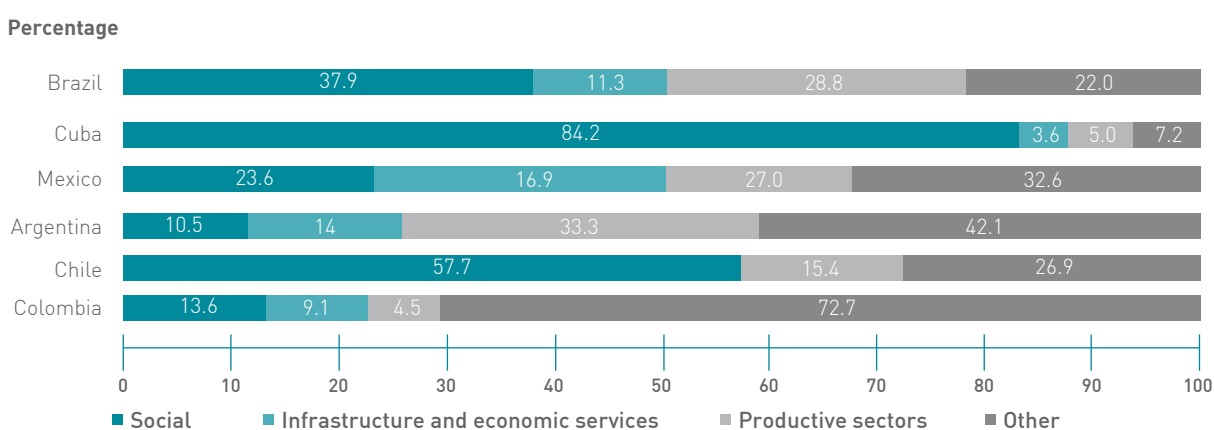


## II.4.2. Regional profile of capacities and needs

Knowledge as to the profile of capacities and needs underlying participation by the Ibero-American countries in cooperation efforts in 2010 helps advance project allocations that, year upon year, become progressively more effective for achieving full development in the region.

In order to identify such profiles, projects in which each country participated - either as a provider or a recipient - were broken down by size and activity sector, respectively. This exercise generated four graphs (Graphs II.5 to II.8). Their study shows the type of capacities driving SSC for the top providers and the needs that the principal recipients seek to address through this cooperation.

**Graph II.5. Profile of top provider capacities, by activity sphere. 2010**



Only countries engaged in at least 20 projects.

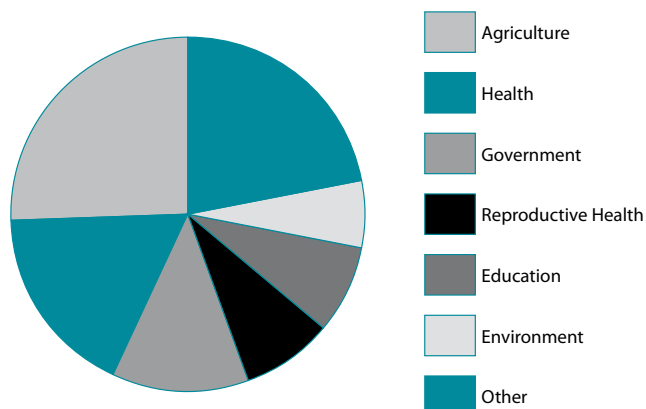
**Source:** SEGIB, based on reporting from cooperation agencies and/or bureaus

Graph II.5 shows a range of capacity profiles for the leading providers of bilateral horizontal SSC in 2010. Brazil's cooperation last year had a socio-economic component: 42% of the 177 projects aimed to strengthen productive sectors and basic operating conditions for recipient country economies, while almost 38% sought social improvement. Cuba and Chile, for their part, showed a noticeably social profile with, respectively, 84.2% and 57.7% of their total cooperation in this domain. Mexico and Argentina opted for projects to transfer capacity, mostly in the economic sector (44% and 47%), although supplemented by projects with a very different profile, often unrelated to socioeconomic issues (32% and 42%, respectively). Similarly, these same skills were predominant in the case of Colombia, accounting for almost three quarters of total cooperation.

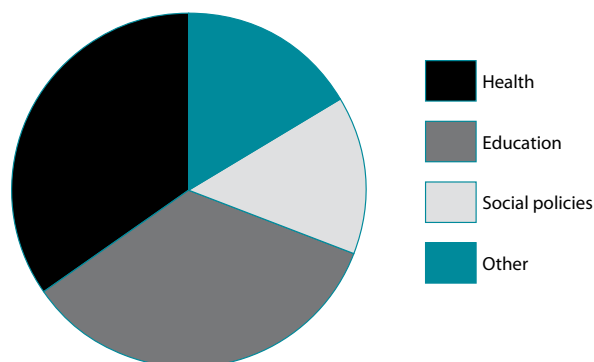
## Graph II.6. Profile of top provider capacities, by activity sector. 2010

Percentage

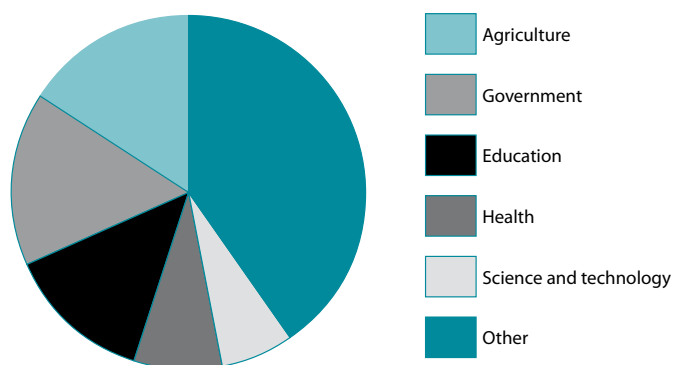
### II.6.A. Brazil



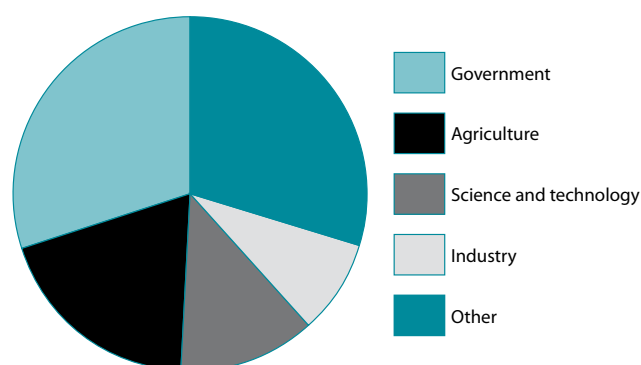
### II.6.B. Cuba



### II.6.C. Mexico



### II.6.D. Argentina



Note: Only countries engaged in more than 50 projects were considered to ensure results are significant.

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

Graph II.6 illustrates the above profiles in greater detail, at least for countries that executed more than 50 projects. Observation of the pie chart suggests that Brazil's socioeconomic profile evolved through the transfer of skills in agriculture, education, health and reproductive health. It also shows the relative importance of projects to strengthen government and environmental institutions. Given the importance of agriculture (one quarter of projects executed by this country), it is worth mentioning two projects that exemplify the strength in this sector. The selected projects were intended to improve certain farming techniques, but with different objectives: the first, executed in Cuba, focused on food security for the island; the second, executed in Costa Rica from 2008 to 2010, aimed to produce biofuels to ensure the use of clean and renewable energies in the country (Box II.6).

## **Box II.6. Application of Brazilian crop techniques: an illustration based on cooperation with Cuba and Costa Rica**

One of the features that characterizes Brazil as an agricultural power is its ability to develop farming techniques to facilitate multiple uses for crops. By way of example, Brazil has developed techniques to enhance output production to ensure food security for the population, complemented by techniques to obtain biofuels from crops such as soybeans, cassava, maize or sunflower as sources of clean, renewable energy. Two projects executed by Brazil in 2010 in Cuba and Costa Rica are good examples of these different purposes.

### **1. Project to stimulate soybean and maize production in Cuba**

The Cuba's agricultural sector faces a particularly challenging situation. According to the National Statistics Office (ONE - 2010), only 60% of the island's arable land is under cultivation; the rest is devoted to pasture or remains idle. Owing to the weakness this entails in terms of production, along with recent food price hikes on the international market, the Cuban economy has had to cope with a foodstuffs import bill of US\$1.5 to \$2 billion a year, a figure equal to more than 20% of the total bill for imported goods.

The difficulties in terms of production and importation are further compounded by the loss of relative importance in recent years for the main agricultural export, sugar cane: in the late 1980s, this product accounted for almost 75% of foreign exchange revenues; a decade later it was down to 40%, and in the 2008-09 biennium, it had shrunk to just under 8%.

Given this scenario, the Cuban government has made efforts in the past ten years to remedy the situation, promoting a policy to facilitate the conversion of land traditionally used to grow sugarcane to other crops that would assure greater food self-sufficiency. Part of this conversion policy is implemented through cooperation.

One particularly interesting project for the introduction of soybean and maize was initiated based on a pilot with Canada. Canada helped introduce these crops on idle land formerly owned by a sugar mill in the province of Ciego de Avila, providing technical advice for the purchase of seed and machinery, soil cultivation, irrigation, etc. However, the experience received a negative evaluation: it did not generate the expected outcomes and was costly because it operated at international prices.

The decision to discontinue this collaboration coincided with a visit to Cuba by the then President of Brazil Lula da Silva, who offered to introduce a cooperation project for the cultivation of soybean and maize through Embrapa, the Brazilian company specializing in agricultural research. The result was a bilateral cooperation agreement for the period 2009-2011, including advisory services, technical assistance and training in all phases of the process (tillage, cultivation, harvesting and post-harvest). Unlike what happened with Canada, procurement recommendations were provided without conditionalities. In other words, Brazil recommended and Cuba decided where to buy seed, machinery and other inputs. Also, training was provided through an exchange of experts with the countries sharing the cost.

The results were excellent: in two years, Cuban yields improved (from 0.7 to 1.97 tons of soybeans per hectare), equivalent to that achieved by Brazil with 20 years experience. What is more, the products were processed on the island and the Cuban diet was supplemented with milk for children and older adults, yogurt, oil, beans, meat, etc., of a higher quality than that obtained with imported grain. The intention now is to extend the Agreement through 2014 to replicate the experience in other Cuban provinces with Brazilian support as well as independently to the extent possible, building capacities to obtain native seed variants and introduce other crops such as maize, with great dietary potential.

## Box II.6. Application of Brazilian crop techniques: an illustration based on cooperation with Cuba and Costa Rica (continued)

### 2. Project for Biofuel Production Alternatives in Costa Rica

The Costa Rica international cooperation sector agenda 2007-2010 includes strengthening the energy sector. The goal is to advance the establishment of reliable, safe and efficient forms of energy, obtained through the sustainable use of renewable natural resources.

Pursuant to that agenda and the Technical Cooperation Agreement signed with Brazil in 1997, in July 2008, the two countries signed a Supplementary Agreement to implement the Project for Biofuel Production Alternatives. Under this project, Costa Rican experts at the National Institute of Innovation and Transfer of Agricultural Technology (INTA) will be trained in how to increase cassava and castor plant crop productivity for subsequent production of ethanol.

The selection of cassava and castor plant over other crops with a higher yield of ethanol (e.g. sugar cane) resulted from a study conducted by Brazil to assess growing conditions for several crops in Costa Rica. The study found that sugar cane farming for biofuels in Costa Rica would have required heavy investment in new technologies. When considering alternative crops, cassava was selected as the best option because of potential huge production capacity with only 15% of its current production volume being destined for domestic consumption, and little need for altering the existing technology for the production of ethanol.

**Source:** Cooperation agencies and/or bureaus; National Statistics Office of Cuba (ONE) (2010); interview with staff at the Military Agricultural Union (UAP), a Cuban state-owned company.

Further observation of Graph II.6 reveals that Cuba primarily transfers to other countries its expertise in education, health and social policy. Mexico, meanwhile, supports institutional capacity-building for government agencies, especially in its immediate geographic vicinity (see Box II.7), complementing its country profile with a diverse portfolio of projects in both the economic and social sectors (agriculture, science and technology for the former, education and health for the latter). Last but not least, Argentina's cooperation is marked by two of its well-known strengths: the agricultural sector and solid public institutions.

## Box II.7. Mexico: supporting institutional capacity-building in Central America

Almost 90% of Mexican institutional capacity-building projects in 2010 were carried out in four Central American countries:

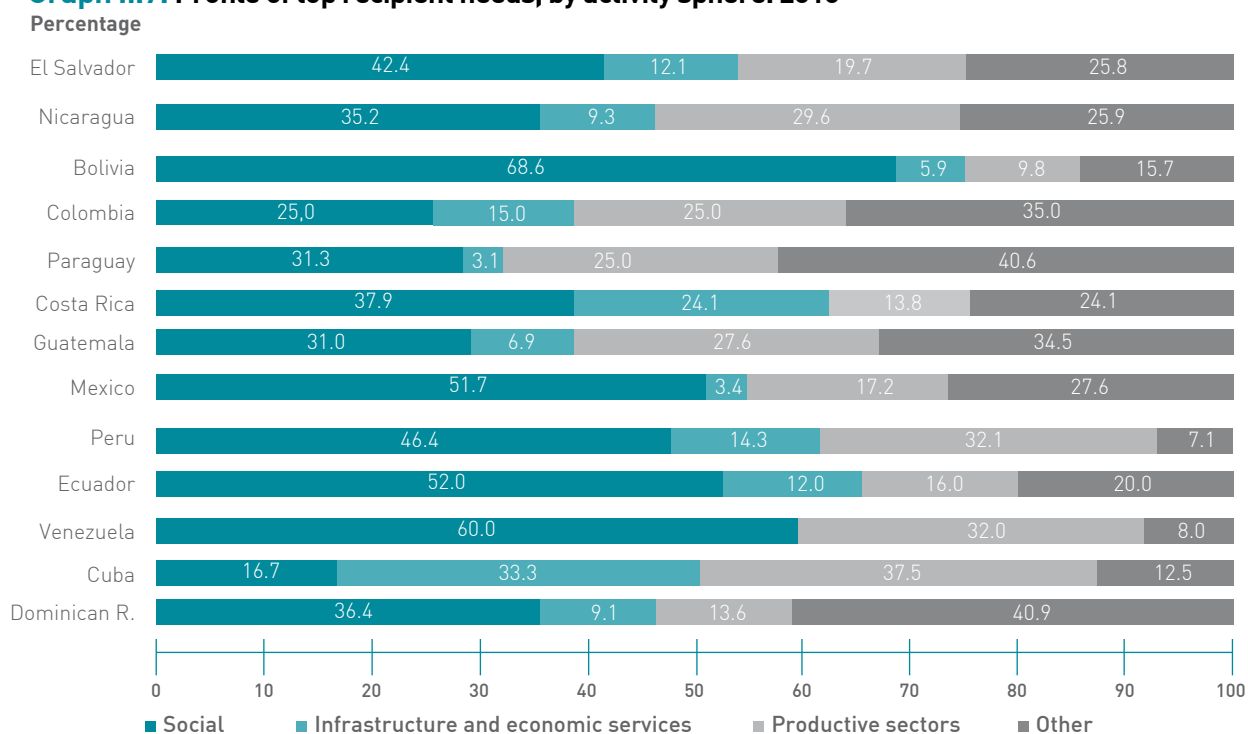
1. In Guatemala, Mexico provided technical support to various government agencies: the Office of the President; the Ministries of Agrarian Affairs and Planning (SEGEPLAN); and the Office of the Human Rights Ombudsman, among others. Some of the projects focused on general issues (public services) while others were directed to specific issues (labor skills at different agencies, formulation of projects to tackle problems affecting low income populations, conflict resolution arbitration).
2. Mexican projects in Costa Rica provided technical assistance, training and experience sharing in areas such as safety (strengthening the police), the judiciary (transfer of new technologies to improve performance), and creation of an information and dissemination network to project and strengthen the institutional image.
3. Mexico also cooperated with Nicaragua and Panama: with the former, to strengthen the administration and management of the territorial governments of indigenous peoples and Afro descendants in the autonomous regions of the country; with the latter, a project to support the development of environmental accounts.

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

With respect to the needs profile, viewing Graphs II.7 and II.8 as a whole enables the grouping of countries according to the areas they seek to strengthen:

- a) Countries in the first group, comprising El Salvador, Nicaragua, Costa Rica and Peru, share the need for both social and economic capacity-building. Accordingly, projects with a socioeconomic objective accounted for 75% to 90% of the cooperation received by these four countries. Moreover, in the case of El Salvador and Nicaragua (the two countries most favored as recipients of bilateral horizontal South-South cooperation in the region in 2010), support centered on capacity-building in education, health and agriculture.
- b) The profile for Bolivia, Mexico, Ecuador and Venezuela was markedly oriented towards social needs: in fact, projects in this category accounted for 50% to 70% of total cooperation received. The Bolivian case is the most striking (third ranked recipient in the region), where the percentage for the health and education sectors rose to 65%.
- c) Meanwhile, in Paraguay, Guatemala and the Dominican Republic, the most prevalent projects were capacity-building in areas bordering the purely socioeconomic sectors (35% to 40% of projects in each country). The remainder of projects received had varying distributions: from an equal distribution between economic and social in the case of Paraguay and Guatemala, to preeminence of social over economic in the case of the Caribbean country.
- d) Among the group of countries benefitting from at least 20 projects, only Colombia and Cuba sought economic capacity-building cooperation, yet with different percentages and conditions: Colombia combined 40% of this type of cooperation with 25% of social projects and 35% under the heading Other. As for Cuba, 70% of the cooperation addressed productive sector development and enhancement of economic operating conditions, with only 30% under other activity headings.

**Graph II.7. Profile of top recipient needs, by activity sphere. 2010**



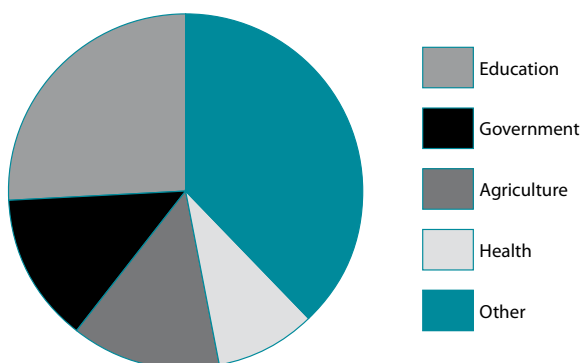
Only countries engaged in at least 20 projects.

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

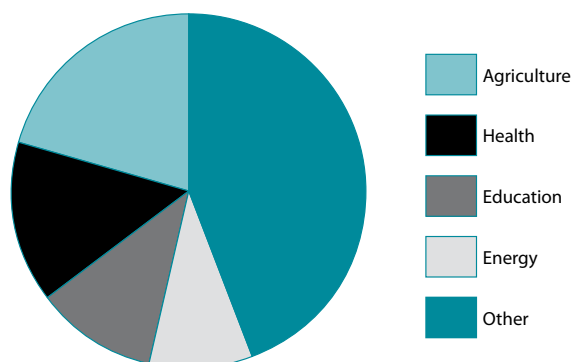
## Graph II.8. Profile of top recipient needs, by activity sector. 2010

Percentage

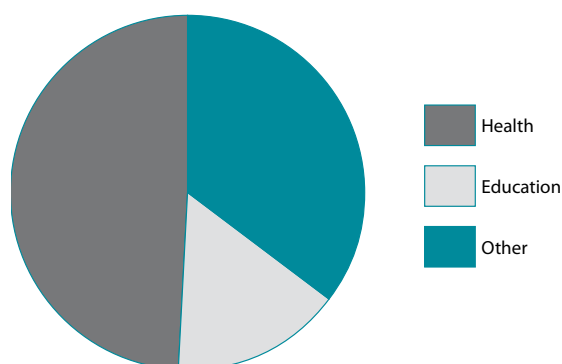
### II.8.A. El Salvador



### II.8.B. Nicaragua



### II.8.C. Bolivia



Note: Only countries engaged in more than 50 projects were considered to ensure results are significant.

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

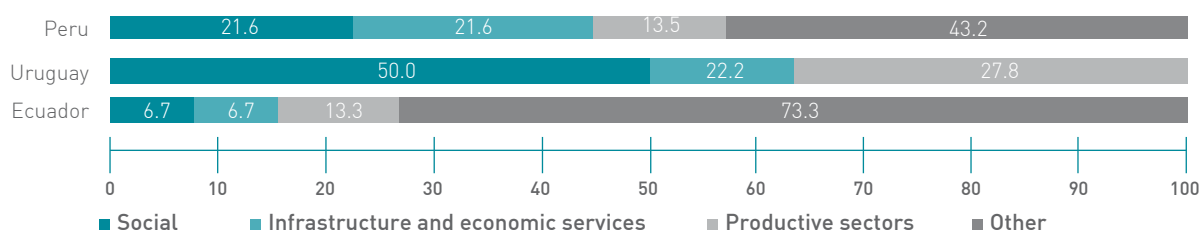
Finally, it should be noted that the analysis in this Chapter appears to attach greater importance to cooperation projects over actions owing to the size difference between the two. However, one should not infer from such an approach that actions are an unimportant tool. This is far from the truth: they are a significant factor in bilateral horizontal South-South cooperation and, given their smaller size, a tool that enables emerging countries to begin transferring skills.

The next section is devoted to acknowledging the value of these actions. Box II.8 takes a look at the sectoral profile for Ecuador, Peru and Uruguay, three countries that in 2010 emerged as providers of bilateral horizontal South-South cooperation actions. The emergence of new countries playing this role conveys a number of ideas: it ratifies the growing power and surge of SSC in the region; it validates the potential of reciprocity in a South-South framework; last but not least, it recognizes the potential for all countries to transfer some of their capacities.

## Box II.8. The skills profile of new providers: Ecuador, Peru and Uruguay

In 2010, Peru, Uruguay and Ecuador executed a total of 70 bilateral horizontal South-South cooperation actions in other Latin American countries, nearly a quarter (22.5%) of the final tally of 313. This suggests that these countries not only developed sectoral skills but more importantly, were able to transfer some of their acquired strengths to other countries in the region.

### Sector profile for cooperation actions, by provider. 2010



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

The table above illustrates the skills profile transferred by each country:

1. Peru implemented 37 bilateral cooperation capacity-building actions for government institutions, especially relating to justice, banking superintendence, strategic intelligence, and international cooperation itself. These were complemented by actions in the economic domain (sharing experiences in labor certification, treatment of migrant jobs, farm irrigation systems, fisheries and aquaculture, crafts) and the social sphere (educational health workshops, technical support for laboratories, sharing experiences in conditional cash transfer policies).
2. Uruguay engaged in 18 actions, half of which were in the social area: cooperation to scale up basic education technologies, workshops on health economics, support to develop public policies for integral cancer care, and exchange of transplant experts, among others. Yet other exchanges focused on technological advances in economics.
3. Finally, Ecuador (15 actions) offered training, workshops and internships designed to strengthen management systems in the recipient public agencies, in addition to some environmental and cultural actions.

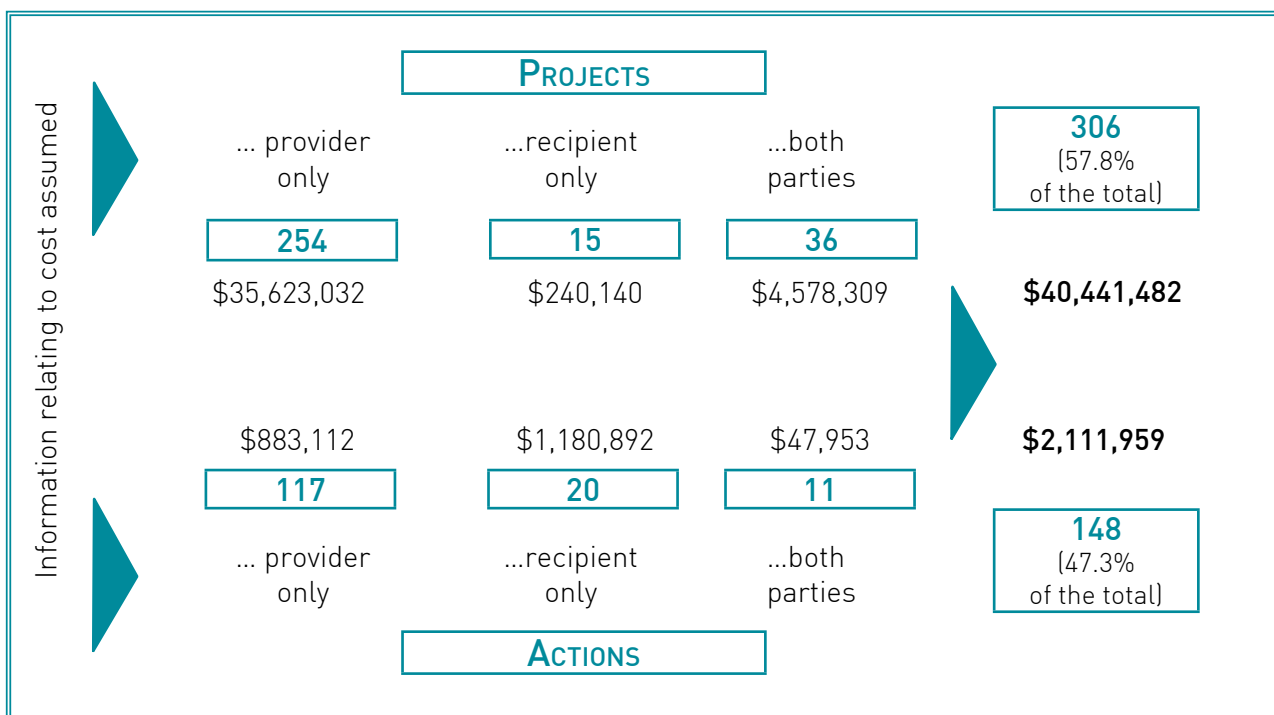
Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

## II.5. Economic cost of technical cooperation: a first approximation

As stated earlier, the Ibero-American Cooperation Agencies and/or Bureaus are the main source of data for the Report. These government bodies not only collect and record data; they also determine what new information to report in accordance with the objectives and advances of their respective Cooperation Information Systems. What is new in this edition arises from the decision taken at Lima in March 2011 to collect and report as much information as possible about the *economic cost* of cooperation. The following should be noted concerning this decision:

1. The intent is to calculate a first approximation of the *cost* of cooperation, not its *value* - that will be estimated in the future. The *cost* refers to the total volume of contributions (in dollars) made by all parties (providers and recipients) to cover actual expenses (transportation, per diem, lodging, administrative or other) during execution of the cooperation (SEGIB and PIFCSS, 2010).<sup>14</sup> The *value* would have included, besides the above, "the cost" of the time spent by civil servants transferring their skills. This issue is extremely relevant because from a technical standpoint, the strength of South-South cooperation lies in the contributions from professionals who do not generate an expense directly attributable to the *economic cost*. By not attributing a charge to this professional assistance, its *value* is not recorded and the contribution becomes "invisible." Thus, the economic cost becomes a necessary but insufficient indicator to report on the true dimension of this cooperation.
2. In keeping with the above stated purpose, the Ibero-American countries reported *economic cost* data. Although more information was provided this year compared to the past (Diagram II.2), it is still partial and incomplete because:
  - a. Not all countries reported data on the cost of projects and actions in which they participated in 2010 (no data for 4 out of 19).<sup>15</sup>
  - b. Data were not available for all cooperation interventions (306 projects, i.e., 58% of the 529 executed and 148 actions, less than half the 313 recorded).
  - c. Information about contributions from all parties was not readily provided for every project or action (sometimes only provider data, other times recipient data, more rarely data for both).<sup>16</sup>

**Diagram II.2. Characterization of available economic cost data**



Source: SEGIB.



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3. The resulting information provides a general idea as to the minimum volume of funds mobilized to defray bilateral horizontal SSC costs in 2010. However, the final figure (significantly lower than one obtained through a *valuation* of cooperation) is less relevant than its breakdown into components. An analysis of components would reveal, for example, the relative weight of the economic effort contributed by each party and how they addressed the division of responsibilities – valuable information for decision-makers to better manage South-South cooperation.

Nevertheless, an estimate based on the available information shows that execution of at least part of the bilateral horizontal South-South cooperation in 2010 meant for the region a minimum outlay of US\$42.5 million. Tables II.1, II.2 and II.3 provide a breakdown of this figure:

1. Table II.1 reports on the total economic cost of projects for which information was provided by both parties. Although it only covers 36 of the 529 projects, it is the most complete and therefore yields the most significant conclusions.
2. Table II.2 summarizes the information concerning projects for which only provider data is available (254 projects). The analysis is fairly representative in terms of providers because information was reported for about half the projects implemented in 2010.
3. Finally, Table II.3 yields the least conclusive results. It refers to 15 projects (3% of the total) for which only the recipient provided economic data.

A review of Table II.1<sup>17</sup> shows that:

1. Many hurdles will have to be overcome before countries are able to properly record costs. As mentioned above, the full economic cost could only be calculated for 36 projects, i.e., less than 7% of the total executed, with the data provided.
2. The 36 projects involving Argentina, Brazil, Chile, Colombia and Mexico as providers; with Costa Rica, El Salvador, Mexico and Panama; Colombia, Ecuador and Peru; and Paraguay and Uruguay, as recipients, accounted for more than US\$4.5 million spent in 2010.
3. The average cost per project was greater than US\$125,000. However, this figure hides a very diverse reality, skewed by the weight of interventions with higher values. In fact, most projects reported costs below the average: 55% cost less than US\$15,000; 17% ranged from US\$16,000 to US\$125,000; and only 28% of the projects cost more than the average.
4. Brazil was the provider in ten projects costing more than the average, eight of which were executed with Paraguay, with disbursements totaling nearly US\$2 million. Given the cost sharing practice adopted by these two countries (Brazil 53% and Paraguay 47%), the responsibility, at least in terms of the financial effort, was shared almost equally.

**Table II.1. Economic cost of bilateral horizontal South-South cooperation projects. 2010**

Projects in units. Economic cost in dollars. Share of total cost in percentage

PROVIDER COUNTRY	RECIPIENT COUNTRY	NUMBER OF PROJECTS	COST						AVERAGE COST PER PROJECT US\$
			CONTRIBUTION BY EACH PARTY						
			US\$			PERCENTAGE			
			<i>Provider</i>	<i>Recipient</i>	<i>Total</i>	<i>Provider</i>	<i>Recipient</i>	<i>Total</i>	
Argentina	Mexico	6	36,344	33,680	70,023	51.9	48.1	100.0	11,671
Brazil	Paraguay	8	1,023,567	923,154	1,946,721	52.6	47.4	100.0	243,340
Brazil	Colombia	5	113,046	54,433	167,479	67.5	32.5	100.0	33,496
Brazil	Costa Rica	1	128,160	36,900	165,060	77.6	22.4	100.0	165,060
Brazil	Ecuador	1	72,725	12,500	85,225	85.3	14.7	100.0	85,225
Brazil	Uruguay	1	177,070	1,894,400	2,071,470	8.5	91.5	100.0	2,071,470
Chile	El Salvador	1	6,806	6,000	12,806	53.1	46.9	100.0	12,806
Colombia	Mexico	1	8,500	1,200	9,700	87.6	12.4	100.0	9,700
Colombia	Panama	1	4,500	8,400	12,900	34.9	65.1	100.0	12,900
Colombia	Peru	1	1,033	714	1,747	59.1	40.9	100.0	1,747
Mexico	Colombia	5	11,854	8,379	20,233	58.6	41.4	100.0	4,047
Mexico	El Salvador	2	2,000	5,759	7,759	25.8	74.2	100.0	3,879
Mexico	Costa Rica	1	1,800	1,000	2,800	64.3	35.7	100.0	2,800
Mexico	Ecuador	1	1,956	419	2,375	82.4	17.6	100.0	2,375
Mexico	Peru	1	1,213	800	2,013	60.2	39.8	100.0	2,013
		36	1,590,572	987,737	4,578,309	34.7	65.3	100.0	127,175

Note: Data refer exclusively to projects for which financial contribution information was provided both by provider and recipient country.

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

- Moreover, it should be noted that the cost sharing computation for the 36 projects based on each party's proportion (35% for providers vs. 65% for recipients, in total) is not a true representation. These figures are distorted by a single project executed by Brazil in Uruguay. In effect, this project had a strong science and technology component (the objective was to strengthen the Uruguayan National Blood and Blood Products System), that raised the total value to more than US\$2 million, of which Uruguay, as recipient, covered more than 90%.
- Thus, it is more realistic to break down and regroup projects according to cost sharing. The resulting distribution shows an almost 50-50% split in 42% of the projects; in a majority of cases (47%) the provider assumed a greater proportion of the cost (ranging from 60% to 85%); and in 11% the recipient actually bears the greatest burden (ranging from 65% to as high as 90%).

**Table II.2. Economic contribution by provider country. Bilateral horizontal SSC projects. 2010**

Economic data in dollars. Projects in units. Share in percentage.

PROVIDER COUNTRY	RECIPIENT COUNTRY	NUMBER OF PROJECTS PROVIDER EXECUTED IN RECIPIENT COUNTRY IN 2010	NUMBER OF PROJECTS COVERED BY THIS ECONOMIC DATA	PERCENTAGE OF PROJECTS COVERED BY THIS ECONOMIC DATA	PROVIDER'S FINANCIAL CONTRIBUTION TO THESE PROJECTS	PROVIDER'S AVERAGE FINANCIAL CONTRIBUTION TO EACH PROJECT
Argentina	Bolivia	4	4	100.0	35,799	8,950
	Brazil	4	4	100.0	38,379	9,595
	Colombia	2	2	100.0	11,577	5,789
	Cuba	10	10	100.0	57,815	5,782
	El Salvador	1	1	100.0	19,306	19,306
	Guatemala	4	3	75.0	29,752	9,917
	Nicaragua	5	1	20.0	11,228	11,228
	Paraguay	12	12	100.0	152,024	12,669
	Peru	5	5	100.0	41,626	8,325
	Dominican R.	3	2	66.7	9,201	4,601
	Other countries	7				
<b>Subtotal 1</b>		<b>57</b>	<b>44</b>	<b>77.2</b>	<b>406,708</b>	<b>9,243</b>
Brazil	Argentina	6	6	100.0	745,276	124,213
	Bolivia	12	10	83.3	1,923,633	192,363
	Colombia	20	15	75.0	2,367,119	157,808
	Costa Rica	11	10	90.9	651,807	65,181
	Cuba	10	10	100.0	1,173,270	117,327
	El Salvador	29	26	89.7	9,495,877	365,226
	Guatemala	1	1	100.0	9,115,235	9,115,235
	Mexico	10	9	90.0	803,274	89,253
	Nicaragua	13	7	53.8	1,091,360	155,909
	Panama	5	5	100.0	478,371	95,674
	Paraguay	14	6	42.9	2,131,106	355,184
	Peru	11	8	72.7	883,546	110,443
	Dominican R.	13	13	100.0	686,686	52,822
	Uruguay	7	5	71.4	1,613,187	322,637
Venezuela	9	9	100.0	1,099,281	122,142	
Other countries	7					
<b>Subtotal 2</b>		<b>178</b>	<b>140</b>	<b>78.7</b>	<b>34,259,028</b>	<b>244,707</b>
Chile	Bolivia	9	5	55.6	217,642	43,528
	Colombia	1	1	100.0	9,752	9,752
	Costa Rica	1	1	100.0	3,785	3,785
	Cuba	1	1	100.0	15,413	15,413
	Ecuador	5	4	80.0	144,467	36,117
	Guatemala	1	1	100.0	5,704	5,704
	Mexico	2	1	50.0	305,599	305,599
	Paraguay	3	3	100.0	22,379	7,460
Other countries	3					
<b>Subtotal 3</b>		<b>26</b>	<b>17</b>	<b>65.4</b>	<b>724,740</b>	<b>42,632</b>
Colombia	Guatemala	1	1	100.0	668	668
	Honduras	5	5	100.0	6,342	1,268
	Peru	3	1	33.3	797	797
Other countries	13					
<b>Subtotal 4</b>		<b>22</b>	<b>7</b>	<b>31.8</b>	<b>7,807</b>	<b>1,115</b>

**Table II.2. Economic contribution by provider country. Bilateral horizontal SSC projects. 2010**  
(continued)

Economic data in dollars. Projects in units. Share in percentage.

PROVIDER COUNTRY	RECIPIENT COUNTRY	NUMBER OF PROJECTS PROVIDER EXECUTED IN RECIPIENT COUNTRY IN 2010	NUMBER OF PROJECTS COVERED BY THIS ECONOMIC DATA	PERCENTAGE OF PROJECTS COVERED BY THIS ECONOMIC DATA	PROVIDER'S FINANCIAL CONTRIBUTION TO THESE PROJECTS	PROVIDER'S AVERAGE FINANCIAL CONTRIBUTION TO EACH PROJECT
Mexico	Bolivia	7	5	71.4	23,517.3	4,703
	Brazil	5	4	80.0	54,483.8	13,621
	Chile	2	2	100.0	8,705.0	4,352
	Costa Rica	14	10	71.4	74,825.0	7,483
	Cuba	3	2	66.7	6,406.7	3,203
	Ecuador	7	5	71.4	14,738.7	2,948
	El Salvador	8	3	37.5	5,549.5	1,850
	Guatemala	13	9	69.2	19,300.8	2,145
	Nicaragua	18	1	5.6	3,961.8	3,962
	Panama	2	2	100.0	3,134.6	1,567
	Peru	2	1	50.0	1,652.7	1,653
	Uruguay	2	2	100.0	8,473.7	4,237
	Other countries	6				
	<b>Subtotal 5</b>		<b>89</b>	<b>46</b>	<b>51.7</b>	<b>224,750</b>
<b>TOTAL</b>		<b>372</b>	<b>254</b>	<b>68.3</b>	<b>35,623,032</b>	<b>140,248</b>

Note: Data refer exclusively to projects for which only information as to the provider's financial contribution was available.

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

**Table II.3. Economic contribution by recipient country. Bilateral horizontal SSC projects. 2010**

Economic data in dollars. Projects in units. Share in percentage.

RECIPIENT COUNTRY	PROVIDER COUNTRY	NUMBER OF PROJECTS PROVIDER EXECUTED IN RECIPIENT COUNTRY IN 2010	NUMBER OF PROJECTS COVERED BY THIS ECONOMIC DATA	PERCENTAGE OF PROJECTS COVERED BY THIS ECONOMIC DATA	RECIPIENT'S FINANCIAL CONTRIBUTION TO THESE PROJECTS	RECIPIENT'S AVERAGE FINANCIAL CONTRIBUTION TO EACH PROJECT
Ecuador	Brazil	6	4	66.7	163,685	40,921
	Venezuela	1	1	100.0	6,000	6,000
	Other countries	18				
<b>Subtotal 1</b>		<b>25</b>	<b>5</b>	<b>20.0</b>	<b>169,685</b>	<b>33,937</b>
Salvador	Colombia	8	3	37.5	5,910	1,970
	Mexico	8	1	12.5	1,650	1,650
	Peru	3	1	33.3	1,400	1,400
	Other countries	47				
<b>Subtotal 2</b>		<b>66</b>	<b>5</b>	<b>7.6</b>	<b>8,960</b>	<b>1,792</b>
Mexico	Chile	2	1	50.0	20,000	20,000
	Costa Rica	3	1	33.3	7,348	7,348
	Other countries	24				
<b>Subtotal 3</b>		<b>29</b>	<b>2</b>	<b>6.9</b>	<b>27,348</b>	<b>13,674</b>
Nicaragua	Cuba	15	1	6.7	20,000	20,000
	Mexico	18	1	5.6	12,000	12,000
	Other countries	21				
<b>Subtotal 4</b>		<b>54</b>	<b>2</b>	<b>3.7</b>	<b>32,000</b>	<b>16,000</b>
Uruguay	Brazil	7	1	14.3	2,147	2,147
	Other countries	8				
<b>Subtotal 5</b>		<b>15</b>	<b>1</b>	<b>6.7</b>	<b>2,147</b>	<b>2,147</b>
<b>TOTAL</b>		<b>189</b>	<b>15</b>	<b>7.9</b>	<b>240,140</b>	<b>67,550</b>

Note: The data refer exclusively to projects for which only information as to the recipient's financial contribution was available.

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

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Observation of Tables II.2 and II.3 provides additional information on how countries managed their financial contributions to bilateral horizontal SSC in 2010. Although the results are more representative in the case of providers than recipients, the following is still evident:

1. When recording economic cost data, the countries as a whole, regardless of their role, exhibited different skill levels: in effect, Argentina, Brazil, Chile, Colombia and Mexico as providers (Table II.2) reported on almost 70% of cooperation executed; however, Ecuador, El Salvador, Nicaragua, Mexico and Uruguay as recipients (Table II.3) only reported on 8% of their projects.
2. The ability to record data also differs by country:
  - a. For providers, the ability ranged from the lowest, Colombia (data only cover one third of projects) to the highest, Argentina and Brazil (information for more than 75% of the cooperation executed).
  - b. In the case of recipients, the highest level is held by Ecuador with 20%.
3. There were also variations in each country's relative economic effort.
  - a. On the supply side, the average cost of projects executed by Colombia, Mexico and Argentina in other countries was less than US\$10,000, whereas for Chile it was more than US\$40,000 and for Brazil close to US\$250,000.
  - b. On the receive side, the average contributions were split in three value bands: less than US\$10,000 (El Salvador and Uruguay); US\$10,000 to US\$20,000 (Mexico and Nicaragua), and up to US\$35,000 (Ecuador).
4. One last observation, expressed with caution: by combining data it is possible to estimate the minimum volume of financial resources mobilized by each country:
  - a. Here again, in the case of providers, the figures for Mexico, Argentina and Chile (ranging from US\$250,000 to US\$750,000) contrast with Brazil (more than US\$35.2 million).
  - b. Meanwhile, Ecuador, the recipient with the highest average contribution and the highest percentage of projects for which financial data were provided, mobilized almost US\$170,000 in 2010.

In summary, the information presently available to calculate the total economic cost of bilateral horizontal South-South cooperation executed by Latin American countries is still incomplete. Yet, a review of its components provides insights which can positively impact the management of cooperation by countries. There remain, however, many challenges: the most pressing of which is to obtain better and more complete information on the economic cost of South-South cooperation. For the medium and long term, the challenge is to make the jump from measuring *cost* to the reporting of *value*. To this end, it will be necessary to develop a formula to value technical cooperation that, if used by all countries, will calculate the true regional dimension of this cooperation.

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## II.6. Humanitarian and Emergency Aid in Latin America and Haiti

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Bilateral cooperation executed by Ibero-American countries was complemented in 2010 by actions of solidarity: the humanitarian interventions in the aftermath of several emergencies that struck the region. In fact, 2010 will be remembered as the year with two of the worst earthquakes in recent history and one of the most active hurricane seasons. To wit:

1. On 12 January 2010, Haiti suffered what has been described as “*one of the most serious humanitarian disasters in recent history*”: an earthquake of 7 degrees on the Richter Scale with the epicenter 15 kilometers from the capital, Port-au-Prince. Followed by more than 100 aftershocks of varying intensity over a short time span, the quake was also felt in the Dominican Republic, Cuba, Jamaica, Puerto Rico, Bahamas, and as far as Florida (USA) and Caracas (Venezuela). The tragic consequences include 250,000 dead, 300,000 injured and a million and half homeless living in makeshift camps (15% of the population). In addition, the quake destroyed 190,000 homes and 23% of schools and created 20 million cubic meters of debris ([www.iberamericaporhaiti.com](http://www.iberamericaporhaiti.com)).
2. Scarcely a month and a half later, on 27 February, another earthquake caused panic in the southern part of the hemisphere – on the Pacific coast in Chile: this 8.8-magnitude earthquake was the second strongest in the history of Chile, felt as far away as Buenos Aires (Argentina) and Sao Paulo (Brazil). With aftershocks with a magnitude close to 7 degrees and an epicenter off the Chilean coast it triggered a huge tsunami. Given the magnitude of what happened and the density of the population living there (85% of Chileans live along the coast), the death toll (525 deaths) was relatively minor. Still, the damage to some 500,000 homes left a large number of victims, nearly 2 million people.
3. Starting in March, the profile of emergencies changed: the effects of climate change were felt in the sharp turn from severe drought to heavy, even torrential rain, sometimes turning into tropical storms fueled by a year of intense hurricane activity. The downpours triggered severe floods, especially in the Andean and Central American regions. In particular, in March, the La Nina phenomenon (linked to the disruption of climate patterns in equatorial Pacific waters) caused flooding in Colombia and Venezuela; in May, tropical storm Agatha triggered flash flooding and landslides in Honduras and Guatemala; in July another tropical storm drenched Honduras. In November and December, Colombia and Venezuela suffered their second rainy season, and El Salvador, Costa Rica and Panama were again affected by a hurricane – Tomas ([www.redhum.com](http://www.redhum.com)).
4. The situation was further complicated by other phenomena in some countries, especially in Central America: thus, in Guatemala, the May floods coincided with the eruption of the Pacaya volcano (just 47.5 kilometers from the capital); in Honduras and Nicaragua, in June and October, respectively, there were two separate disease outbreaks –dengue and leptospirosis– brought on in part by the rains and standing water.

In the face of these emergencies, the response of the Ibero-American community was telling. One example of the commitment and solidarity expressed by the countries of the region was surely the response to the earthquake in Haiti.<sup>18</sup> The table in Box II.9 lists the aid pouring into Haiti from all the Latin American countries, without exception, and according to their capacity: either tons of food, medicines, and equipment, or technical, logistical, and financial support to perform various tasks (including removal of debris, transportation of goods, search for survivors, and medical assistance for victims). The table also shows that the support was not limited to emergency response; it continued throughout the year through cooperation projects to facilitate reconstruction as well as future development of the country.

Leaving aside the exceptional nature of the Haitian case, the solidarity displayed in the face of other contingencies only reinforces this notion of commitment. More specifically:

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- a. An examination of the countries delivering humanitarian aid (Table II.4) shows how many played a dual role in emergency situations: at least seven countries that received aid (Costa Rica, El Salvador, Guatemala, Panama, Colombia, Venezuela and Chile), responded in solidarity when others were in need. For a country to provide assistance while still recovering from its own hardship certainly suggests a strong commitment in terms of solidarity. Countries not themselves afflicted by major hardships in 2010 were equally supportive, responding without hesitation to the emergencies of others (such as Mexico, Cuba, Ecuador, Peru, Brazil, Argentina and Uruguay).
  - b. Aid was substantial, diverse and specific, tailored to meet particular needs. Examples include the technical support supplied by Colombia and Costa Rica that sent experts to evaluate the condition of buildings in the aftermath of the Chilean earthquake; or the Colombian geologists sent to Guatemala to assess risk in the areas affected by the volcanic eruption; installation of bridges in Guatemala by Mexico, Peru and Venezuela to enable pedestrian and vehicle traffic to resume during the floods; or the tons of rat poison that Cuba provided to Nicaragua to deal with the rodent plague that triggered the leptospirosis outbreak after heavy rains.
  - c. The financial effort made by countries is also worth noting. Besides the value of technical and in-kind aid (e.g., US\$80,000 in water-purification units sent by Uruguay to Chile, or the more than US\$300,000 Ecuador spent on food and materials for Colombia and Venezuela), some aid was provided as monetary transfers. This appears to be Brazil's preferred mode, with cash transfers for the purchase of specific products, channeled through agencies on the ground, such as the United Nations World Food Programme (WFP).

Finally, we wish to draw attention to some operational aspects underpinning Humanitarian Aid. Similar to what occurred in Haiti (Box II.9) where assistance revolved around equipment and professionals in the country when the earthquake struck, Mexico organized its aid to Chile around an existing facility. As explained in last year's Report,<sup>19</sup> in 2006 the two countries implemented a cooperation co-financing mechanism, the Mexico-Chile Joint Fund, with an annual budget of US\$2 million. Although the primary objective is cooperation, after the earthquake the two countries agreed to redirect these resources for use in the recovery: Table II.4 shows that the Fund spent US\$3.5 million, first to conduct a survey to assess the socioeconomic situation of the affected population, then to repair infrastructure and the cultural heritage damaged by the earthquake (schools, seashores and murals).<sup>20</sup>

## Box II.9. Ibero-America for Haiti: Emergency, Reconstruction and Development

In the aftermath of the strong earthquake that struck Haiti, Ibero-American countries displayed their solidarity through a wide range of activities with very different objectives: some were immediate, short-term interventions to speed the return to normalcy and routine for Haitians after the emergency; others, with a medium and long term range, were intended to facilitate both reconstruction and a return to a path of development.

### Summary of humanitarian aid following the earthquake. 2010

COUNTRY	TYPE OF HUMANITARIAN AND EMERGENCY AID. BRIEF DESCRIPTION	
	In kind	Technical
ARGENTINA	Medicine, water, food, water purification plants, tents, and more	Medical assistance through a Mobile Military Hospital from the MINUSTAH armed forces; aircraft support to transfer aid from Paraguay
BOLIVIA	Medical supplies and blood products	Medical assistance
BRAZIL	500 tons of food and water; rescue equipment, field hospitals	Support for transport aircraft and vessels; medical personnel and firefighters sent to assist in rescue efforts
CHILE	Medicines, food, water, tents, water purification equipment cleaners, health and sanitary material, etc.	
COLOMBIA	3202 tons of food and 372,552 liters of drinking water	Support various tasks (search and rescue, health, risk and building assessments, rebuild infrastructure ...)
COSTA RICA		Brigade of 60 officers for search and rescue in confined spaces
CUBA	10 tons of food, medical supplies and water; serum and plasma bags, 2 field hospitals	Activation of Cuban medical brigades posted in Haiti
DOMINICAN REPUBLIC	Medicines, food, water, clothing, power generators, etc	Activation of Dominican services (canteens, hospitals, immunization services, ...) to care for Haitians
ECUADOR	450 tons of products, including canned food, bottled purified water, toiletries and cleaning products; 12 tons of medical supplies and food	38 search and rescue specialists, 36 health professionals, 1 risk expert. Total cost: US\$405,617
EL SALVADOR	6633 doses of drugs, 1200 mats, 1000 blankets, 119 cans of sardines, 3285 boxes of Incaparina, 70 tents, and 98 water bottle pallets	Search and rescue by the fire department; air and medical support
GUATEMALA	Medicines, water, food, tents, other essential products	Firefighters and soldiers sent to support rescue activities
MEXICO	15,000 tons of supplies (food, water, medicines, personal hygiene items); 51,627 tents	2 community kitchens; 1300 professionals (doctors, rescue workers, engineers ...), air and sea assistance
NICARAGUA	Food	Humanitarian Rescue Unit; search and rescue equipment; medical care
PANAMA	Tetrapack milk containers valued at US\$1 million	Loaned an airport for use as Emergency Operations Center to assemble assistance to Haiti from countries in the region
PARAGUAY	400 blankets; 591 food kits; 3000 zinc sheets; 2 medicine kits, hospital supplies; 4 black tents	2 disaster and rescue specialists; 1 emergency logistics expert; 2 orthopedic surgeons; 8 rescue experts, 1 security officer
PERU	1795 boxes of canned fish (12.5 t)	
URUGUAY	2 water purification units (WPU) valued at US\$170,500	Several officials sent to install and commission the WPU, train operators and check performance of the units
VENEZUELA	5500 tons of food, medicines, water, surgical products, fuel, etc.	Firefighters, medical professionals and others sent to support rescue and medical care activities

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



## Box II.9. Ibero-America for Haiti: Emergency, Reconstruction and Development (continued)

The table below summarizes the Latin American response to the emergency. It reflects, country by country, the main contributions in kind (tons of food, medicine, water, and other essentials) and equipment (water treatment plants, field hospitals and power generators, among others). It also describes in greater detail the technical and logistical assistance provided (delivery of helicopters, planes and ships to transport aid, support for search and rescue activities, clearing rubble, medical and health care, to name a few).

A close look at this table reveals some interesting notions about this response:

1. On the one hand, it confirms that all middle-income Latin American countries, without exception and in proportion to their ability, displayed great solidarity in their response to the Haitian emergency.
2. On the other hand, it shows distinctive traits in the technical and logistical assistance supplied:
  - a. Argentina and Cuba, for example, redirected assets posted in Haiti, making them available for emergency functions. Specifically, Argentina placed its Mobile Military Hospital (serving the Argentine Armed Forces contingent to the United Nations Stabilization Mission in Haiti - MINUSTAH) at the service of the affected population. Cuba mobilized the members of its brigade posted in Haiti as part of the health care cooperation program, in addition to Haitian doctors and students trained at the Latin American Medical School (ELAM) in Havana.
  - b. South-South cooperation also permeated the manner in which the region responded. Some countries worked together to get aid to Haiti as fast and efficiently as possible. Such was the case of Argentina that loaned aircraft and airports to transport aid from Paraguay; or Panama that, given its strategic geographical location, turned one of its airports into an Emergency Operations Center to assemble and transport aid from more distant countries.
  - c. The Dominican Republic deserves special mention. The shared border with Haiti alone explains the magnitude of the neighboring country's response and involvement. The Dominican Republic shared basic services with Haitian victims, especially in border regions, in areas such as health (basic hospital care, vaccination campaigns, storage and distribution of drugs), food (soup kitchens) and at times even water and energy supply.
3. This assistance also translated into significant outlays. According to available data the water treatment plants sent by Uruguay, for example, cost some US\$175,000; the logistical support provided by Ecuador topped US\$400,000; and the shipments in kind from Panama amounted to US\$1 million. The services provided by the Dominican Republic were worth US\$21,254,800.

Moreover, these contributions were frequently combined with financial contributions, often channeled through supranational organizations. This was the case for Brazil, with a US\$20 million contribution to the UN Emergency Fund; Colombia, with some US\$7 million donated to funds set up by the World Bank, the Union of South American Nations (UNASUR) and the UN World Food Programme (WFP); and Paraguay, with a contribution of US\$163,751 to the UNASUR Solidarity Fund for Haiti, a fund with an effective budget of US\$70 million (Prensa Latina, 12 July 2011).

But Ibero-American solidarity was not limited to the emergency. When called upon again (in October, a cholera epidemic in Haiti further complicated an already tragic situation), the countries again responded (Cuba, Ecuador and Mexico sent medical supplies and extra health support). Meanwhile, the

## Box II.9. Ibero-America for Haiti: Emergency, Reconstruction and Development (continued)

engagement with Haiti was supplemented throughout 2010 with renewed bilateral horizontal South-South cooperation projects that, as mentioned, sought a twofold objective: on the one hand, to press forward with reconstruction; and on the other, to continue work in the ever pressing need to promote development.

### Bilateral Horizontal South-South cooperation projects. Haiti. 2010

PROVIDER COUNTRY	NUMBER OF PROJECTS	DISTRIBUTION OF PROJECTS BY SECTOR (PERCENTAGE OF TOTAL)				ECONOMIC COST BORNE BY THE PROVIDER (US\$)
		Social	Infrastructure and Economic services	Productive sectors	Other	
ARGENTINA	3				100%	30,436
BRAZIL	22	23%	18%	41%	18%	19,793,104
CHILE	2	50%			50%	490,892
COLOMBIA	1				100%	800,000
CUBA	19	32%	5%	42%	21%	N/A
MEXICO	5	60%			40%	8,081,211
<b>TOTAL</b>	<b>52</b>	<b>29%</b>	<b>10%</b>	<b>33%</b>	<b>29%</b>	<b>29,195,643</b>

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

The above Table summarizes the bilateral horizontal South-South cooperation projects executed in 2010 in Haiti.\* A total of 52 with the following distribution:

- 1) Cooperation patterns in Haiti match what was observed for the region as a whole. Thus, Brazil and Cuba led with 22 and 19 projects, respectively, followed by Mexico, Argentina, Colombia and Chile that, as a group, implemented 11 projects.
- 2) The sectoral profile was strongly influenced by the weight of the two prime providers. Thus, a majority of projects (33%) aimed to strengthen productive sectors, especially to enhance nutrition and food security (agriculture and fisheries, mainly). Another major goal pursued by all providers was to strengthen Haitian public institutions (29%). An equal proportion addressed social issues, especially in health and education. The remaining 10% were projects focusing on the recovery of economic infrastructure (transport and telecommunications).
- 3) Implementation of these projects entailed heavy financial outlays. The top contributors include Chile with about half a million dollars, Colombia with US\$800,000, Mexico and Brazil with US\$8 million and almost US\$20 million, respectively, in funds mobilized to execute cooperation projects.

\*Note: Table A.3 in the annex provides a comprehensive list of these projects. Source: SEGIB, based on reporting from cooperation agencies and/or bureaus; Iberoamérica por Haití portal ([www.iberoamericaporhaiti.com](http://www.iberoamericaporhaiti.com)); notes taken during an interview at the Ministry of Economy, Planning and Development of the Dominican Republic.

**Table II.4. Principal Humanitarian and Emergency Aid operations. 2010**

MONTH	TYPE OF EMERGENCY	COUNTRY AFFECTED	ASSISTING COUNTRY	Type of aid	BRIEF BRIEF DESCRIPTION
02	EARTHQUAKE	CHILE	COLOMBIA	Financial	US\$ 100,000 for the Chilean <i>Seamos Barrio</i> reconstruction program
				In kind	7 tons of aid (electrical and communication equipment to restore power and telephone service)
				Technical	Support aircraft for transfers; distribution network technicians; engineers to assess structures; psychosocial and nutritional care
			COSTA RICA	Technical	Structural engineer brigade to assess the condition of buildings
			ECUADOR	In kind	11 tons of aid (medical supplies, public health commodities, food, etc.); 120 tons of water
				Technical	17 health professionals to care for victims of the disaster
			MEXICO	Financial	US\$3,414,353 from the Mexico-Chile cooperation fund
			PERU	In kind	200 beds, 180 mats and 200 tents, 200 plastic drums, 1000 blankets, and more.
				Technical	A field hospital: transfer, installation, start up and assistance
			URUGUAY	In kind	1 water purification unit (US\$78,435)
Technical	5 officials traveled to install, start up and train operators in the use of the unit				
03	FLOODS	COLOMBIA	URUGUAY	In kind	Sugar (7000 kg), rice (1000 kg), corned beef (1500 kg)
		VENEZUELA		In kind	Sugar (3000 kg), penicillin (1/2 t), blankets (200), diapers (3700), rice (4000 kg), corned beef (5000 kg)
05	TROPICAL STORM AGATHA	EL SALVADOR	BRAZIL	Financial	US\$250,000 to purchase food from local producers for delivery to affected families
	VOLCANO ERUPTION AND FLOODS IN AFTERMATH OF TROPICAL STORM	GUATEMALA	ARGENTINA	In kind	20 boxes of water purification tablets and 1,500 blankets
			BRAZIL	Financial	Contribution of US\$250,000 to the United Nations WFP
			COLOMBIA	Financial	US\$5,000
				In kind	10 tons of <i>bienestarina</i> and 300 kg of medicines
			CUBA	Technical	Support aircraft for 30 days; one geologist to support disaster reduction and assess unstable areas
			EL SALVADOR	Technical	14,000 medical consultations and more than 10,000 educational activities in coordination with health agencies
			MEXICO	In kind	Temporary transfer of use of Comalapa airport; transport to move people and aid
				Technical	4,320 pantries
			PERU	Technical	2 helicopters; 2 Bailey bridges (on loan for 6 months); mission by subsoil experts
				In kind	360 beds, 360 mats and 200 family tents with capacity for 6 people
			VENEZUELA	Technical	A 51,82 meters long Bailey bridge
In kind	12 tons of aid (food, water, diapers, mats, individual sheets and varied clothing)				
Technical	A 100 m long Bailey bridge				
06	DENGUE EPIDEMIC	HONDURAS	MEXICO	Technical	Two medical specialists to provide training at Tegucigalpa hospitals and health centers
07	TROPICAL STORM	HONDURAS	COLOMBIA	Financial	US\$15,000

**Table II.4. Principal Humanitarian and Emergency Aid operations. 2010 (continued)**

MONTH	TYPE OF EMERGENCY	COUNTRY AFFECTED	ASSISTING COUNTRY	Type of aid	BRIEF BRIEF DESCRIPTION
10	LEPTOSPIROSIS OUTBREAK	NICARAGUA	CUBA	In kind	23 tons of rat poison (Biorat)
11 / 12	FLOODS	COLOMBIA	ARGENTINA	In kind	0.4 tons (medicine kits and water purification tablets)
			BRAZIL	Financial	Contribution of US\$500,000 to the United Nations WFP
			CHILE	In kind	7.6 tons of aid (tents, mats, blankets...)
			GUATEMALA	In kind	3 tons of aid (food, diapers, and toilet kits)
			ECUADOR	In kind	4,000 food rations worth US\$156,000; 76 tons (markets, water tanks and mattresses)
				Technical	Flights valued at US\$86,000
			MEXICO	In kind	20.7 t (2000 pantries, 4000 blankets, 966 mats)
	VENEZUELA	In kind	15 tons of aid (food, medicines, etc.)		
	TROPICAL STORM	COSTA RICA	ARGENTINA	In kind	30 boxes of chlorine tablets
			COLOMBIA	In kind	2 helicopters; 1 truck to transport cargo
				Technical	Medical equipment; search and rescue experts
			GUATEMALA	Technical	Search and rescue team
	PANAMA	Technical	1 helicopter for temporary support		
	FLOODS IN AFTERMATH OF TROPICAL STORM IDA	EL SALVADOR	ARGENTINA	In kind	Water purification tablets; soap bars; toothpaste; toilet paper
			BRAZIL	In kind	10 large field tents
			COSTA RICA	In kind	Beans; sugar; rice in bags; blankets; milk; and more.
			ECUADOR	In kind	Blankets
PERU			In kind	Mats; folding beds	
FLOODS	VENEZUELA	BOLIVIA	In kind	135 tons (rice, water, mats)	
		ECUADOR	In kind	41 tons (2000 rations; mattresses; blankets; tents and water tanks) valued at US\$156,000	
		MEXICO	In kind	1807 mats, 3962 pantries and 1500 blankets	
FLOODS	PANAMA	ECUADOR	In kind	13,206 kg of products (1008 half liter bottles; 1000 gallons of water and 500 food kits)	

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

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## NOTAS

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- 1- El Programa Iberoamericano para el Fortalecimiento de la Cooperación Sur-Sur (PIFCSS) realizó en el año 2010 un mapeo acerca del estado de los Sistemas de Información en Cooperación de los países miembro. El documento resultante, cuya referencia bibliográfica es (PIFCSS, 2010), muestra los avances conseguidos en estos últimos años, especialmente los llevados a cabo por países como Ecuador, El Salvador, Guatemala y Uruguay. No obstante, el estudio sugiere también que queda mucho por hacer y que los sistemas nacionales hoy disponibles pueden clasificarse según su grados de desarrollo bien distantes entre sí (de diseño, implementación o de consolidación del sistema).
- 2- Honduras fue suspendida como miembro de la Conferencia Iberoamericana en julio de 2009, tras el golpe de Estado sufrido por su Presidente Manuel Zelaya. La readmisión de Honduras en esta comunidad de países se ha demorado hasta junio de 2011, coincidiendo con las negociaciones que han permitido el regreso de Zelaya a su país. En este sentido y dado que los países reportan su información sobre Cooperación Sur-Sur entre los meses de abril a junio, Honduras no ha dispuesto ni de los medios ni de los plazos necesarios para recopilar y reportar su cooperación.
- 3- En la Reunión de Responsables de la Cooperación Iberoamericana mantenida en Asunción (Paraguay) entre los días 15 y 17 de junio de 2011, la República Bolivariana de Venezuela transmitió al resto de países su decisión de no reportar información para el presente Informe.
- 4- El Taller celebrado en Lima (Perú) entre los días 3 y 4 de marzo de 2011, tuvo entre sus resultados el establecer una mayor delimitación conceptual entre Acciones y Proyectos de Cooperación. Así y tal y como queda recogido en SEGIB y PIFCSS (2011):
  - a) Un Proyecto de cooperación se refiere a un conjunto de acciones interrelacionadas encaminadas a satisfacer un objetivo común hacia un destinatario específico a través de su ejecución en el marco de uno o varios sectores y/o temas. Posee los siguientes elementos: periodo de ejecución definido, presupuesto, resultados esperados, programa en que se inserta; e igualmente, debe prever un mecanismo de seguimiento y evaluación. Se habrá aprobado en un marco de cooperación (comisión mixta, acuerdo interinstitucional, acuerdos generales de cooperación, o similares).
  - b) Una Acción puntual representa una expresión concreta y acotada de la cooperación internacional. Se ejecuta puntualmente, por una sola vez, a través de modalidades específicas (asesoría, pasantía, investigación conjunta, misión de diagnóstico, seminarios, etc.).
- 5- En el caso concreto de la Cooperación Horizontal Sur-Sur Bilateral, por ejemplo, el modo en que los países reportaron la información permitió obtener una Base de Proyectos y Acciones en formato Access que incluye diversidad de datos referidos a la cooperación ejecutada en 2010: nombre de cada proyecto y/o acción, países que participan y rol ejercido, sector de actividad en que se ubican, coste económico asumido por cada parte y total, entre otros aspectos.
- 6- Recordar que cada casilla de la Matriz informa de:
  - a) el número de proyectos/acciones intercambiadas por cada pareja de cooperantes: en la correspondiente horizontal se identifica el nombre del país que ejerce el rol de *oferente*; en la vertical, el del que actúa como *receptor*.
  - b) Las casillas de las última fila y columna informan del total de proyectos/acciones en que cada país ha participado: de nuevo como *oferente* o *receptor*, respectivamente.
  - c) La suma final de la última columna y de la última fila coincide y se refiere al número total de proyectos/acciones ejecutadas ese año.
- 7- Ver de nuevo Nota 4, con las definiciones de Acciones y Proyectos.
- 8- En efecto, en su rol de oferente, Venezuela registró, para el año 2009, 179 proyectos, una cifra que contrasta con los 4 computados en 2010. Este sólo contraste (entre lo obtenido para 2009 con reporte de Venezuela y lo obtenido en 2010 sin dicho reporte) explicaría ya cerca de un 50% (175 proyectos menos) de la caída de 352 proyectos en el total de lo ofertado en la región entre esos dos años. Si a estos se suman los no reportados en su relación con Cuba (en 2009 Cuba ejecutó en Venezuela 106 proyectos frente a los 16 registrados en 2010), se podrían sumar a los anteriores otros 90 proyectos. Junto sumarían 265 proyectos y explicarían el 75,3% de la caída experimentada por la región.
- 9- En concreto y tal y como ya se señaló en ediciones anteriores, para agregar un proyecto o una acción "bidireccional" a una matriz dicho proyecto o acción debe, o bien ser asignado a uno solo de los países ó bien ser asignado a ambos, opción esta última que obliga a incurrir en una doble contabilidad.

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- 10- Recordar que para construir un mapa se estiman los porcentajes de participación que los países tuvieron sobre el total de proyectos/ acciones ofrecidos o recibidos, según corresponda. Se organizan después dichos valores por franjas de intensidad (menos de un 2,5%; entre un 2,6 y un 5,0%; entre un 5,1% y un 7,5%; entre un 7,6% y un 10,0% y por encima de un 10,1%) y se asigna a cada franja un color. Los mapas resultantes permiten visualizar con rapidez qué países de la región concentraron los mayores y los menores niveles de actividad de oferta y de recepción de cooperación.
  - 11- Habría que añadir aquí Venezuela, pero al no disponer de datos fiables sobre su volumen real de cooperación en 2010, se opta por excluirlo del grupo y no tratar explícitamente su rol como oferente.
  - 12- Del mismo modo, los datos parecen sugerir que la cooperación colombiana llega determinada por lo sectorial (apoyo a países que han sufrido conflicto como El Salvador y Honduras). Costaría, dada su dimensión y el modo altamente homogéneo en que están distribuidos sus proyectos, sugerir un patrón de cooperación para Brasil. De hecho, hay un dato interesante que corrobora esta percepción: Brasil coopera con 16 países; con 7 comparte frontera; estos países limítrofes representan un 43,7% de los países en los que Brasil está presente; asimismo, el peso de los proyectos ejecutados en estos países (79) sobre el total de los ejecutados por Brasil (177) alcanza una cifra similar, del 44,4%.
  - 13- La clasificación sectorial completa y detallada puede encontrarse en la Tabla A.1 del Anexo.
  - 14- En algunas ocasiones dicho coste puede también incluir: a) El importe de las donaciones (en especie o financieras; 100% concesionales) que se hayan realizado para hacer posible la cooperación; b) el importe de los créditos a precio preferenciales que se hayan otorgado a fin de ejecutar la acción o el proyecto correspondiente.
  - 15- Los países que, por distintas razones, no reportaron información acerca del coste económico son: por un lado, Honduras y Venezuela; por el otro, Bolivia y Cuba.
  - 16- A esto habría que añadir además que, en algunas ocasiones, los aportes no se refirieron a lo ejecutado en el año 2010, sino a lo presupuestado para el periodo previsto de duración del proyecto
  - 17- Para ver el desglose de la información proyecto a proyecto, consultar la Tabla A.2 del anexo.
  - 18- Tal y como ya se comentó al principio del Capítulo, Haití no es miembro pleno de la Conferencia Iberoamericana. Aún así, el hecho de que se trate de una de las naciones más pobres de la región, explica que los países iberoamericanos hayan volcado en ésta, de manera preferente, su solidaridad y cooperación. Ambas cosas se han intensificado, si cabe, tras el terrible impacto del terremoto de principios de 2010.
  - 19- Ver Cuadro II.10 de la página 58 del *Informe de la Cooperación Sur-Sur en Iberoamérica 2010* (SEGIB, 2010).
  - 20- En concreto, se dedicaron 800.000 dólares a la elaboración, por parte del Ministerio de Planificación (MIDEPLAN), de la Encuesta Panel CASEN post terremoto 2010; 600.000 a la restauración del borde costero en la zona de Dichato; casi 850.000 a la reparación de las Escuelas Chile; y en torno a 1,15 millones a la restauración de los murales de dos artistas mexicanos, David Siqueiros y Xavier Guerrero, en la Municipalidad de Chillán, en el centro-sur de Chile.



CHAPTER III  
TRIANGULAR SOUTH-SOUTH COOPERATION  
IN IBERO-AMERICA



### III.1. Introduction and methodological notes

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The growing importance of triangular South-South cooperation in recent years has spurred discussions on related issues. Some of these deliberations have focused on the underlying causes of the emergence and progressive dynamism of SSC (role of emerging countries and changes in the architecture of international cooperation); others discussed conceptual aspects (terminology to identify the actors, definition of each actor's role, relationship between actors, etc.); and a third category looked at operational issues (project genesis, provider roles, who leads, how to negotiate, formulate and execute projects, the required institutional framework, etc.).

In 2011, attention in the region focused on the last thematic block as evidenced by the work carried out under the guidance of the Ibero-American Program to Strengthen South-South Cooperation (known by the Spanish acronym PIFCSS). Box III.1 shows that pursuant to the fourth line of action (dialogue and position-taking by Cooperation Officers), the PIFCSS held a seminar-workshop for member countries and extra-regional actors involved in triangular South-South cooperation in Ibero-America (e.g., Germany and Japan), to discuss lessons learned and future challenges for countries to manage this form of cooperation.<sup>1</sup>

This Report aims to deepen the discussions. Accordingly, this chapter on triangular South-South cooperation in Ibero-America has expanded the usual approach – centered on the quantifiable aspects of the modality (number of projects, country participation and role, sector weights and economic cost) – to encompass a more qualitative vision, taking a closer look at some operational matters.

With this in mind, the chapter was structured as follows:

1. First, identify the most salient features of triangular South-South cooperation in the region in 2010: number of actions and projects, participating countries, country roles, degree of participation. Also, although economic data are still incomplete, review some issues associated with the economic costs of cooperation. Although the data provided were insufficient to calculate totals, they help to interpret the otherwise skewed conclusions drawn simply from the number of projects.
2. Next, projects and actions, broken down by country and role, are classified by sector and scale of the activity. This exercise provides a preliminary profile of capacities and needs, both regional and for each provider.

These two sections were developed from the information shown in Tables III.1 where triangular South-South cooperation projects and actions performed in 2010 are listed according to participating countries, sector of activity and economic cost.

3. Third, some operational aspects of triangular South-South cooperation are discussed. Based on available data, the chapter looks into the design of this form of cooperation on a case-by-case basis: in other words, a sample of cases – albeit small – is studied to understand the genesis of each intervention

and the institutional framework regulating the relationship between participants. Although some trends can be inferred from the results, they are by no means conclusive. A larger sample and greater data volume are required before comprehensive conclusions can be drawn

4. Finally, the Ibero-American response to the earthquake in Haiti again deserves special mention. Thus, the last section is devoted to the triangular response by countries in the region to the tragedy that struck this Caribbean country. This section will show how the response combined Emergency and Humanitarian Aid with continuing Cooperation Projects for Development.

### **Box III.1. Triangular South-South Cooperation: Lessons Learned and Management Challenges**

The Ibero-American Program to Strengthen South-South Cooperation (PIFCSS) together with the Ministry of Economy, Planning and Development of the Dominican Republic organized a Seminar-Workshop on “Triangular Cooperation: Lessons Learned and Management Challenges” in Santo Domingo, on 25-26 July 2010. Experts from 16 of the 19 Ibero-American countries members of the Program, and representatives from the German (GIZ), Japan (JICA) and Spanish (AECI) Cooperation Agencies participated at this event.

The objective was to share experiences and lessons learned so as to identify special solutions developed by actors to deal with and manage procedures for the design, execution and evaluation of triangular South-South cooperation (TSSC) projects. Specifically, the discussion aimed to:

- Learn from the experience of others and about the different stages of a TSSC project;
- Identify the challenges facing the professionals/experts responsible for the projects.

The results emerging from the exchange of experiences and participant input were then summarized in a SWOT matrix (Strengths, Weaknesses, Opportunities, Threats) for triangular South-South cooperation carried out by countries in the region. The following are some of the main conclusions drawn from the findings of this analysis, grouped by topic:

- Conceptual and management. The conceptual, methodological and instrumental construction of TSSC in Ibero-America is still in ongoing process, in search of a common definition based on experience and adapted to the inherent characteristics of TSSC in Ibero-America. Thus:
  - a. TSSC experiences must be systematized in order to build on lessons learned, capitalize on the knowledge generated, and strengthen ongoing discussions.
  - b. Concerning TSSC management, all project phases (identification, formulation, monitoring and evaluation) need to be standardized because three different bureaucracies are involved. For this purpose, the various stakeholders must create and agree on definitions, methodologies, procedures, indicators and standards, and give visibility to transaction costs for TSSC projects.
- Strengths, opportunities and challenges. One of the main challenges facing the region is to overcome the classical notion of TSSC where: a traditional donor provides only financial resources; a developing country provides the human and technical resources; and a third less-developed country is the recipient. The following are required in order to change this paradigm and advance towards larger projects with greater impact:

### Box III.1. Triangular South-South Cooperation: Lessons Learned and Management Challenges (continued)

- a. Ensure all three actors are involved in building the project from the very inception. This would promote horizontality, a level playing field between the partners, and mutual learning, as well as ensure that the project is in keeping with the recipient's development plans and country ownership. Ideally, the process should be directed by the recipient country.
  - b. Strengthen country cooperation agencies and/or executing units, building interagency coordination capacity.
  - c. Ensure that both middle income countries/emerging donors and traditional donors have a well-defined TSSC vision and strategy, one that also takes account of partner/recipient country needs and demands.
- Threats and risks. The future direction of TSSC in Ibero-America will be determined by:
    - a. The approach taken. TSSC can be understood from three very different points of view: as a means to leverage resources; a strategy adopted by traditional donors to assure their ongoing presence in middle income countries; or a partnership for development.
    - b. The position adopted at the ongoing TSSC discussions. It is important to find answers to some important questions about TSSC, such as: Does it fulfill the principles of the agenda for aid effectiveness and quality? Should it? Does it complement North-South cooperation and South-South cooperation efforts or is it a totally different form? Is it an "exit strategy" for traditional donors to leave the region?
    - c. The establishment of clear strategies, procedures, roles and responsibilities among partners concerning the division of work, and the existence of open communication channels. Failure to do so could jeopardize TSSC with potential risks such as:
      - Situations where a traditional donor attempts to impose an agenda on the recipient (similar to a "Trojan horse"). This agenda may have been previously rejected by the recipient, but the traditional donor could impose it through triangulation, by way of good relations with a partner country.
      - Distortion of some bilateral relations when cooperation programs between these countries are left in suspense in favor of obtaining financing by way of triangulation.

All of the above feeds into the Ibero-American Program to Strengthen South-South cooperation that will continue working in 2012 with the Ibero-American countries in developing a conceptual and operational envelope for triangular South-South cooperation. The outcomes of this work will appear in future editions of this Report.

**Patricia González**  
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**Table III.1. Triangular South-South cooperation projects, by prime provider. 2010**

**III.1.A. Chile**

SECOND PROVIDER	RECIPIENT	PROJECT/ACTION	ACTIVITY SECTOR	ECONOMIC COST (US\$)		
				PRIME PROVIDER	SECOND PROVIDER	RECIPIENT
Germany	Colombia	Hazardous waste	Environment	11,302	7,069	N/A
		Consumer protection	Government	3,635	3,305	N/A
		Develop pectinid farming technology in the Department of Magdalena	Fishery (aquaculture)	70,000	100,000	N/A
	El Salvador	Social safety nets triangular project	Social policies	N/A	N/A	N/A
	Nicaragua	Institutional capacity-building to promote sustainable forest management	Forestry	7,176	78	N/A
	Paraguay	Strengthen the National Housing Department (SENAVITAT)	Housing policies	17,682	5,869	N/A
	Dominican R.	Jobs and youth	Employment	24,920	3,521	N/A
	Uruguay	Trafficking in persons	Government	15,274	12,727	N/A
Germany/Australia	Paraguay	Project <i>Paraguay entre Todos</i> . Nationwide social development	Social development	16,793	N/A	31,176
Spain	Paraguay	Strengthen personnel management and develop Civil Servants at the Service of Citizens	Government	113,541	370,801	48,163
United States	El Salvador	Plant health exploratory/diagnostic mission	Agriculture	20,224	N/A	N/A
		Social protection	Social policies	7,396	N/A	N/A
	Paraguay	Support implementation of the Sãso Pyhau social safety net system	Social policies	8,415	N/A	N/A
		Internal audit of customs	Government	10,091	N/A	N/A
		Support public administration	Government	3,792	N/A	N/A
	Support for REDIEX [import export network]	Trade	5,095	N/A	N/A	
Japan	Bolivia	Project for inclusive rehabilitation of persons with disabilities	Social policies	31,283	N/A	N/A
	Colombia	Develop pectinid farming	Fishery (aquaculture)	41,764	N/A	N/A
	Ecuador	Comprehensive management of the Chimborazo Province watershed	Environment	6,406	N/A	N/A
	Paraguay	Strengthen the early warning system (EWS)	Health	27,649	N/A	N/A
United Nations World Food Programme	Bolivia	Caripuy Project activities / food production phase	Agriculture	3,804	2,500	N/A
	Guatemala	Food security program / Develop an intervention agenda	Agriculture	5,703	N/A	N/A
	Ecuador	Support the Nutrition Department at the Ministry of Health of Ecuador	Health (nutrition)	3,603	N/A	N/A
	Dominican R.	Monitor implementation of the recommendations by the E. Atalah mission	Health (nutrition)	4,506	3,600	N/A
	Paraguay	Strengthen the National Program for Nutritional Food Aid	Health (nutrition)	3,439	1,300	N/A
		Project to implement national food policies	Health (nutrition)	8,032	N/A	N/A
	Food safety project	Health (nutrition)	37,504	N/A	N/A	

**Table III.1. Triangular South-South cooperation projects, by prime provider. 2010 (continued)**

**III.1.B. Brazil**

SECOND PROVIDER	RECIPIENT	PROJECT/ACTION	ACTIVITY SECTOR	ECONOMIC COST (US\$)		
				PRIME PROVIDER	SECOND PROVIDER	RECIPIENT
GERMANY	PERU	Environmental Technology Center	Environment	2,822,832	1,300,000	1,200,000
CANADA	BOLIVIA	Aquaculture and Amazonian Fish	Fishery (aquaculture)	157,056	N/A	N/A
SPAIN	BOLIVIA	Water resources and sanitation project	Water supply and sanitation	N/A	N/A	N/A
JAPAN	PARAGUAY	Strengthen transparency and capacity-building for local governments	Government	120,420	N/A	N/A
INTERNATIONAL LABOR ORGANIZATION (ILO)	ECUADOR	Child labor eradication project	Employment	724,689	75,400	N/A

**III.1.C. Other countries**

FIRST PROVIDER	SECOND PROVIDER	RECIPIENT	PROJECT/ACTION	ACTIVITY SECTOR	ECONOMIC COST (US\$)		
					PRIME PROVIDER	SECOND PROVIDER	RECIPIENT
COLOMBIA	GERMANY/ SWEDEN	GUATEMALA	Sharing Municipal Development Experiences	Government	1,397	Germany 6,422	N/A
	ARGENTINA	COSTA RICA	Project to share park ranger experience	Environment	1,908	N/A	5,250
CUBA	PAN AMERICAN HEALTH ORGANIZATION (PAHO)	ECUADOR	Technical cooperation project between countries on health issues (equipment management; service networks and development of an integral care model; technology management and care for vulnerable groups)	Health	PAHO Cuba 25,250	PAHO Ecuador 49,750	N/A
MEXICO	GERMANY	ECUADOR	Second generation of environmental agents for integral solid waste management	Environment	327,820	N/A	N/A
		DOMINICAN R.	Second generation of environmental agents for integral solid waste management	Environment	N/A	N/A	N/A
	JAPAN	EL SALVADOR	Improve construction technology and energy dissipation systems for earthquake-resistant social housing	Disaster prevention	N/A	N/A	N/A
			Obtain single cell protein with torula yeast on a coffee pulp juice and sugar cane molasses substrate	Agriculture	N/A	N/A	N/A
			Diagnostic and formulation of operational and local disaster risk management plans for forests	Agriculture	N/A	N/A	N/A
	GERMANY	GUATEMALA	Garbage and solid waste management	Environment	N/A	N/A	N/A
PARAGUAY		Sesame seed production for small farmers	Agriculture	N/A	N/A	N/A	

N/A: Not available. **Source:** SEGIB, based on reporting from cooperation agencies and/or bureaus

**Table III.2. Triangular South-South cooperation actions, by prime provider. 2010**

**III.2.A. Chile**

SECOND PROVIDER	RECIPIENT	PROJECT/ACTION	ACTIVITY SECTOR	ECONOMIC COST (US\$)		
				PRIME PROVIDER	SECOND PROVIDER	RECIPIENT
INTER-AMERICAN DEVELOPMENT BANK (IDB)	PERU	Internship at the Treasury to learn from the SIGFE experience (Public Administration Information System) in preparation for implementation of SIAF II	Banking and finance	5,030	N/A	N/A
SOUTH KOREA	NICARAGUA	First E-Government Graduate course for Latin America and the Caribbean	Government	N/A	N/A	N/A
UNITED STATES	PARAGUAY	Plant health exploratory/diagnostic mission	Agriculture	32,977	N/A	N/A
		Develop production	Industry	578	N/A	N/A
JAPAN	NICARAGUA	I International Course "Bivalve Mollusc Seed Production"	Fishery (aquaculture)	N/A	N/A	N/A
		II International Course "Bivalve Mollusc Seed Production"	Fishery (aquaculture)	N/A	N/A	N/A
		V International Course "Rehabilitation Policies and Social Inclusion Strategies for Persons with Disabilities - An Integral Vision"	Social policies	N/A	N/A	N/A
		V International Course "Sustainable Cattle Production for Small and Medium-scale Farmers"	Agriculture	N/A	N/A	N/A

**III.2.B. Brazil**

SECOND PROVIDER	RECIPIENT	PROJECT/ACTION	ACTIVITY SECTOR	ECONOMIC COST (US\$)		
				PRIME PROVIDER	SECOND PROVIDER	RECIPIENT
INTER-AMERICAN DEVELOPMENT BANK (IDB)	Peru	Training workshop organized by REGULATEL (State telecommunications regulatory agency)	Communications	N/A	N/A	N/A
WORLD BANK (WB)	Bolivia	Videoconferences: Minas Gerais strategic model	Banking and finance	N/A	N/A	N/A
SPAIN-FAO	Ecuador	Workshops to share experiences targeting poverty and infant chronic malnutrition in Latin America	Health	N/A	3,189	N/A
	Paraguay		Health	N/A	1,743	N/A
	Peru		Health	N/A	1,446	N/A
JAPAN	Nicaragua	Training course for human birth delivery care	Health	N/A	N/A	N/A
		Beginner training course for tropical jungle monitoring	Environment	N/A	N/A	N/A
		International course on urban management	Government	N/A	N/A	N/A
		Training course for the sustainable production of vegetables	Agriculture	N/A	N/A	N/A
	Course on the development of biological immunity in public health	Health	N/A	N/A	N/A	
	Peru	Reconnaissance visit of the FIOCRUZ drug manufacturing plant		N/A	N/A	N/A

**Table III.2. Triangular South-South cooperation actions, by prime provider. 2010 (continued)**

**III.2.B. Brazil (continued)**

SECOND PROVIDER	RECIPIENT	PROJECT/ACTION	ACTIVITY SECTOR	ECONOMIC COST (US\$)		
				PRIME PROVIDER	SECOND PROVIDER	RECIPIENT
JAPAN	Dominican R.	International course for the humanizing of care for women and newborns	Reproductive health	N/A	N/A	N/A
		International training course on urban train systems	Transport and warehousing	N/A	N/A	N/A
		V International Course on Production of Organic Vegetables	Agriculture	N/A	N/A	N/A
		I International Course on Management and Operating System Techniques to Reduce and Control Water Loss	Water supply and sanitation	N/A	N/A	N/A
		International Course on Development of Immunobiologicals for Public Health	Health	N/A	N/A	N/A
		International Course on Urban Management Practices	Urban development	N/A	N/A	N/A

**III.2.C. Other countries**

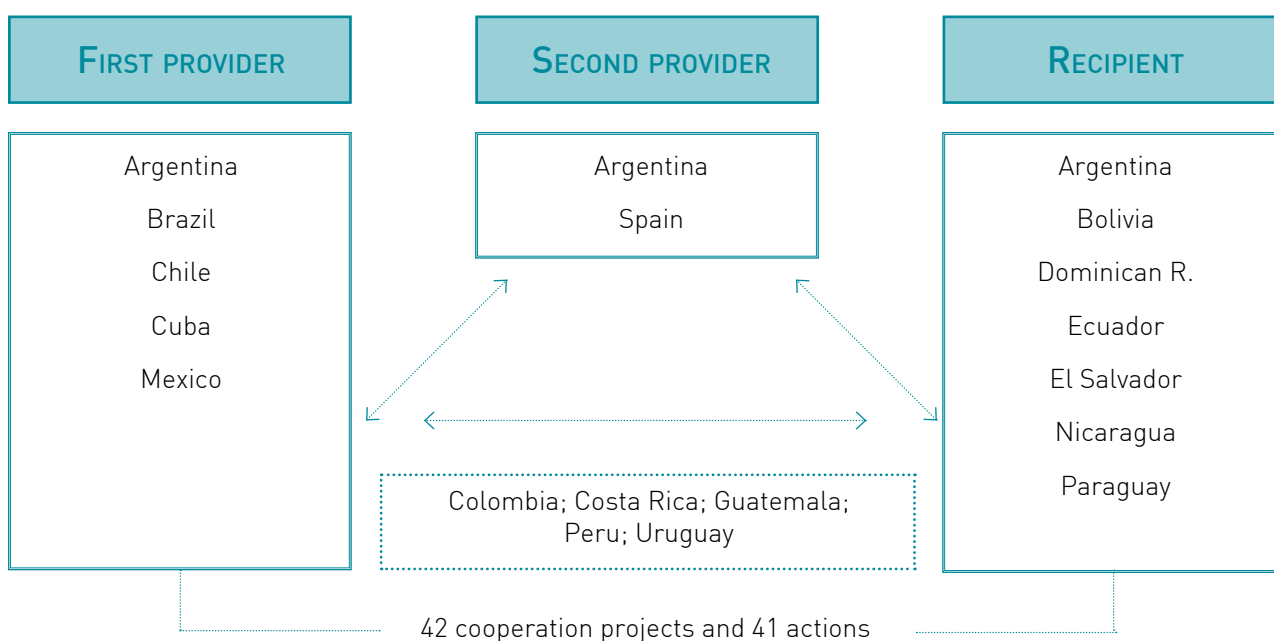
FIRST PROVIDER	SECOND PROVIDER	RECIPIENT	PROJECT/ACTION	ACTIVITY SECTOR	ECONOMIC COST (US\$)		
					PRIME PROVIDER	SECOND PROVIDER	RECIPIENT
ARGENTINA	JAPAN	NICARAGUA	VI International Course for Latin American and Caribbean Park Rangers	Environment	N/A	N/A	N/A
			V International Training Course in Remote Sensing using ASTER Data	Extractive Industries	N/A	N/A	N/A
		DOMINICAN R.	VI International Course for Latin American and Caribbean Park Rangers	Environment	N/A	N/A	N/A
COLOMBIA	GERMANY	GUATEMALA	Experience sharing	Government	N/A	N/A	N/A
	IDB	PERU	Internship to learn from successful disaster management experience	Disaster prevention	N/A	17,095	N/A
	PAHO	PERU	Training and sharing experiences on occupational health indicators	Health	N/A	N/A	2,000
COSTA RICA	JAPAN	NICARAGUA	International Course on Reforming the Criminal Justice System in Latin America Phase II	Government	N/A	N/A	N/A
GUATEMALA	OAS-UNESCO	COLOMBIA	Promote traditional marimba music	Culture	N/A	8,300	N/A
MEXICO	WORLD BANK	BOLIVIA	Videoconferences: Design, monitor and evaluate cash transfer programs	Banking and finance	N/A	N/A	N/A
	IDB	PERU	Internship on best practices in public sector external audits	Banking and finance	N/A	12,320	N/A
	JAPAN	NICARAGUA	IV International Course on civil protection and disaster prevention	Disaster prevention	N/A	N/A	N/A
			IV International Course on uterine cancer prevention and control	Health	N/A	N/A	N/A
			Workshop on climate change adaptation strategy in Yucatan	Disaster prevention	N/A	N/A	N/A
PERU	UNITED STATES	BOLIVIA	Field training in fuel consumption tests for improved firewood cook stoves	Energy	4,000	9,000	2,000
	ANDEAN HEALTH ORGANIZATION	ECUADOR	Health situation analysis	Health	N/A	N/A	N/A
URUGUAY	JAPAN	ARGENTINA	Academic exchange	Education	N/A	N/A	N/A

N/A: Not available **Source:** SEGIB, based on reporting from cooperation agencies and/or bureaus

### III.2. Triangular South-South Cooperation in Ibero-America: Main features

In 2010 (Tables III.1), Ibero-American countries executed 83 triangular South-South cooperation interventions (42 projects and 41 actions) in the region. This figure is practically twice the total recorded the previous year (46 triangular interventions), suggesting a new impetus in Ibero-America for this form of cooperation. Diagram III.1 shows the 17 countries involved in these interventions, classified by role.<sup>2</sup>

**Diagram III.1. Ibero-American countries and triangular South-South cooperation, by role. 2010**



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

However, the 42 projects and 41 actions are not comparable given their size difference. This is further confirmed by their economic weight. In fact, as we saw in the previous chapter, available triangular South-South cooperation data refer only to *cost* and not *value*. What is more, the information is incomplete: data were not reported by all countries, or for all projects and actions, or by all the parties to actions and projects for which partial economic data are available. Despite these limitations, the data do illustrate some interesting differences. Based on available data, the 41 actions executed in 2010 accounted for outlays of about US\$100,000 compared to the almost US\$8 million spent on the 42 projects.

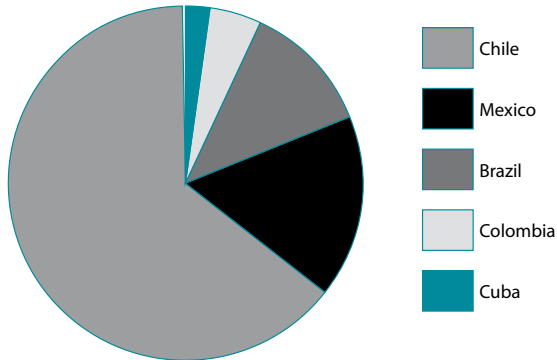
Because of the significant size difference between actions and projects, the relative importance of countries in furthering triangular South-South cooperation in 2010 is measured in terms of projects.



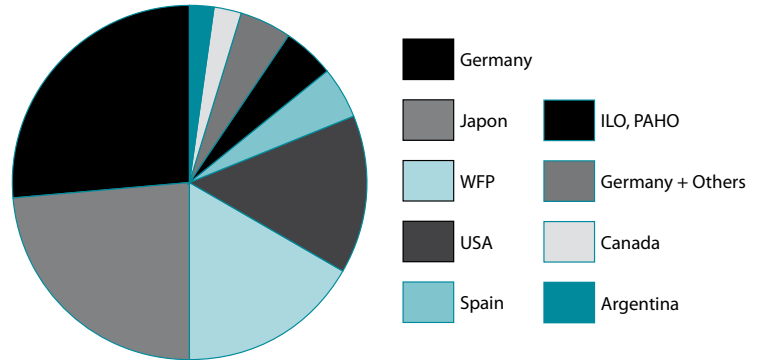
### Graph III.1. Weight of cooperating countries in triangular cooperation projects, by role. 2010

Percentage

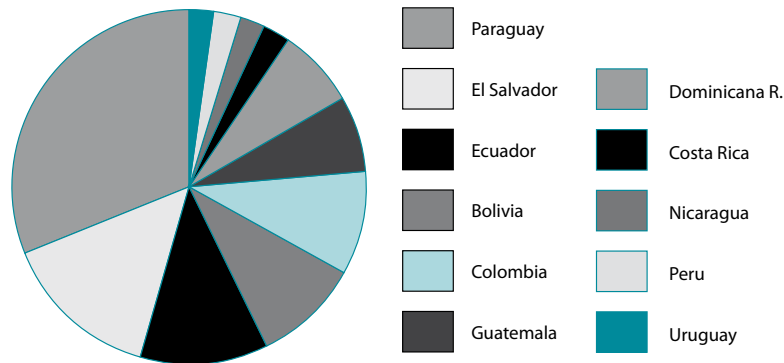
#### III.1.A. First provider



#### III.1.B. Second provider



#### III.1.C. Recipient



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

Graph III.1 shows each country's share of all projects executed, by role. Observing the pie charts, we note that:

1. Chile, Mexico and Brazil stand out as first providers, transferring skills. With relative participations of 64%, 17% and 12%, respectively, of the 42 projects, these three countries alone accounted for 93% of this form of cooperation. They were complemented by Colombia and Cuba with 5% and 2.5%, respectively.
2. The second providers involved in the largest number of projects were Germany (26%) and Japan (24%), essentially through financial contributions. Germany's relative weight would be five points higher had the projects supported jointly with Australia and Sweden – pursuant to cooperation agreements<sup>3</sup> – been factored in. Second providers also include the United Nations World Food Program (WFP) and the United States, with weights of 17% and 14%, respectively. Spain had an emerging participation in terms of projects, accounting for 5% of the total. Finally, the Pan American Health Organization (PAHO), the International Labor Organization (ILO), Canada, and Argentina each accounted for 2.4% of the total.
3. Lastly, more than a dozen countries benefitted from the transfer of capacities through triangulation. The top beneficiaries were Paraguay (almost one third of total projects), El Salvador (14%), and three Andean countries (Ecuador, Bolivia and Colombia, together accounting for just over 30%). The list of recipients is completed by the addition of Guatemala, Costa Rica and Nicaragua (7.1%, and 2.4% each for the latter two), together with the Dominican Republic, Peru and Uruguay (2.4% each).

**Diagram III.2. Changes in the relative position of first providers, by criteria. 2010**



Note: \*Ratios derived from these figures are only indicative because they include economic data spanning more than fiscal year 2010.  
**Source:** SEGIB, based on reporting from cooperation agencies and/or bureaus

However, the conclusions shift again when the measurement criterion is changed from number of projects to economic factors. Always premised on the availability of partial data,<sup>4</sup> some illustrative examples were identified as shown in Diagram III.2. Brazil's five projects as prime provider accounted for disbursements in excess of US\$6.4 million, equivalent to six times Chile's outlay for 27 projects (almost US\$1.1 million). The same relationship governs the amounts assumed by each country: about US\$2.825 million in the case of Brazil compared to a little over US\$500,000 for Chile. The conclusion is obvious: under the first criterion, Chile ranks first as provider; using the second criterion, Brazil moves up from third to first rank.

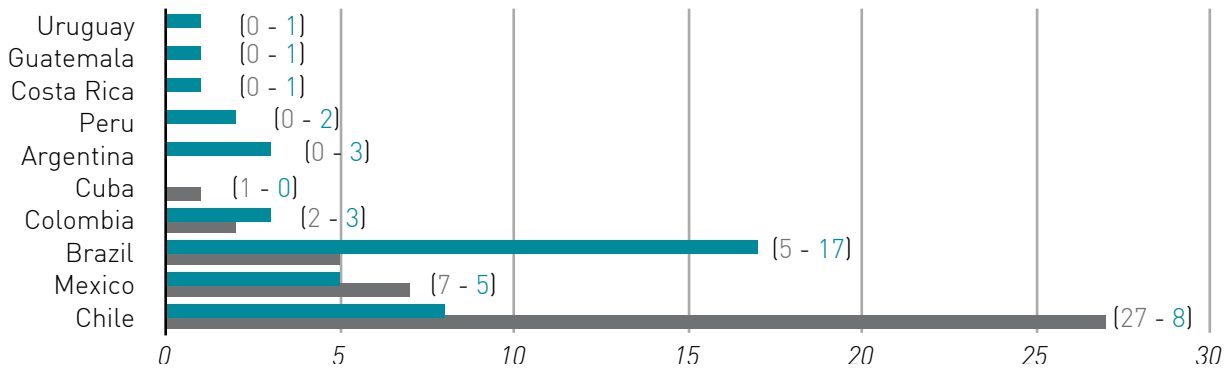
Lastly, some aspects with respect to the 41 triangular SSC actions recorded in 2010. Graphs III.2 indicate the following:

1. Cooperation partners such as Brazil and Japan, leading first and second providers for projects, chose to combine projects (5 and 10, respectively) with a large number of actions (17 and 24), supporting workshops and courses in other countries.
2. As in the case of bilateral horizontal SSC, actions were often instrumental in allowing some countries to begin transferring skills to others. This was the case for Argentina, Peru, Costa Rica, Guatemala and Uruguay, participating in 2010 as first providers in one to three triangular actions.
3. Finally, the fact that actions usually have a strong training component seems to explain the interest they engender in recipients like Peru, Nicaragua and, to a lesser extent, the Dominican Republic - countries that benefitted from 7, 16 and 7 actions, respectively, but only participated in three projects.

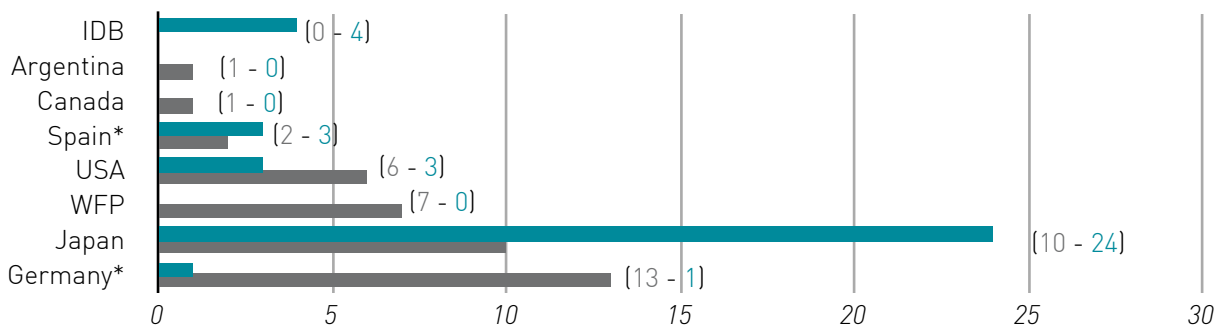
### Graph III.2. Weight of triangular SSC actions and projects, by country and by role. 2010

In ascending order, from least to most projects by country. In parenthesis, number of projects and actions

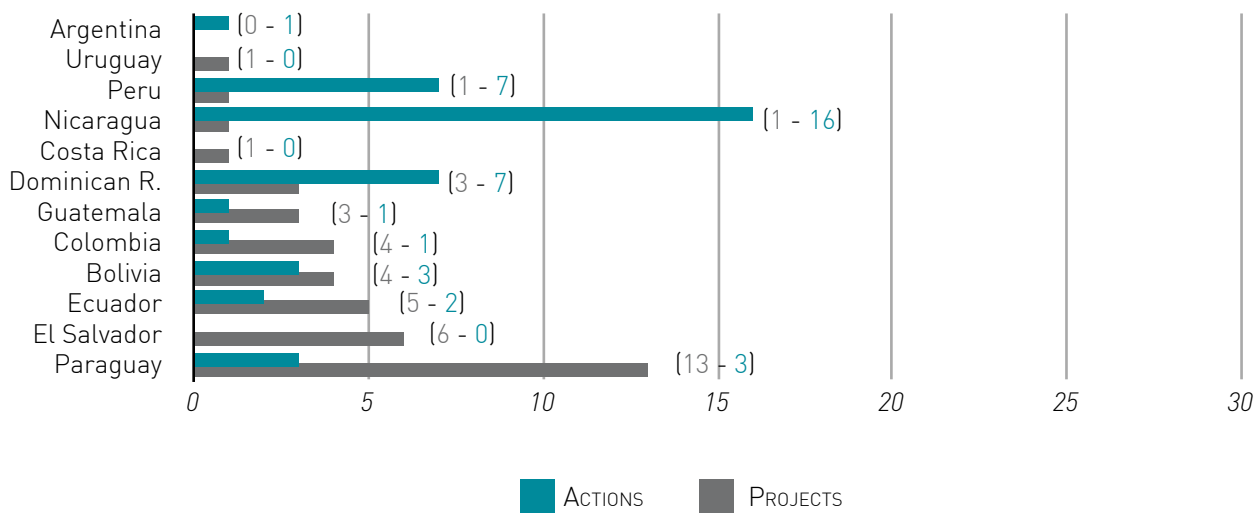
#### III.2.A. First providers



#### III.2.B. Principal second providers



#### III.2.C. Recipients



Note: Spain\* includes two joint actions with FAO; Germany\* includes two joint projects with Australia and Sweden.

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

In summary, triangular South-South cooperation interventions in 2010 (42 projects and 41 actions) were almost double that of the previous year (total of 46). Switching units of measurement from number of actions and/or projects to the cost of the interventions yielded different weights for each instrument over the total number of triangular SSC interventions. This change also provided a better estimate as to country participation in triangular cooperation in different roles, and the effort required. Finally, the distribution of actions once again highlighted the instrument's potential to deliver training and to facilitate the emergence of new cooperation providers.

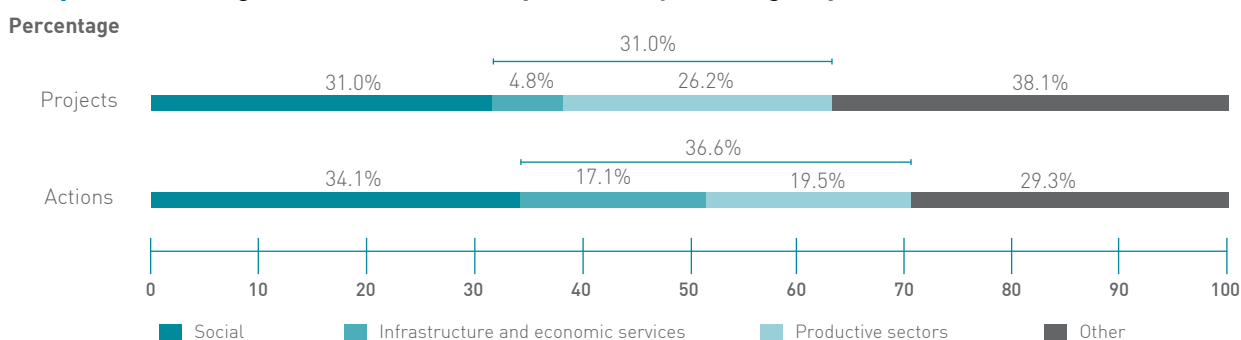
### III.3. Regional profile of capacities and needs

The most telling TSSC information refers to the sector profile. The objective is to identify which sectors attract both greater cooperation and increased provider and recipient participation. With this information, it is possible to map the available capacities and the needs they can fulfill. In fact, because cooperation is primarily technical involving the transfer or exchange of know-how, it is essential to have a good understanding of the profile so as to better manage cooperation.

Thus, Graphs III.3 and III.4 were plotted after reviewing the sector profile for triangular South-South cooperation carried out in the region in 2010. Observation of these graphs suggests that:

1. Most triangular SSC projects (just over 60%) were more or less evenly distributed between the social and economic areas. The remaining 40% of projects came under the Other heading
2. Another interesting fact is that a large proportion of social sector projects were in health (17%) and the promotion of social policies (12%). In the latter instance, the focus was on social protection systems and access to housing.
3. Productive sector development accounted for 85% of the economic area activity (30% of the 42 projects). A majority of projects were in the agriculture (14%) and fisheries (7%) sectors, both closely related to food security: development of phytosanitary techniques to ensure animal and plant health, and fish farming. The projects to create infrastructure and services to improve the functioning of national economies were less representative (5% of the total and 15% of the economic sector interventions), essentially targeting youth employment policies and the eradication of child labor.

**Graph III.3. Triangular South-South cooperation, by sector groups. 2010**

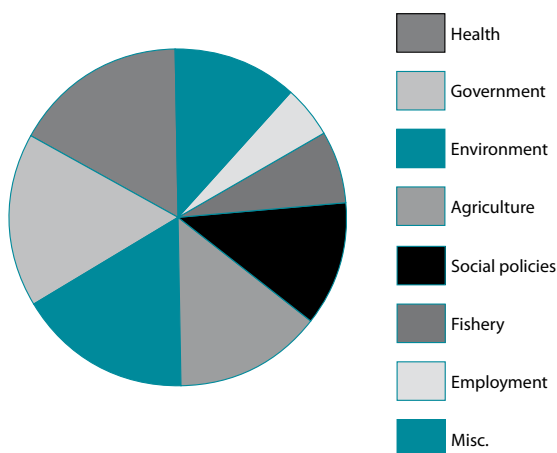


Source: SEGIB, based on reporting from cooperation agencies and/or bureaus.

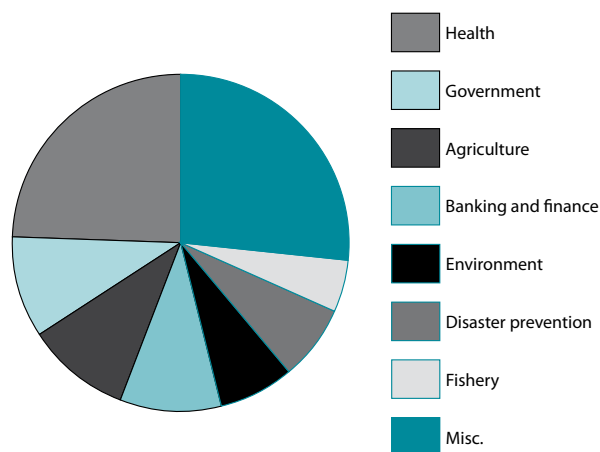
### Graph III.4. Triangular South-South cooperation, by sector. 2010

Percentage

#### III.4.A. Projects



#### III.4.B. Actions



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

- Moving to non socio-economic areas, two types of projects stand out: those aimed at capacity-building for government institutions or those for the protection of the environment. They each received an equal share of total TSSC projects in 2010 (17%). The first set of projects provided training for civil servants in various aspects of governance and service to the public, the second set addressed management of watersheds, protected areas and solid waste. A project initiated in Peru, by Brazil and Germany, to design and implement an Environmental Technology Centre (CTA) stands out due to its high scientific and technological complexity and multi-sectoral nature (combining environmental issues with the application of technology to the productive economy) (Box III.2).
- With respect to actions, there was a strong bias, in a 70%-30% split, in favor of socio-economic areas over any other. The distribution between social and economic, however, was equal (about 35% each). The most representative sector was health, accounting for a quarter of all triangular actions in 2010. These actions consisted of training, courses, workshops and sharing of experiences in areas such as the treatment of cervical cancer, mother-child health, malnutrition, or biological immunity, among others. Two other sectors each accounting for 25% of the actions, involved, on the one hand, capacity-building for governments, the environment, and disaster prevention; and on the other, a variety of economic activities ranging from agriculture to fisheries, banking and finance. The remaining 25% were widely scattered among sectors, without any specific one standing out from the rest.

### Box III.2. Brazil, Germany and Peru: promoting clean technologies

In the last two decades of the 20th century, two dates mark the debate over the possibility of moving towards an economic development model able to reconcile increased production and the environment: 1987 when the notion of *Sustainable Development* was conceived following publication of the United Nations report *Our Common Future* (or “*Brundtland Report*”); and 1992, when the World Conference on Environment and Development, another UN initiative, was held in Rio de Janeiro (Brazil). Unfortunately, almost twenty years after the *Rio Summit* and despite all efforts, progress towards reconciling productive development and respect for the environment remains one of the great challenges for the global economy. A challenge that is even greater, if conceivable, for developing economies with less capacity for autonomous generation of the clean technologies needed to achieve this goal.

In this context, Peru, aiming to help the national productive sector (especially small and medium enterprises -SMEs) reconcile production and environment, decided to establish an Environmental Technology Centre (CTA). This Center will provide training, applied research and technical advice on environmental and energy efficient technologies to any domestic industry that requires assistance. Peru also aims to achieve two other objectives through creation of the CTA: help companies adjust their production model to the conditions specified in the recently enacted Law on National Environmental Assessment and Control System (2009); and ensure that Peruvian products comply with the environmental requirements demanded by the international market so as to achieve greater and better integration of exports.

To establish the CTA, Peru sought the assistance of two countries with recognized expertise in the matter: Brazil and Germany. The result was a Triangular Cooperation Project to implement an Environmental Technology Centre. Some salient points of the project identification, negotiation and implementation process are:

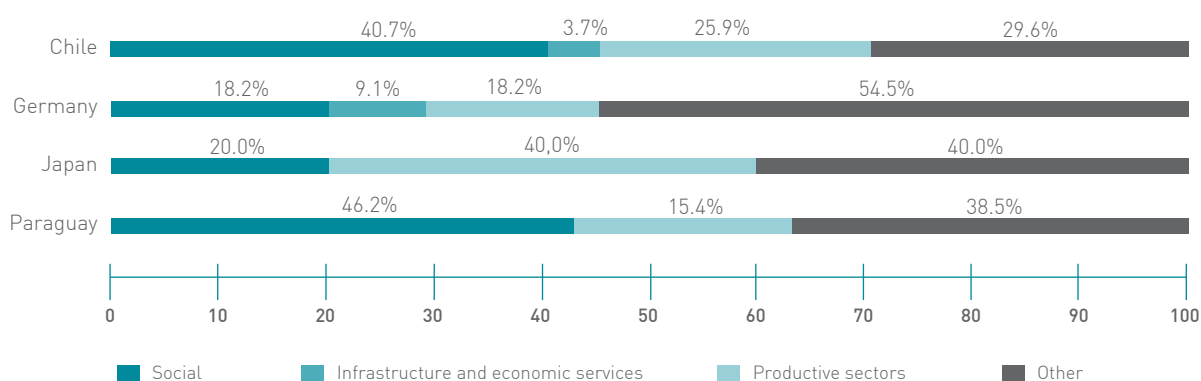
- Although Peru initially requested support from Brazil, the triangulation came about owing to the existence of a bilateral agreement between Brazil and Germany for cooperation with third countries.
- The proposal was crafted by the three countries working together. Their work was always guided by the needs expressed by the Peruvian authorities and the desire to reach consensus.
- The project will have a four year execution period (2010-2013) with a three-pronged approach: determine the organizational structure and physical facilities for the CTA; develop and execute training and education programs; identify and program the required technical consultancy services, laboratory analyses and applied research. The plan also provides for project monitoring and evaluation.
- The countries will also share responsibility for project execution: Brazil and Germany are in charge of technical assistance; Peru will provide the physical infrastructure, technical staff and logistical support to execute the planned activities. In addition, all three partners will help finance the total economic cost of more than US\$5 million (Brazil US\$2.8 million, and US\$1.2 million each from the German Agency and the National Industrial Training Service (SENATI) of Peru).
- The project is expected to leave installed capacity: the Centre itself as well as a team of experts able to provide environmental training to technicians in any branch of industry. Should this result actually be achieved, the project will have assured its own sustainability

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

Once the analysis of the sectoral profile for all triangular South-South cooperation actions and projects was completed, the next step was to identify the profile of capacities and needs underlying Ibero-American participation. It was difficult to pinpoint representative profiles owing to the fact that more than twenty different actors were involved in the 42 triangular projects. The analysis was therefore limited to countries involved in at least ten projects (just four countries). Graph III.5 was prepared with the sector information pertaining to those countries: Chile as first provider; Germany and Japan as second; and Paraguay as recipient.

### Graph III.5. Sector profile for triangular South-South cooperation. Principal partners. 2010

Percentage



Note: Based on countries that participated in a minimum of 10 projects either as first provider, second provider or recipient. This was the case for Chile, with 27 projects as first provider; Germany and Japan, with 11 and 10 projects as second provider; and Paraguay, where 13 triangular cooperation projects were implemented.

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

As shown in the Graph:

1. Chile essentially transferred social sector skills (40%), especially in health and social policies. The remaining 60% of projects combined economic sector with activities under the heading Other, such as capacity-building for government institutions.
2. Germany and Japan were strong participants in environmental issues. This sector accounted for 36% of Germany's projects which, when added to governance projects, meant that more than half of the projects were in sectors not strictly classified as socio-economic. In the case of Japan, environmental projects were complemented by a majority of projects in Agriculture.
3. Triangular South-South cooperation received by Paraguay strengthened several key areas: health and education (nearly half of the projects carried out in 2010), and capacity-building for public institutions (30%).

Finally, using the same rationale of minimum numbers to ensure representativeness, health occupied a key position in triangular South-South cooperation involving the top providers: Brazil and Japan. More specifically, both countries executed more actions in this area, accounting for 40% and 20%, respectively, of the total executed in 2010.

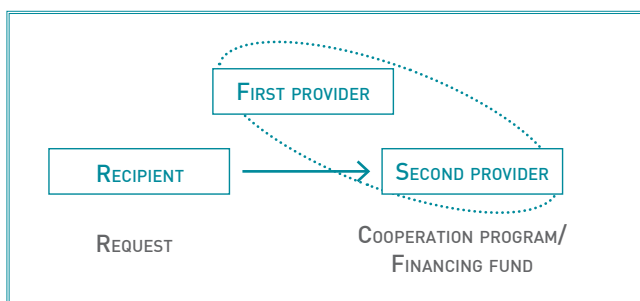
### III.4. Triangular South-South Cooperation: Implementation

As stated earlier in this chapter, a challenge we set for ourselves this year was to better understand the operational issues underlying triangular South-South cooperation. Using the information reported by countries, the first step was to look at what we could call “implementation formulas,” i.e., how a triangular SSC project takes form, how donors become involved, and the institutional framework regulating both the relations between participants and the roles played by each participant.

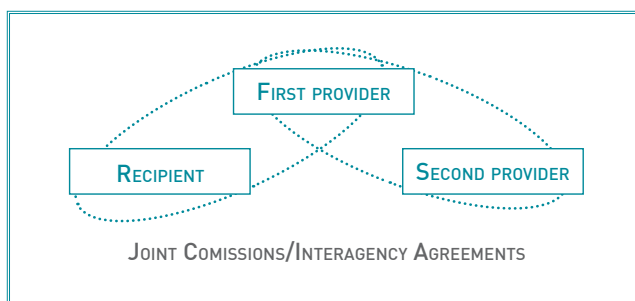
#### Diagram III.3. Triangular South-South Cooperation variants, by genesis and institutional framework

Variants in decreasing order of importance, from more to less representativeness

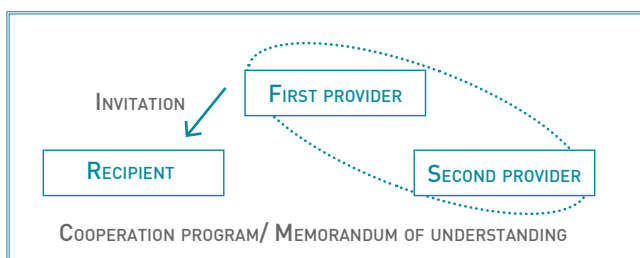
##### III.3.A. Variant 1



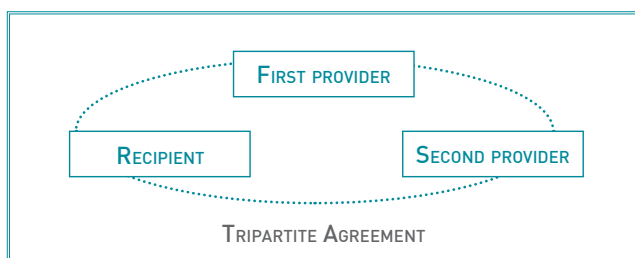
##### III.3.B. Variant 2



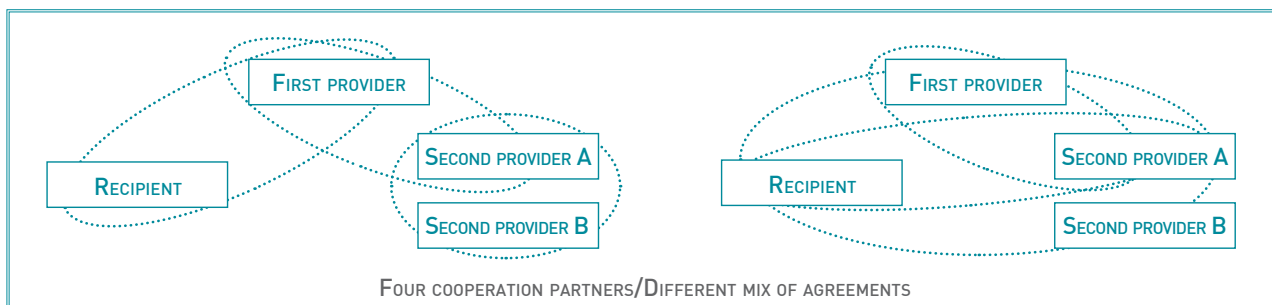
##### III.3.C. Variant 3



##### III.3.D. Variant 4



##### III.3.E. Variant 5



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



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We undertook a case study using the information available covering only some of the 42 projects and 41 actions reported for 2010. Accordingly, the conclusions drawn from the study should be interpreted for what they are: partial.

Nonetheless, they help illustrate how this cooperation takes shape in the region and they also suggest some trends. In fact, the analysis identified five or six “variants” in the triangular South-South cooperation implementation formulas. The five variants represented in Diagram III.3 show that:

1. *Variant 1* was practiced in almost a dozen instances. It refers to TSSC stemming from a request made by the recipient to a provider, where the provider is party to a bilateral cooperation agreement or institutional arrangement with a third country (a Program, a Fund or some other mechanism). Examples of a joint response by two providers to a recipient request include the projects and actions featuring Peru and Brazil with Germany or Japan, and El Salvador or Paraguay with Mexico-Japan.
2. The second *variant* was also present in many instances. Projects are developed upon a double institutional arrangement: one between the recipient and the first provider (a Joint Commission, Interagency Agreement or Scientific-Technical Cooperation Program), the other between the first and second donor (again through cooperation programs or funds to benefit third parties). This was the case for projects between Paraguay or El Salvador and Chile with its German and Japanese partners, or those executed pursuant to an agreement between Guatemala and Mexico, matched with the Mexico-Japan arrangement.
3. *Variant 3*, the opposite of *variant 1*, is commonly found in triangular actions stemming from international courses and workshops: providers (in partnership through a joint cooperation program or memorandum of understanding) offer their cooperation to a third country. This formula was often used by Nicaragua, for example, for training promoted mostly by Chile and Japan, although also by Chile and Korea or Argentina and Japan. It was also used in actions involving the Dominican Republic (in the framework of the Brazil-Japan cooperation program) or Bolivia (under the Brazil-Spain Memorandum of Understanding).
4. *Variant 4* applied to very few projects: the institutional arrangement encompasses all three parties simultaneously, a framework that undoubtedly smoothes out the tripartite identification process - negotiation, formulation, and implementation. Projects include a public sector capacity-building project (Chile-Spain-Paraguay) and a project for the Inclusive Rehabilitation of Persons with Disabilities (Japan-Bolivia-Chile).
5. Finally, *variant 5*, the least common, refers to “quadrangular” triangular South-South cooperation involving four players (a recipient, a first provider and two second donors). In fact, there were only two examples: one involving Paraguay with Chile plus Germany-Australia; the other Guatemala with Colombia supported by Germany-Sweden. Diagram III.3.E shows that both were based on different combinations of three arrangements: countries are essentially paired in twos, but one institutional arrangement in the second project actually encompasses all four countries.

In summary, the case study carried out with information provided for only some of the triangular South-South cooperation activity in 2010 gives a general idea as to the different ways it can be arranged. The predominant

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focus was on the institutional framework underlying this form of cooperation. Let us not forget, however, that these arrangements regulating the relationships between partners are relatively infrequent. In most instances, several agreements are arranged in overlapping groups of two. In any event, this is but a first approach. The challenge for future analyses will be, on the one hand, to obtain data from a broader universe so as to effectively identify the most common arrangements and, on the other, understand why some formulas are favored over others, and in what way they help or hinder the smooth execution of triangular South-South cooperation.

### III.5. Triangular Cooperation with Haiti: Projects and Emergency Aid

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The year 2010 will unquestionably be associated in the collective remembrance with the terrible earthquake that struck Haiti in January. It is therefore fitting for the chapter on triangulations in 2010 to end like the chapter on bilateral cooperation, with a section devoted to the Ibero-American community's response to the disaster. Table III.2 lists the many interventions to assist the Caribbean country. It is worth noting, however, that these interventions were not restricted to Emergency and Humanitarian Aid in the aftermath of the earthquake, but included triangular South-South cooperation projects – sometimes the continuation of earlier projects – seeking to aid in Haiti's reconstruction through institutional capacity-building.

Some aspects relating to the actions of Argentina, Mexico and Spain are particularly striking:

1. After the earthquake, Argentina continued to promote its most successful cooperation program, called Pro-Huerta, launched in Haiti in 2005 with positive results “*to promote community production of fresh food for the population*” (IICA, 2008, p.1). The program provides for the delivery of seeds, technical assistance, and training, while also establishing showcase gardens. Starting out as a bilateral effort, the program gradually incorporated new players, which facilitated triangulations while scaling-up the original objectives. Specifically:

- Joint efforts with Brazil resulted in the addition of new crop species, as well as water uptake and conservation mechanisms in areas with acute water shortage.
- Partnering with Canada and the International Fund for Agricultural Development (IFAD), Argentina was able to expand food security coverage and introduce species more suitable for food storage.
- In collaboration with Spain, the focus of the Pro-Huerta program shifted towards environmental recovery and conservation (IICA, 2008).
- Japan joined these triangulations more recently, in September 2010, to assist in the application of agroecological production technologies to achieve food self-sufficiency.<sup>5</sup>

According to available data (still partial), the financial outlay for all these triangulations in 2010 amounted to a minimum of US\$1.4 million with Argentina and its partners contributing roughly equal shares.

**Table III.3. Ibero-American triangular South-South cooperation with Haiti. 2010**

FIRST PROVIDER	SECOND PROVIDER	PROJECT/ACTION	ACTIVITY SECTOR	ECONOMIC COST (US\$)		
				PRIME PROVIDER	SECOND PROVIDER	RECIPIENT
ARGENTINA	BRAZIL	Fresh food self-sufficiency – ProHuerta	Agriculture Environment	N/A	N/A	N/A
	CANADA	Fresh food self-sufficiency – ProHuerta	Agriculture	508,000	320,000	N/A
	SPAIN	Fresh food self-sufficiency – ProHuerta	Agriculture	104,300	15,600	N/A
		Humanitarian aid for earthquake victims	Humanitarian aid	N/A	331,700	N/A
	INTERNATIONAL FUND FOR AGRICULTURAL DEVELOPMENT (IFAD)	Fresh food self-sufficiency – ProHuerta	Agriculture	37,000	N/A	N/A
	JAPAN	Fresh food self-sufficiency – ProHuerta	Agriculture	N/A	78,000	N/A
BRAZIL (VIA WFP)	SPAIN	Food aid for earthquake victims	Humanitarian aid	N/A	17,646,440	N/A
COLOMBIA	SPAIN	Contribution to integral watershed management	Environment	Technical contribution	517,023*	N/A
CUBA	SPAIN	Capacity-building for Haitian health system	Health	N/A	1,326,800	N/A
MEXICO	SPAIN (WITH WFP)	Start-up a school lunchroom at the Carrefour commune	Humanitarian aid	51,106	51,106	N/A
	JAPAN	Train human resources and develop tools for earthquake-resistant buildings in Haiti	Disaster prevention	2,077,000	N/A	N/A

N/A: Not available \*Data refers to the two-year budget. Note: The amount of Spain's contributions provided in euros was converted to dollars at the European Central Bank (ECB) average exchange rate for 2010 (1€ = 1.3257\$).

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

- In Mexico's case, the triangular SSC project implemented jointly with Japan replicates another successful project: the Taishin project to improve construction technology and energy dissipation systems for earthquake-resistant social housing.

Japan and Mexico are both prone to seismic activity. Their vulnerability to such disasters moved them to develop a sizeable technological ability to build tremor-resistant housing. The Taishin Project transferred this technology with a strong focus on also helping populations at risk of social exclusion. The partners changed modalities over time in light of the positive results obtained: the project started out as bilateral cooperation between Japan and Mexico; then, once Mexico was able to transfer the skills learned, it became a triangulation with El Salvador; and finally, a disaster preparedness effort to help Haiti in the event of future earthquakes.

The Taishin project also had a very high price tag owing to its technological complexity. Through the available partial data, we know that the Mexican contribution alone was in excess of US\$2 million.

- Spain deserves special mention, having disbursed more than US\$20 million for triangular interventions in Haiti:
  - Spanish cooperation Emergency and Humanitarian Aid was delivered via both bilateral and triangular interventions:

- 
- o Spain shipped food and medicine worth more than US\$330,000 to Haiti through the good offices of Argentina that delivered the goods to Port au Prince (*EFE*, 17 January 2010);
  - o In a four-party triangulation, Spain collaborated with Brazil and the United Nations World Food Programme (WFP) to deliver food to Haiti. This experience emulated a “formula” tested by the same players in 2009, in a joint response in the wake of hurricanes Ike and Gustav that struck Haiti, Cuba and Honduras. In this type of triangulation, each player has a clearly defined role: Brazil is responsible for food donations (sometimes the surplus from its Zero Hunger Program); Spain covers the logistics for the donation to reach its destination (cost of storage, transport, customs, and other); and the World Food Programme distributes the goods through its local infrastructure (*El País*, 21 June 2011). The cost assumed by Spain alone in this type of aid for Haiti amounted to more than US\$17.5 million in 2010.
  - o Still in the framework of Humanitarian and Emergency Aid in the immediate aftermath of the earthquake, Mexico promoted a school lunchroom in the commune of Carrefour, to daily feed 5,000 children from 11 schools. The initiative had such a positive impact that it was decided to extend its operation. Spain joined the effort in this second phase, once again donating food through the WFP. The cost of the collaboration amounted to some US\$100,000 shared equally by Spain and Mexico.
  - Finally, Spain continued to participate in several triangular South-South cooperation projects. In addition to the Argentine Pro-Huerta project, Spain was involved in the integral watershed management project with Colombia, and capacity-building for the Haitian health system with Cuba. Based on available data, Spain’s contribution to these three projects amounted to more than US\$1.5 million.

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## NOTES

- 1- Contents in Box III.1 summarize the presentations and opinions of panelists and participants at the Seminar-Workshop “Triangular Cooperation: Lessons learned and management challenges” (Santo Domingo, 25-26 July 2011). More details on the event and the panelist presentations are available at [www.cooperacionsursur.org](http://www.cooperacionsursur.org).
- 2- Brazil, Chile, Cuba and Mexico participated at least once as first provider; the Central American and Andean countries (El Salvador, Nicaragua, Bolivia and Ecuador), together with the Dominican Republic and Paraguay were always recipients; Costa Rica, Guatemala, Colombia, Peru and Uruguay combined both roles; Spain was always the second provider; and Argentina was the only country to participate in projects and actions in either role.
- 3- The four-partner triangulation with two second providers is an innovative approach.
- 4- Figures must be interpreted with caution as they sometimes refer to a multi-year budget for a project and not just fiscal year 2010.
- 5- <http://noticias.terra.com.ar/>



CHAPTER IV  
REGIONAL HORIZONTAL SOUTH-SOUTH COOPERATION

### IV.1. Introduction and methodology

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One of the key functions of the Ibero-American Program to Strengthen South-South Cooperation (PIFCSS) is to help countries determine the very concept underlying this form of cooperation. To achieve this objective, a methodological discussion was held in March 2011 at a Workshop in Lima (Peru). Box II.2 shows some of the conclusions concerning several conceptual issues reached by countries attending the Workshop (almost all Program members). One issue participants discussed was the definition of regional horizontal South-South cooperation. The countries agreed that all of the following conditions must be met for cooperation to be considered regional horizontal SSC (PIFCSS and SEGIB, 2011):

1. Participants will include a **minimum of three developing countries** – in addition to any other potential partners – regardless of their function (partner, coordinator, administrator, etc.).
2. The **focus will be regional**, meaning that providers and recipients alike share **both the objective** (regional integration and/or development) and the strategy.
3. Participating countries will **jointly agree and design** the cooperation, which is then executed under an **institutional framework**. The following are some of the possible framework formats:
  - Traditional integration mechanism (such as ALBA, CAN, Ibero-American Conference, MERCOSUR, Mesoamerica Project, SICA, etc.).
  - Country-driven program (born as bilateral or triangular, then scaled up with the addition of other countries following a joint identification and formulation effort).
  - Sectoral coordination (COMJIB, OEI, PAHO, to mention a few).
  - Support from a development bank (examples include IDB, Banco del Sur, Banco del ALBA).
4. In addition, implementation will be through **Cooperation Programs**, understood to mean a set of projects **with a common objective**.

As we saw in earlier chapters, narrowing down the conceptual definition translated into more accurate and systematized data. In fact, the information reported by fourteen Ibero-American countries actually conforms to the agreed definition. For the most part, although not exclusively, countries reported cooperation programs whose most salient characteristic was the overarching institutional framework. Table IV.1 shows the type of programs reported by each country. They can be divided into:

1. Country Programs, i.e., regional bilateral programs with one provider and multiple recipients, characterized by joint development, a common objective, a strategy and execution designed and agreed by all parties.
2. (Regional) Triangular Cooperation Programs executed in several countries.
3. Programs implemented under one of the regional consultative processes (Bolivarian Alliance for the Peoples of Our America–ALBA; MERCOSUR; Andean and Ibero-American organizations; the Central American Integration System–SICA; and the Union of South American Nations–UNASUR).
4. Other Programs (sometimes just projects) linked to sectoral agencies or alliances such as the Pan American Health Organization (PAHO) and the Initiative for the Integration of South American Regional Infrastructure (IIRSA), among others.

**Table IV.1. Report on regional horizontal South-South cooperation programs, by country. 2010**

Country	Program typology, based on framework									
	Country program	Triangular cooperation	Consultative process							Other
			ALBA	MERCOSUR	OAS	Andean Organizations (CAN Andean Health Org.)	Ibero-American Organizations	SICA	UNASUR	
Bolivia										
Brazil										
Chile										
Colombia										
Costa Rica										
Ecuador										
El Salvador										
Spain										
Guatemala										
Mexico										
Nicaragua										
Peru										
Dominican R.										
Uruguay										

Source: Cooperation agencies and/or bureaus

Despite this effort, the study of regional horizontal South-South cooperation is still limited, as in previous editions, to an analysis of experiences. Nevertheless, significant relative improvements were made in the treatment of information: first, because most cases involve cooperation programs, not projects; second, with more information to work with, attention can focus on operational matters; and third, when data are collected and reported more systematically, it is possible, in some regional settings, to review the cases while drawing up a list of Regional Horizontal South-South Cooperation Programs, something never before achieved.

In consideration of the above, this chapter was structured as follows:

1. First, the case studies. Given the emphasis in some country reports, we selected Mesoamerican and Ibero-American experiences, in addition to some activity in the Andean and South American sub-regions.
2. Lessons were drawn through a review of aspects relating to program genesis (the origin) and operation (the shaping of institutions, program formulation and financing), some of which affect the overall operation, whereas others continue to shed light on some conceptual aspects.
3. Finally, as in the previous Report, the case of Spain is used to illustrate how Official Development Assistance (ODA) can help strengthen regional horizontal South-South cooperation. Here again, operational aspects take a preeminent position as in earlier sections of this Report.



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## IV.2. Regional Horizontal South-South Cooperation: A review of experiences

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Several case studies were selected to prepare this section. The selection criteria responded, in part, to the desire of ensuring that the overall vision offered by the sample of experiences would, on the one hand, cover all member countries of the Ibero-American community and, on the other, virtually all the institutional variants found in this type of cooperation. With this in mind, the following experiences were selected:

- 1- The Mesoamerican Cooperation Program,<sup>1</sup> an example of regional horizontal South-South cooperation between Mexico and the other nine countries of the region.
- 2- The Ibero-American Cooperation Programs requested, committed to and supported by member countries of the Ibero-American Conference.
- 3- A range of programs and projects relating either to the cooperation provided by Brazil and Chile in the region, or to consultative processes such as the Andean Community (CAN) and the Union of South American Nations (UNASUR).

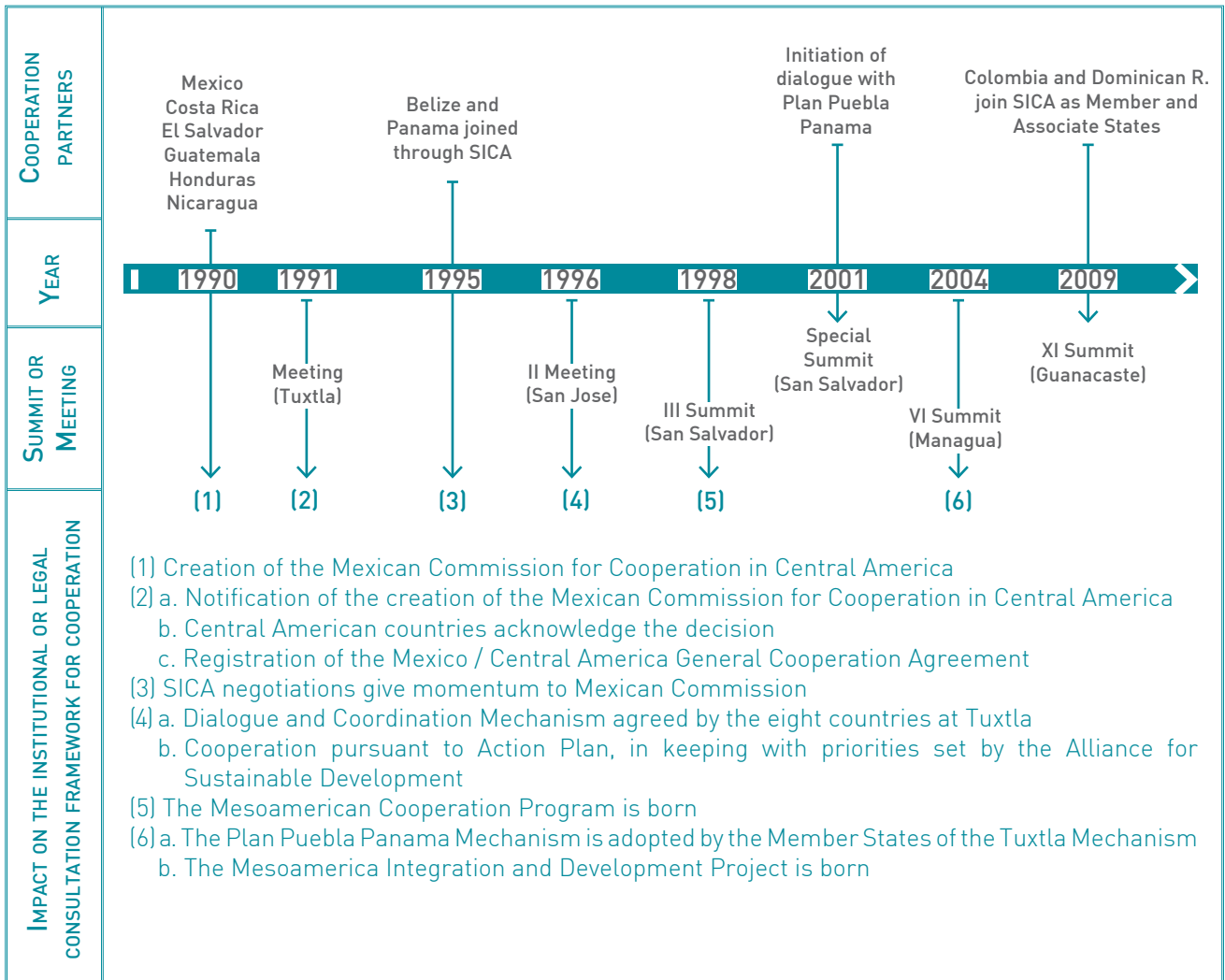
### IV.2.1. Mesoamerican Cooperation Program

The Mesoamerican Cooperation Program is a programmatic framework developed by Mexico in 1998 to promote technical cooperation with Central American countries. Structured around a series of projects, the program supports the development of this sub-region by sharing know-how and experience, and by building capacities in these countries in the following primary areas of interest: Agriculture and Livestock, Education and Culture, Environment, Health, Tourism, and Disaster Prevention.

Diagram IV.1 summarizes the evolution of the program, from its historical inception to the current format adopted in the late 1990s, as well as the legal and institutional framework that developed over time. Some historic milestones worth mention:

1. As far back as 1990, Mexico decided to create a Commission for Cooperation with Central American countries. This initiative was welcomed by the neighboring countries one year later, at the first Meeting of Heads of State and Government at Tuxtla (Chiapas), resulting in the signing of the first legal framework for the future Mesoamerican Program: the *General Cooperation Agreement* between the Governments of Costa Rica, Guatemala, El Salvador, Honduras, Nicaragua and Mexico.
2. A few years later, in 1995, country-by-country negotiations were replaced by a bilateral agreement between Mexico and the other countries of the region represented by the Central American Integration System (SICA). In addition to changing the formula for dialogue and negotiation, this step also expanded the effective scope of Mexico's cooperation with the addition of two new countries, Belize and Panama, both SICA members.
3. The following year, in 1996, Mexico convened another regional meeting in San Jose (Costa Rica) thought to give continuity to the 1991 initiative by creating the so-called *Tuxtla Mechanism for Dialogue and Coordination*. This high level political Forum between Mexico and the Central American countries emerged, as evidenced by the Declaration of San Jose itself, from the desire to achieve four goals,<sup>2</sup> one of which explicitly refers to the establishment of agreements on "*regional cooperation actions in all fields [and] support sustainable development*" (Tuxtla Mechanism for Dialogue and Coordination, 1996, p. 2).

**Diagram IV.1. Mexican Cooperation in Central America: institution-building process**



**Source:** SEGIB, based on Declarations of the Summits of Heads of State and Government of the Tuxtla Dialogue and Coordination Mechanism, web page of the Directorate General for Technical and Scientific Cooperation of the Foreign Ministry of Mexico ([http://dgctc.sre.gob.mx/html/coop\\_int\\_mex/fichas.html](http://dgctc.sre.gob.mx/html/coop_int_mex/fichas.html))

4. The 1996 Summit Declaration further stated that the cooperation programs resulting from this commitment should attempt to coordinate “*the priorities of the Central American countries, as expressed in the Alliance for Sustainable Development, with the cooperation possibilities offered by the Government of Mexico*” (Tuxtla Mechanism for Dialogue and Coordination, 1996, p. 6). These priorities were listed in the Plan of Action adopted by the meeting, and further elaborated at the subsequent Meeting of Foreign Ministers at Tegucigalpa in 1997.
5. With this background and in accordance with the sectoral priorities established in the Plan of Action, the *Mesoamerican Cooperation Program* was adopted by the Summit of San Salvador in 1998. Since then, the program has executed many projects and actions (with Mexico as the principal provider), with the following main characteristics:

- Interventions are agreed by Mexican institutions (officers and experts) and their Central American counterparts in the framework of the Summit Meetings, and by the Cooperation Officers of the eight participating countries.
- They are jointly conceived, negotiated, designed and executed by the partner institutions as they all stand to benefit.

6. There were no major changes to the policy framework in the following decade. However, two related events did occur:

- In 2001, the Tuxtla Mechanism sponsored the Puebla-Panama Plan (PPP). Subsequently, the *Mesoamerica Project* emerged following a dialogue between the two parties held in conjunction with the Sixth Summit in Managua (Nicaragua) in 2004. Despite the similarity in names, this *Project* should not be confused with the *Mesoamerican Program*: the *Program* provides technical cooperation and is funded by the Mexican government whereas the *Mesoamerica Project* primarily targets infrastructure investments, generally financed with international loans obtained through institutions such as the IDB, CABEL or CAF.
- In 2009, when Colombia and the Dominican Republic joined the SICA as Member and Associate State, respectively, they also became part of the Mesoamerican Program. The truly interesting outcome of this addition is that Colombia began to offer new cooperation projects to its partner countries under this programmatic framework. To avoid confusion, the Mesoamerican Program adopted the terms "Component Mexico" and "Component Colombia"<sup>3</sup> to differentiate between the two providers.

Table IV.2 shows nine of the Mexican projects undertaken in the framework of the Mesoamerican Program, reported by the countries as active in 2010. The Table lists the projects, describes their main components and objectives, and indicates which countries participated in each project. As noted, some relate to Education (distance, inclusive or intercultural); Health (disabilities); Environment (watershed management); Agriculture and Fisheries (agrifood safety and aquaculture farming techniques, respectively); Tourism (marketing support for goods and services); and Disaster Prevention (strengthening the statistical capabilities in the area of cartography).

Finally, Box IV.1 describes one of these projects, the Inclusive Education program (in its tenth year of execution, 2001-2011), for the purpose of furthering the integration of children with disabilities in regular schools. This experience was selected as an example because it illustrates two distinct issues: the degree of participation by all stakeholders in the project negotiation, formulation and implementation phases, and the process to coordinate the project with other institutional and strategic frameworks, such as the Program and the Plan.

**Table IV.2. Mesoamerican Cooperation Program (component Mexico), by project and cooperating country. 2010**

REGIONAL HORIZONTAL SOUTH-SOUTH COOPERATION PROJECTS	COMPONENTS AND OBJECTIVES	COOPERATING COUNTRIES									
		IBERO-AMERICAN COUNTRIES									OTHER
		COLOMBIA	COSTA RICA	EL SALVADOR	GUATEMALA	HONDURAS	MEXICO	NICARAGUA	PANAMA	DOMINICAN R.	BELIZE
Disability Prevention and Rehabilitation Update	Refresher course for human resources working in disability prevention and rehabilitation. Calls for implementing actions to prevent and control circumstances susceptible of causing a disability, i.e., a condition limiting or preventing a person from performing routine activities										
Support for the Tourism Sector to Develop and Market Products	Support for Central American national tourism agencies to develop cultural products, international events and categorization of tourism enterprises										
Training for Small- and Medium-Scale Fish Farmers in Central America	Train Central American coastal communities in techniques to prepare, construct and manage fish farms, to meet domestic consumption needs and reach a commercial level for aquaculture species										
International Training in Geography, Statistics and Informatics	Strengthen training for human resources at Central American governmental institutions involved in generating and analyzing statistical, economic and cartographic data										
Distance Education	Train human resources and provide advisory services to establish Distance Education Centers in the region, promoting the use of information and communication technologies to produce upper secondary and advanced course content for distance education										
Inclusive Education	Help strengthen inclusive education in Mesoamerican countries through the sharing of inclusive practices in the delivery of education										
Bilingual Intercultural Education (Indigenous Education)	Help raise the quality of education for indigenous people by strengthening, designing, developing and offering advisory services to formulate educational proposals that are culturally and linguistically relevant and appropriate for indigenous peoples, with a multicultural and bilingual approach										
Watershed Management	Encourage the sharing of experiences in integrated water management for catchment areas. Requirements: 1. Understand, review and analyze the structures, forms of organization and legal framework. 2. Encourage the participation of users, government authorities and organized society to find ways to tackle problems and seek solutions										
Food Safety in Agriculture, Aquaculture and Fisheries	Strengthen the regulatory framework in Mesoamerican countries for food safety in agriculture, aquaculture and fisheries. Requirements: 1. Understand and analyze safety legislation and technical capacity in each country. 2. Strengthen the regulatory framework. 3. Develop common technical criteria to promote increased trade										

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

## Box IV.1. Inclusive Education in Mesoamerica

In 2001, Mexico with Belize, Costa Rica, Guatemala, El Salvador, Honduras, Nicaragua and Panama decided to promote, within the framework of the Mesoamerican Cooperation Program, a project to facilitate the educational integration of children with disabilities. Although generally speaking most Mesoamerican countries already had adequate legal frameworks, the project was conceived to build a common framework to promote concrete and effective actions to ensure the educational inclusion of persons with disabilities.

From the outset, all participants worked hard to identify, negotiate, formulate and implement the project, in particular the Special Education Department of the Ministry for Public Education of Mexico and its counterpart institutions in the other countries. Developed through the identification and sharing of good practices, as well as inputs from experts, the various phases of project execution reveal the true commitment of all stakeholders. Specifically:

- In the early years (2001-04), the objective was to begin laying the groundwork to link inclusive education and general education, adopting a strategy to provide special attention to children with disabilities placed in a general education setting. To this end, the project focused on three aspects.
  - Create a Mesoamerican Inclusive Education Network (REMEI) comprised of Directors for Special Education and their technical teams. The aim was to train and counsel personnel at all levels of the basic education system in matters relating to integration.
  - Develop a series of educational resources (teaching material, guidance manuals for teachers and parents, didactic strategies, among others) for each country, according to their specific needs and lessons learned through the exchanges.
  - The Mesoamerican Declaration for Inclusive Education, adopted in September 2004, was to serve as a substantive standard for the project and the network of professionals.
- Work began in 2005 to turn the commitments embodied in the Declaration into reality. To this end, countries developed:
  - The Mesoamerican Action Plan for Inclusive Education, with new strategic lines;
  - The Regional Program for Inclusive Education (PREI).

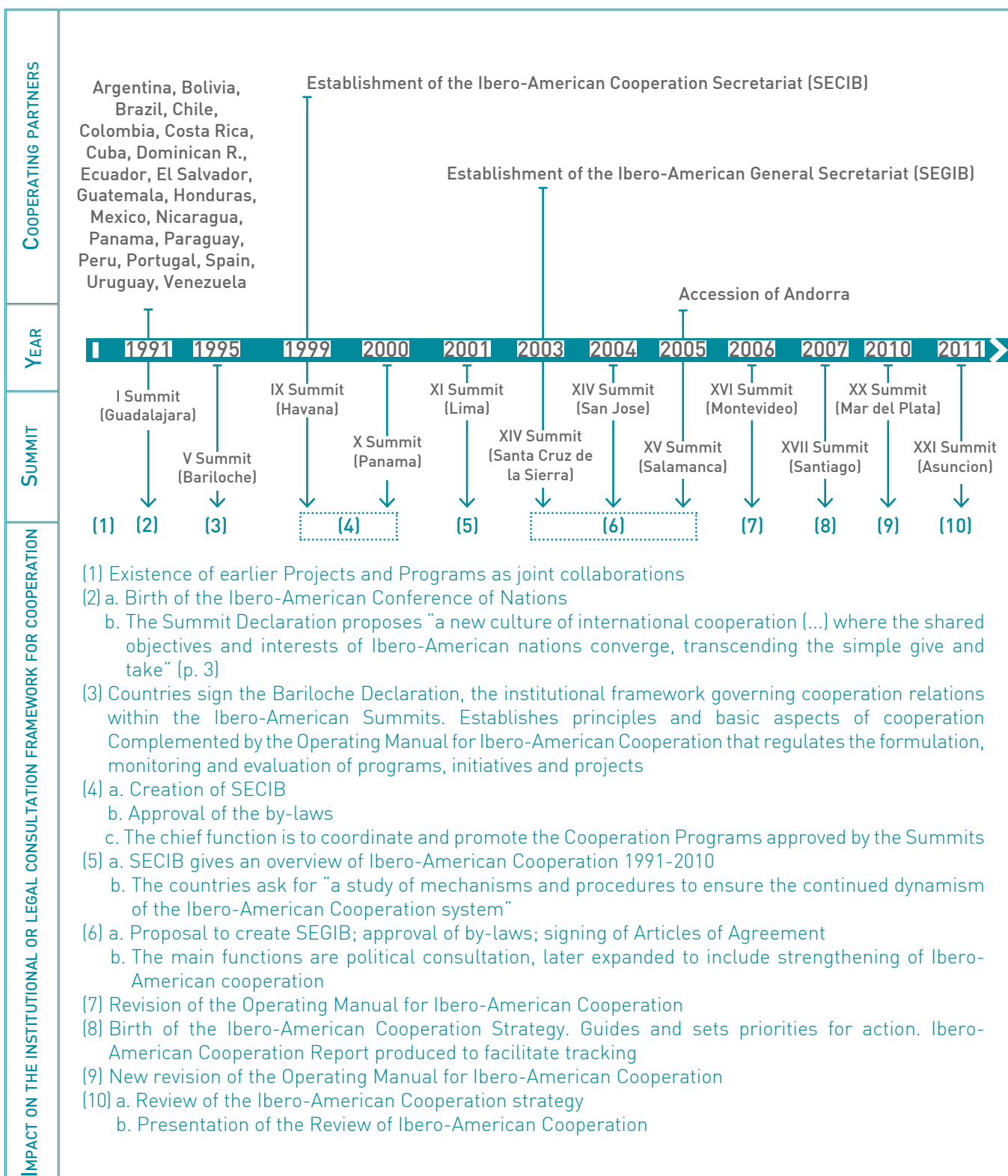
Both instruments evolved from an analysis of the situation of inclusive education and educational services in the countries, deepening an increasingly structural strategy based on the need to separate inclusive education from special education, placing it under the aegis of the general education system, and most especially the basic education authorities.

- In the 2007-2008 biennium, the focus turned towards coordinating the Plan, the Program and the Network. Specialists concentrated on more technical and operational issues to align basic education with the criteria for an inclusive educational approach. Progress was made towards a common regulatory framework, although each country developed an Operational Program (POP) according to its own diagnostic, prioritizing needs, objectives, goals and actions.
- In 2009-2010, emphasis was given to further enhance the diagnostic and evaluation capacity so as to make any necessary adjustments to the actions implemented through the PREI. Two key tools were developed to achieve this goal:
  - A Regional Information System on Inclusive Education (SIREI)
  - A Digital Library containing the principal legislative and regulatory documents in use in the region.

The project is evaluated and reviewed every two years. After a decade of continuous work, the progress, stakeholder participation in the countries, Mexico's financial contributions, and the fact that the achievements are consistent with international standards, will most likely assure program continuity.

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

**Diagram IV.2. Ibero-American institution-building process**



Source: SEGIB, based on Declarations of Ibero-American Summits (www.segib.org).

**Table IV.3. Selection of Ibero-American cooperation programs**  
**IV.3.A. Main features and outcomes**

IBERO-AMERICAN PROGRAMS	APPROVED AT SUMMITS OF HEADS OF STATE AND GOVERNMENT	OBJECTIVES
Ibero-American Educational and Cultural Television (TEIB)*	II Summit Madrid, 1992	Contribute to the development of Education, Science and Culture in Ibero-America through television and other ICTs
Science and Technology for Development (CYTED)*	V Summit San Carlos de Bariloche, 1995	Promote scientific research, technological development and innovation
IBERMEDIA	VI Summit Santiago and Viña del Mar, 1996	Strengthen Ibero-American audiovisual production through two annual funding award processes for audiovisual projects
IBERARCHIVOS (ADAI)*	VII Summit Oporto, 1999	Grants for the preservation, conservation and restoration of files as well as training grants and technical assistance
Literacy and Basic Education for Youth and Adults (PIA)*	XVI Summit Montevideo, 2006	Universalize literacy throughout the region by 2015, promoting basic education for youth and adults
IBERESCENA*	XVI Summit Montevideo, 2006	Promote theater and dance in Ibero-America through an annual process to award financial assistance for training, production, co-production, authoring and creation of works, and performing arts festivals
Human Milk Banks (IBERBLH)*	XVII Summit Santiago de Chile, 2007	Reduce child mortality through the introduction of Milk Banks in all Ibero-American countries
Pablo Neruda Post-graduate Academic Mobility	XVII Summit Santiago de Chile, 2007	Promote academic mobility for students and faculty at postgraduate programs of excellence
Integrated Wastewater Management	XVIII Summit San Salvador, 2008	Technology transfer and training in water management
Land Management (PROTERRITORIOS)*	XVIII Summit San Salvador, 2008	Improve the quality, efficiency and impact of land management policies and public spending
Strengthen South-South cooperation	XVIII Summit San Salvador, 2008	Strengthen and energize Ibero-American horizontal South-South cooperation, contribute to the quality and impact of actions, and raise awareness as to best practices

## Characterization and review of recent years (2005-2010)

Arranged in chronological order of approval

PRINCIPAL OUTCOMES IN THE PAST FIVE YEARS	PARTICIPATING COUNTRIES																						
	ANDORRA	ARGENTINA	BOLIVIA	BRAZIL	CHILE	COLOMBIA	COSTA RICA	CUBA	ECUADOR	EL SALVADOR	SPAIN	GUATEMALA	HONDURAS	MEXICO	NICARAGUA	PANAMA	PARAGUAY	PERU	PORTUGAL	DOMINICAN R.	URUGUAY	VENEZUELA	
→ Broadcasts 71 TV channels. Of particular note, the NCI Cultural News channel broadcasts 4,960 audiovisual shows and NCIwebTV has posted 12,221 videos. TEIB has trained over 100 audiovisual experts																							
→ CYTED helps support more than 60 thematic research networks (health, ecosystems, ICTs, energy, food and agriculture, industrial development, sustainable development, science and society). It also facilitated 238 joint innovation projects between companies and public and private R&D organizations (IBEROEKA)																							
→ The program has awarded 1,291 grants for audiovisual projects totaling more than 50 million euros. Some of the resulting films have won the Oscar for best foreign film, as well as awards at festivals such as Sundance, Cannes and Rotterdam. IBERMEDIA TV also helps broadcast Ibero-American movies on public television																							
→ Supported 439 projects worth 2.2 million euros, in areas relating to human rights, women, indigenous people and people of African descent, among others																							
→ The illiteracy rate in the region fell by 13%. Moreover, the child retention rate in basic education is now close to or above 90% in most countries																							
→ 723 grants were awarded, worth about 3.1 million euros																							
→ 237 Milk Banks established and 47 in process. The human breast milk collected at these Banks helps care for some 150,000 newborns a year																							
→ The pilot project mobilized 164 students and faculty members at 30 universities. The program is expected to grow to 105 universities and 595 academic moves in areas such as energy, agricultural and environmental sciences, engineering, ICTs, education, etc.																							
→ 738 technicians trained at a cost of 1.65 million euros. An Experimentation and Training Center will soon be established in the Department of Canelones (Uruguay) to promote technological development																							
→ Creation of the Ibero-American Observatory for Territorial Public Policies to monitor legislation, institutional structures, and evaluate public investment, as well as a databank to share territorial experiences. Courses helped train 320 technicians and provided technical advice to several governments in the region at their request																							
→ Methodological, conceptual and procedural advances in South-South cooperation, with capacity-building and training for professionals and experts of national Technical Cooperation Units. Countries exchanged fellowships in information systems, record-keeping and computation of international cooperation and South-South cooperation																							

Spanish acronyms. [\*] Central American countries also participate in the Pablo Neruda Post-Graduate Academic Mobility Program, but as a region, not as individual countries. **Source:** Prepared by Natalia Royo, Planning Department, Cooperation Unit of the Ibero-American General Secretariat (SEGIB), based on the document Review of Ibero-American and South-South Cooperation, presented at the XXI Ibero-American Summit of Heads of State and Government at Asunción (Paraguay), 28 and 29 October 2011.



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## IV.2.2. Ibero-American cooperation programs

Ibero-American Cooperation Programs (together with the associated projects and initiatives) are one of the instruments underpinning cooperation between the member countries of the Ibero-American Conference. They were manifestly horizontal from the very beginning, allowing them to “*transcend the simple give and take*” (Ibero-American Summit, 1991, p.3). These Programs are designed and executed jointly by all countries, with each partner contributing technical and/or financial resources according to its capacity.

A legal and institutional framework has gradually evolved around the Ibero-American Programs, in a manner similar to what happened with the Mesoamerican Program. Diagram IV.2 summarizes the milestones in the past 20 years, singling out those that have a bearing on Program recognition, how they interrelate with a strategy and imprint momentum on everything that characterizes and guides formulation, execution and completion (*Convention, Operating Manual*, the very birth of SEGIB). Some noteworthy milestones include:

1. Before the First Ibero-American Summit of Heads of State and Government held in Guadalajara, Mexico in 1991, the Ibero-American countries (current members minus Andorra whose accession was in 2005) had already undertaken several cooperation programs and projects. The Declaration of the Guadalajara Summit acknowledged those initiatives and started out on the path to institutionalization stemming from the principle of horizontality, in what would become a firm stand for “*a new culture of cooperation*” (Ibero-American Summit, 1991, p.3).
2. In keeping with these intentions, four years later, the V Summit in Bariloche (Argentina) adopted what grew to be the framework for all Ibero-American programs: the *Convention of Bariloche* regulating collaboration between countries, and its *Operating Manual* guiding program formulation, monitoring and evaluation. In fact:
  - a. The Bariloche Convention responded to the need for an institutional framework to regulate cooperation relations that were already highly developed in 1995. The Convention advocated appointing Ibero-American Cooperation Officers; validated cooperation based primarily on sharing experiences and know-how, technology transfer and training; and specified basic program requirements, such as seven participating countries as a minimum, financial and/or technical commitment by all parties; presentation for approval by an Ibero-American Summit; and compliance with the Operating Manual annexed to the 1995 Declaration.
  - b. The Operating Manual described the procedures for each step of program execution, from identification and approval to completion over a three-year term, and specified requirements for high quality execution. The intent was to ensure that programs would not only address regional challenges, but also seek to adapt to and integrate with national strategies and plans. The most recent revision of this document was adopted in 2010 by the XX Summit in Mar del Plata (Argentina).
3. The next major institutional step for Ibero-American Cooperation taken after the Bariloche Summit was the emergence of organizations responsible for coordinating, strengthening and energizing cooperation: the Ibero-American Cooperation Secretariat (SECIB) and its successor, the General Secretariat itself (SEGIB), with broader functions, whose articles of incorporation were respectively adopted at the Summits of Havana, Cuba (1999) and San Jose, Costa Rica (2004).

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4. Finally, the Seventeenth Summit in Santiago, Chile (2007) engendered the *Ibero-American Cooperation Strategy*, most recently revised at the XXI Summit in 2011. This strategy is the framework that, since 2007, guides and sets priorities to be targeted by programs. In addition, the Strategy reinforces the commitment to partnerships based on horizontality; prioritizes Education, Culture and Social Cohesion as areas for action, in addition to others identified at subsequent Summit meetings; streamlines collaboration between countries; and promotes synergies and links with other Ibero-American agencies and with prior Cooperation Programs.

Furthermore, the Strategy laid the foundation for program evaluations, and was the driving force behind the development of the annual *Ibero-American Cooperation Report*. As a result of the work carried out under this new strategic framework, today we have systematized data for all programs, with data as to participating countries, country roles, objectives, outcomes, operational issues to be improved. Tables IV.3 describe some of the programs in execution in 2010, arranged chronologically since the last Summit at which they were approved. The information highlights key outcomes for each program in the 2006-2010 period. It amounts to a summary of the *Review of Ibero-American Cooperation*, presented by SEGIB at the XXI Summit of Heads of State and Government at Asuncion (Paraguay) in late October 2011.

### **IV.2.3. Andean and South American experiences**

Based on reporting by Ibero-American cooperation agencies and/or bureaus, there was a fair amount of regional horizontal South-South cooperation activity in the Andean and southern regions of the hemisphere. Table IV.4 and Box IV.2 briefly describe six cooperation programs selected as representative of other regional institutional frameworks.

In regards to these programs:

1. The institutional formats include four regional triangulations (three with Brazil and one with Chile as principal provider) and two programs implemented under the CAN and UNASUR regional intergovernmental unions.
2. Providers in the other triangulations differ case by case. Brazil partnered with international organizations and United Nations specialized agencies such as FAO, ILO, UNAIDS and UNICEF, and sometimes even partnered with more than one agency at a time. Chile partnered with Germany to execute its cooperation.
3. As for the recipients, in addition to Andean and South American countries (Bolivia, Colombia, Ecuador, Peru and Venezuela, on the one hand; Brazil, Chile, Argentina, Paraguay and Uruguay, on the other), the cooperation extended as far as Central America (El Salvador, Guatemala, Nicaragua and Panama), and to countries outside of the Ibero-American community (Jamaica, Guyana, Surinam and East Timor).
4. In most programs, the Ibero-American provider countries concentrated their activity on transferring know-how, technical assistance, sharing experiences, and training. Their partners, especially the United Nations specialized agencies, not only shared their experiences and profiles to provide technical support, but also their regional offices in recipient countries to provide logistical support on the ground.

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5. Different financing formulas were used for these programs. Two programs were country-financed (the UNASUR program and Brazil's triangulation with the ILO); two more through special Funds (the Brazil-FAO International Cooperation Fund; the Germany-Chile Triangular Cooperation Fund); a fifth program, administered by the CAN, resorted to external support from the Finnish cooperation; lastly, Brazil's program supported by UNAIDS and UNICEF, combined contributions from the three partners with appeals for new external contributions.
  
  6. Finally, half of the programs evolved as regional replications of prior successful bilateral cooperation efforts (Germany-Chile and Finland-Peru) or even national policies (Brazilian experience to implement and manage school meal programs). In any event, all the programs were redesigned to meet the specific needs of each recipient country, or adapted to fulfill national strategies and plans. They also aimed to address common problems with a regional approach. This observation is confirmed by a review of program objectives. Specifically, the programs tackled regional problems in the areas of childhood (nutrition and schooling on the one hand, eliminating the worst forms of child labor, on the other); public health systems and response to specific diseases such as Chagas, dengue and Acquired Immunodeficiency Syndrome; combating poverty through better management of biodiversity in shared territories such as the Amazon; or scaling-up product and services measurement systems to improve and increase trade between Latin American countries.

**Table IV.4. Selection of regional horizontal South-South cooperation programs in the Andean and South American regions. 2010**

RHSSC PROJECT OR PROGRAM	INSTITUTIONAL FRAMEWORK	ACTORS AND ROLE		OBJECTIVE	BRIEF DESCRIPTION
		PRINCIPAL PARTNERS	OTHER ACTORS		
Project to Strengthen National School Meal Programs	Initiative for <i>Hunger Free Latin America and Caribbean 2025</i> – Brazil / FAO International Cooperation Fund	Technical transfer: Brazil. Supervision and support from FAO Regional and National Offices	Ibero-American recipients: Bolivia, Colombia, El Salvador, Guatemala, Nicaragua, Paraguay, and Peru. Other recipients: Jamaica	Develop a new school meals vision through activities to strengthen both the School Nutrition Program institution-building process and the associated Food Security Policies	The project has two lines of work. Line 1: Advice for the implementation of educational projects linking food and nutrition, environment and learning. Line 2: Enhance food production and marketing policies for School Meal programs through direct purchase from family farmers. This is achieved through courses, advisory services, technical assistance, school gardens, etc.
Program for South-South Cooperation in Social Security and Child Labor	ILO Hemispheric Agenda for Decent Work -- Supplemental Agreement for South-South and Horizontal Cooperation between Brazil and the ILO	Technology transfer and funding: Brazil. Technical transfer and logistical support: ILO	Ibero-American recipients: Bolivia, Ecuador, and Paraguay Other recipients: East Timor	Promote decent work; eradicate the worst forms of child labor by 2015; strengthen social protection (20% increase in coverage from 2005 to 2015)	The program is based on sharing experiences between Brazilian institutions and local counterparts. The exchange is performed in close coordination with employer associations and worker unions
<i>Magnitud Fuerza</i> (a program to improve metrological services)	Germany / Chile Triangular Cooperation Fund	Technical assistance, training and shared funding: Chile and Germany	Ibero-American recipients: Bolivia, Colombia, Ecuador, Peru, Panama, Paraguay, and Uruguay	Improve the capacity of local metrology services in the region, especially for products and services marketed by small and medium enterprises. This has a positive impact on trade as it ensures products comply with quality standards	The program stems from a regional replication of a project developed by Germany in Chile. That technical cooperation allowed Chile to create a network of calibration and testing laboratories for the measurement of tradable goods, as well as train professionals. Through the program, Germany and Chile now provide technical assistance and share their experience with recipient countries
<i>BioCAN</i> Program (Biodiversity in the Andean Amazon region)	Regional Program of the Andean Community of Nations (CAN)* - Regional Biodiversity Strategy for the Tropical Andean Countries (ERB)*	Administration: CAN. Financing: Finland. Providers: Bolivia, Colombia, Ecuador, and Peru	Ibero-American recipients: Bolivia, Colombia, Ecuador, and Peru	Improve the quality of life of the Andean Community countries, especially the population living in the Amazon, through sustainable management of biodiversity	The program replicates the BIODAMAZ implemented by Finland in the Peruvian Amazon. It is in keeping with the CAN (Regional Biodiversity Strategy for the countries in the Andean tropics and the Andean Environmental Agenda), as well as country National Strategies. It comprises four components: Capacity-building for environmental management; building a Biodiversity Information System; improving land use planning; incentives for sustainable management of resources
Program of the South American Health Governance Institute (ISAGS) *	Union of South American Nations (UNASUR)*	All UNASUR member countries are both provider and recipient. Ibero-American: Bolivia, Brazil, Chile, Colombia, Ecuador, Paraguay, Peru, Uruguay, and Venezuela; Others: Guyana and Surinam		Strengthen the generation and consolidation of South American public health proposals	Combines collaboration to identify common problems and their solutions with training, workshops, technical assistance and consultancy on these matters. Notable examples: achievements in tackling Chagas disease and dengue

\*: Spanish acronyms.

Source: SEGIB, based on reporting from cooperation agencies and/or bureaus; [www.agci.cl](http://www.agci.cl) and [www.comunidadandina.org](http://www.comunidadandina.org)

## Box IV.2. Regional HIV/AIDS Technical Horizontal Cooperation Program

Brazil launched the National HIV/AIDS Program in the mid 1980s. Based on a novel therapy combining preventive measures for at-risk groups with treatment through universal free provision of antiretrovirals, the program quickly proved its effectiveness, thus becoming a global benchmark.

In light of these achievements, Brazil soon began to receive requests from developing countries wanting to learn from their experience and replicate the program in their own realities, if possible. To respond to these demands, the Brazilian government decided in 2004 to join efforts with the Joint United Nations Programme on HIV/AIDS to achieve universal access to HIV prevention, treatment and care (UNAIDS), and establish the International Center for Technical Cooperation on HIV/AIDS (CICT) in Brasilia. The CICT – presently employing more than 200 professionals – developed a Technical Horizontal Cooperation Program to help countries requesting assistance to strengthen their national programs to fight AIDS. The program comprises the following components:

1. Training (usually in Brazil) for partner country officers;
2. Free provision of antiretrovirals (Brazil manufactures generic drugs);
3. Send professionals to support national actions for HIV prevention, treatment and care;
4. Technical assistance and logistical support for voluntary counseling and testing;
5. Delivery of relevant publications to train health care providers.

UNAIDS, and more recently UNICEF, teamed up with Brazil, providing technical and logistical support on the ground through their local and regional offices. They also provide financial support, either with their own funds or through appeals for contributions from other UN agencies.

Countries requesting this cooperation develop an initial plan to meet their specific needs and priorities. The individual plans are reviewed before beginning the joint work. Brazil and the requesting countries agree on the needs to be addressed and the cooperation program components to be executed in each country, according to the local context and national reality. The partners commit to strengthen their national programs to fight AIDS and to prioritize, within those programs, the treatment of children, adolescents, pregnant women and their partners.

In 2010, the International Center for Technical Cooperation (CICT) was executing the cooperation program in seven countries: three in Latin America (Bolivia, Nicaragua and Paraguay) and four in Portuguese-speaking countries in Africa and Asia (Cape Verde, Guinea Bissau, East Timor, and Sao Tome and Principe). After several years of execution, the achievements of the Brazilian program often led to subsequent cooperation between the other countries. This was the case in Latin America where recipient countries shared experiences in 2010: Nicaragua shared with Bolivia and Paraguay the HIV/AIDS clinical protocol developed through Brazil's cooperation

**Source:** cooperation agencies and/or bureaus; link to the web site of the Ministry of Health of Brazil (<http://www.aids.gov.br/es/noticia/centro-internacional-de-cooperacion-tecnica-en-hivsida-cictsida-0>).

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#### IV.2.4. Lessons learned

The greater conceptual precision applied to regional horizontal SSC reporting this year, as a result of discussions at the methodological workshop in Lima (Peru) in March 2011, has made it possible to identify regional interventions that fulfill all the required criteria. Several lessons were drawn from a review of the cases studied. In particular and according to the criteria underlying the new definition:

1. **Cooperation Programs** serve as an instrument to identify what is going on in the world of regional horizontal South-South cooperation. Not only do they help standardize reported data, but they lay the groundwork for listing all experiences, a necessary step for systematization that will ultimately allow measurement in terms of "units". However, countries did not only report programs: they included projects, perhaps because the line between a program and a project is blurred, suggesting the need to further refine the conceptual definition of these two instruments.
2. All programs involved **at least three developing** playing different but well defined roles. In some cases, such as the Mesoamerican and Ibero-American programs, government agencies were the lead partners. In others, governments of other nations or even intergovernmental agencies played important roles. In yet other cases, other non-state actors were involved, mostly civil society organizations.
3. The **regional approach** prevailed **both in terms of objectives and strategy**. In fact, the problems addressed were common to all participating countries. Moreover, in many cases, the regional nature of problems was reflected in the manner these programs were adapted to national plans and strategies as well as to broader agreements in which countries set the same priorities by consensus. As a consequence of such adaptations, projects, programs, and other more general plans or strategies were highly coordinated.
4. Cooperation was **jointly agreed and designed** by all parties. It can safely be inferred that participation by all stakeholders in the various program phases, from identification to formulation and execution, was a constant factor in all horizontal South-South cooperation reviewed in this section.
5. Finally, **programs were generated within a more or less elaborate but always present institutional framework**. The major difference lies in the final formulation of the institutional framework, ranging from regional bilateral and triangular programs, to programs executed under the umbrella of a consultative process.

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### IV.3. Official Development Assistance (ODA) and strengthening Regional Horizontal South-South Cooperation: the Case of Spain

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The previous edition of this Report, for the first time, approached the analysis of regional horizontal South-South cooperation from a new perspective: the likely importance of traditional Official Development Assistance (ODA) funds to strengthen this form of cooperation. Spain is an illustrative case in point. In an exercise to identify the proportion of Spain's total funding for Latin American regional organizations, we determined that about half, (i.e., US\$35 million in 2009) was explicitly allocated to support regional, horizontal and South-South projects (SEGIB, 2010).

In keeping with this reasoning, the present edition of the Report reviews what happened with Spanish ODA allocated in 2010 to Ibero-American organizations (COMJIB, OEI, OIJ, OISS and SEGIB) and other subregional entities (CAN, MERCOSUR and SICA). Tables IV.5 list programs and projects executed under these consultative frameworks that fulfill the regional horizontal South-South cooperation requirements. The tables also include the following information for each organization:

- Volume of funds received from Spanish cooperation explicitly allocated to strengthening regional horizontal South-South cooperation.
- The legal and/or institutional frameworks that approved the funds.
- The mechanisms used for this cooperation (such as sharing experiences, advisory services, technical assistance, training, intergovernmental policy coordination, replication of good practices and support for public policies).

The tables also show that total Spanish ODA contributions for this purpose in 2010 exceeded US\$28 million: about US\$22.125 million for Ibero-American organizations, and US\$6.05 million for others.

Tables IV.6 were developed to take a deeper look into not only the specific destination of the ODA but also how the cooperation was articulated. The information regarding each regional body was rearranged in tables IV.6.A for Ibero-American organizations and IV.6.B for others, showing how these specific regional horizontal South-South cooperation programs and projects were identified, negotiated, formulated and eventually funded with support from Spanish ODA. The analysis of these tables reveals that Spain did not limit its role to transferring funds but rather financial contribution was part of an overall strategy that ensured Spain's full participation, alongside its counterparts, in each phase of the cooperation.

**Table IV.5. Spain's contribution to regional horizontal South-South cooperation through ODA. 2010**  
**IV.5.A. Ibero-American organizations**

REGIONAL AGENCY /CONSULTATIVE PROCESS BENEFITTING FROM THE FUNDS	STRENGTHENING HORIZONTAL SOUTH-SOUTH COOPERATION			
	VOLUME OF FUNDS (US\$)	FRAMEWORK FOR FUNDING APPROVAL	MECHANISMS FOR STRENGTHENING HORIZONTAL SOUTH-SOUTH COOPERATION	LIST OF PLANS, PROGRAMS AND PROJECTS SUPPORTED BY THESE FUNDS
Ibero-American Programs and Ibero-American General Secretariat (SEGIB)	14,490,881	Summit of Heads of State and Government; Joint Committee; Memorandum of Understanding between the SECI and SEGIB (2010)	<ul style="list-style-type: none"> <li>•Share public policy experiences</li> <li>•Coordinate intergovernmental policies</li> <li>•Technical Assistance between countries</li> <li>•Training for government officials, experts and policy-makers</li> </ul>	<ul style="list-style-type: none"> <li>•Strategy for the Ibero-American Knowledge Area (EIC)</li> <li>•Program for Technology Transfer and Training in Integrated Water Management</li> <li>•Project with the UIM - <i>Union Iberoamericana de Municipalistas</i> (union of mayors and municipal officers)</li> <li>•IBERMUSEOS program</li> <li>•Ibero-American Program to Strengthen South-South Cooperation</li> <li>•Center for Strategic Urban Development (CIDEU)</li> <li>•Land Management Program - PROTERRITORIOS</li> <li>•IBERPYPE program</li> <li>•<i>IberBibliotecas</i> (public libraries) Cooperation Program (PICBIB)</li> <li>•Ibero-American Program of Science and Technology for Development (CYTED)</li> <li>•Ibero-American Innovation Program</li> </ul>
Organization of Ibero-American States for Education, Science and Culture (OEI)	6,667,701	Memorandum of Understanding AECID-OEI (2007)	<ul style="list-style-type: none"> <li>•Share public policy experiences</li> <li>•Technical Assistance between countries</li> <li>•Training for professionals</li> <li>•Replication of good practices</li> <li>•Institutional cooperation, develop and build training capacities</li> </ul>	<ul style="list-style-type: none"> <li>•Program to develop and modernize Technical and Professional Education in Ibero-America</li> <li>•Ibero-American Program to "Support Basic Education Quality"</li> <li>•Ibero-American Project for Educational Inclusion</li> <li>•2021 Educational Goals Program</li> <li>•Cultural cooperation plan</li> <li>•Program to develop the Advanced University Studies Program - OEI</li> <li>•Scientific Cooperation Program for sustainable development in Ibero-America</li> <li>•Ibero-America Program for Scientific Dissemination and Culture</li> <li>•Pablo Neruda Academic Mobility Program</li> <li>•Program to consolidate the Ibero-American Knowledge Area (EIC)</li> </ul>
Conference of Ministers of Justice of Ibero-American countries (COMJIB)	782,892	Memorandum of Understanding between Ministry of Foreign Affairs and Cooperation (MAEC) and COMJIB (2010)	<ul style="list-style-type: none"> <li>• Technical Assistance between countries</li> <li>• Intergovernmental policy coordination</li> <li>• Exchange of public policy experiences</li> </ul>	<ul style="list-style-type: none"> <li>• Program to care for women victims of gender violence in Bolivia</li> <li>• Program to harmonize legislation against organized crime</li> <li>• Simplification of extradition</li> <li>• Ibero-American Convention on the Use of Video Conferencing for Juridical Cooperation between Justice Systems</li> <li>• Program to Reform the Correctional Systems. Components: Human rights; Gender in prisons; Electronic bracelets</li> <li>• IberRed program (Juridical Cooperation Network)</li> <li>• Justice Observatory</li> </ul>
Ibero-American Social Security Organization (OISS)	132,680		<ul style="list-style-type: none"> <li>• Intergovernmental policy coordination</li> </ul>	<ul style="list-style-type: none"> <li>• Ibero-American Social Security Agreement</li> </ul>
Organization of Ibero-American Youth (OIJ)	49,064		<ul style="list-style-type: none"> <li>• Exchange of public policy experiences</li> </ul>	<ul style="list-style-type: none"> <li>• Ibero-American System of Youth Indicators - IBEROSTAT</li> </ul>
<b>Ibero-American total</b>	<b>22,123,218</b>	<b>-</b>	<b>-</b>	<b>-</b>

\*Spanish acronyms



**Table IV.5. Spain's contribution to regional horizontal South-South cooperation through ODA. 2010**

**IV.5.B. Other subregional organizations**

REGIONAL AGENCY /CONSULTATIVE PROCESS BENEFITTING FROM THE FUNDS	STRENGTHENING HORIZONTAL SOUTH-SOUTH COOPERATION			
	VOLUME OF FUNDS (US\$)	FRAMEWORK FOR FUNDING APPROVAL	MECHANISMS FOR STRENGTHENING HORIZONTAL SOUTH-SOUTH COOPERATION	LIST OF PLANS, PROGRAMS AND PROJECTS SUPPORTED BY THESE FUNDS
Central American Integration System (SICA)	3,401,180	III Joint Committee Spain-SICA Fund	<ul style="list-style-type: none"> <li>• Create joint negotiation mechanisms</li> <li>• Share public policy experiences</li> <li>• Strengthen public policy</li> <li>• Technical assistance and advice</li> <li>• Generate capacities</li> </ul>	<ul style="list-style-type: none"> <li>• Strategy to Enhance Regional Health Management and Information</li> <li>• Institutional Strengthening Project for implementation of the Central American Regional Environmental Plan</li> <li>• Plan to support several components of the Central America and Mexico security strategy: a. Legal cooperation; b. Strengthen and modernize police institutions; c. Tourism security</li> <li>• Plan to support regional strategies in agriculture, rural development and food security. Components: a. Institutional Strengthening; b. Support for implementation of ECADERT; c. Regional Coffee Quality Program; d. <i>Mangle</i> Corridor Project</li> </ul>
Andean Community of Nations (CAN)	1,326,800	Memorandum of Understanding between the SGCAN and AECID (2006). Renewed in July 2010	<ul style="list-style-type: none"> <li>• Promote bilateral projects and actions (country to country), coordinating and developing activities with regional value and impact</li> </ul>	<p>Spanish Cooperation (AECID), together with the CAN, executes the Andean Regional Program (PRA). Activities in 2010 include:</p> <ul style="list-style-type: none"> <li>• Sharing of experience in cross-border solid waste projects. Providers: Ecuador and Colombia; Recipients: Bolivia and Peru</li> <li>• Internship for potato growers. Provider: Colombia; Recipients: Bolivia and Peru</li> <li>• Sharing experiences in food security for indigenous peoples. Provider: Peru; Recipients: Bolivia, Colombia and Ecuador</li> <li>• Agroecological Peasant Farming Project. Provider: Ecuador; Recipients: Bolivia, Colombia and Peru</li> <li>• Sharing experiences in strategies to overcome poverty and infant malnutrition. Providers: Bolivia, Ecuador and Colombia; Recipient: Peru</li> <li>• Tourism Satellite Account Project (all were providers and recipients)</li> <li>• Project to analyze changes in land use dynamics (all were providers and recipients)</li> <li>• Application of social and labor instruments. Provider: Peru; Recipients: Bolivia, Colombia and Ecuador</li> <li>• Project to Support the Andean Community in the area of synthetic drugs. Provider: Peru; Recipients: Bolivia, Colombia and Ecuador</li> <li>• Project to Support Economic and Social Cohesion in the Andean Community (all were providers and recipients)</li> </ul>
Southern Common Market (MERCOSUR)	1,326,800	Memorandum of Understanding MERCOSUR - AECID (2008). Project approved by the Common Market Group	<ul style="list-style-type: none"> <li>• Support the design and implementation of public policies</li> <li>• Provision of inputs, tools and know-how</li> <li>• Training</li> <li>• Exchange of experiences</li> </ul>	<ul style="list-style-type: none"> <li>• Project to promote cooperative movements in the Southern Cone as instruments for social inclusion and to generate decent work</li> <li>• Project for territorial integration of production sectors in the framework of the Permanent Regional Observatory for MERCOSUR Production Integration</li> <li>• Institution-building and gender mainstreaming in MERCOSUR</li> <li>• Project to implement an Environmental Information System for MERCOSUR</li> <li>• Project to Implement a MERCOSUR Health Systems Observatory</li> </ul>
<b>Total Other</b>	<b>6,054,780</b>	<b>---</b>	<b>-</b>	<b>-</b>

\*: Spanish acronyms. Note: Funds listed here do not account for all Spanish Cooperation contributions to the above Regional Organizations, but only the portion of Spanish contributions applied in 2010 to projects and/or programs executed as regional horizontal South-South cooperation. **Source:** SEGIB, based on Spanish Agency for International Development Cooperation (AECID) data.

**Table IV.6. Identification, negotiation, formulation and funding of RHSSC programs supported by Spanish ODA, listed by consultative process**

**IV.6.A. Ibero-American organizations**

CONSULTATIVE PROCESS BENEFITTING FROM THE FUNDS	RHSSC PROGRAMS SUPPORTED WITH SPANISH FUNDS			
	<i>GENESIS AND IDENTIFICATION</i>	<i>NEGOTIATION</i>	<i>FORMULATION</i>	<i>FINANCING</i>
Ibero-American programs and Ibero-American General Secretariat (SEGIB)	<ul style="list-style-type: none"> <li>• Arise from proposals by Cooperation Officers, Ministerial Meetings and other forums</li> <li>• In most cases, proposals become Mandates of the Ibero-American Summits of Heads of State and Government, the body that adopts Ibero-American Programs</li> </ul>	Programs are negotiated by the participating countries through their Intergovernmental Committee, but specific funding is provided by the line ministries or the Spanish Agency for International Cooperation (AECID)	Programs are formulated jointly by all member countries of the Program, through the Technical Secretariat	Funded from resources committed by member countries
Organization of Ibero-American States for Education, Science and Culture (OEI)	Proposed by the OEI or participating countries	Negotiated at the Joint AECID-OEI Committee	Projects are formulated by the OEI as well as the participating Ibero- American countries, in coordination with their Ministries of Education	Financed with contributions from the Spain-OEI Fund
Conference of Ministers of Justice of Ibero-American countries (COMJIB)	<p>Programs go through several phases:</p> <ul style="list-style-type: none"> <li>• The COMJIB Lines of Work are set by mandate from the Ministers of Justice ("Access to justice," "Penitentiary System Reform" and "New Technologies applied to the Administration of Justice", among others)</li> <li>• Countries select the Line they wish to adopt</li> <li>• Once the Lines are set up, member countries decide which programs to promote</li> </ul>	<p>Programs are negotiated by:</p> <ul style="list-style-type: none"> <li>• Countries participating on the relevant Line of Work, who then agree on the objectives and basis</li> <li>• The COMJIB and Justice Ministries of member countries</li> </ul>	The programs are based on a joint development between the COMJIB and Ministries of Justice of the participating countries	Financed with contributions from the AECID-COMJIB Fund
Ibero-American Social Security Organization (OISS)	Decided at the V Conference of Ministers and High Level Authorities for Social Security, held in 2005 in Segovia (Spain)	The Ibero-American countries negotiate the terms with support from the OISS	The OISS was tasked with formulation, in coordination with the Ministries for Social Security from all participating countries	Financed with contributions from the AECID-OISS Fund
Organization of Ibero-American Youth (OIJ)	Arise from mandates of the Summit of Ibero-American Heads of State and Government	Ibero-American member countries participate through the Meetings of Ministers for Youth	In the specific case of the program adopted in 2010, the ministerial meeting decisions were developed by a working group composed of the OIJ, ECLAC and UNFPA, along with Mexico, Chile, Spain and Dominican R.	Financed with contributions from the AECID-OIJ Fund

**Table IV.6. Identification, negotiation, formulation and funding of RHSSC programs supported by Spanish ODA, listed by consultative process**  
**IV.6.B. Other subregional organizations**

CONSULTATIVE PROCESS BENEFITTING FROM THE FUNDS	RHSSC PROGRAMS SUPPORTED WITH SPANISH FUNDS			
	<i>GENESIS AND IDENTIFICATION</i>	<i>NEGOTIATION</i>	<i>FORMULATION</i>	<i>FINANCING</i>
Central American Integration System – SICA	<p>Programs and Projects in 2010 were decided through the Spain-SICA 2006-2009 Fund evaluation process and the 2010-2013 Fund negotiations. All are aligned with the SICA strategic and programmatic framework, by sector. Thus, cooperation in 2010 financed programs such as:</p> <ul style="list-style-type: none"> <li>• The Health Agenda for Central America and Dominican R. adopted by the Council of Health Ministers</li> <li>• The Regional Environmental Plan III (PARCA) of the Central American Commission for the Environment and Development</li> <li>• The Central American Integrated Risk Management Policy</li> <li>• The Central American Security Strategy</li> <li>• The Central American Rural Territorial Development Strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Negotiations involved different actors, as appropriate: Secretariat of the Council of Ministers, Central American Security Commission, Secretariat of the Central American Agricultural Council, among others</li> <li>• The SICA counterpart and Spanish Cooperation work jointly to identify consult and formulate programs</li> <li>• The priorities identified are consistent with the strategy papers</li> <li>• The appropriate form of Spanish Cooperation is then selected</li> <li>• A Joint Committee finalizes the negotiations</li> </ul>	<p>There are different variants according to the type of counterpart. Two examples:</p> <ul style="list-style-type: none"> <li>• Technical Secretariat of the Council of Ministers. The Secretariat formulates the program in accordance with the priorities specified in sector strategies. Programs are executed according to a common managing-for-results model developed by AECID</li> <li>• Sectoral Committees: A workshop meets to identify priorities; external consultants prepare a draft formulation; the Committee holds several review and consultation meetings to approve the draft</li> </ul>	<p>All projects are financed through the Spain-SICA 2010-2013 Fund</p>
Community of Andean Nations – CAN	<p>The AECID-CAN Regional Andean Program was established pursuant to the Second Master Plan 2005-2008, which stated the desirability of an Andean cooperation program</p>	<p>The existing institutional structure was used:</p> <ul style="list-style-type: none"> <li>• The existing dialogue with Andean countries</li> <li>• Bilateral Programs between the Spanish Cooperation and Bolivia, Ecuador, Peru and especially Colombia (“country targeted for attention”)</li> <li>• This happened at a time of increased funding for multilateral agencies</li> </ul> <p>In this context, it was considered important to consolidate these activities in a cooperation program to complement existing actions and to strengthen sub-regional development</p>	<p>A specialist was contracted to formulate projects. This contract was financed from AECID-CAN Cooperation Program funds</p>	<p>State subsidy for an International agency</p>
MERCOSUR	<p>Programs and Projects are proposed by MERCOSUR counterparts (Specialized Meetings for Women – REM*; Cooperatives – RECM*; or Family Farming – REA*; Meetings of Ministers – RM*; Production Integration Group – GIP*; and Working Sub-Groups – SGT*, etc.), based on concrete proposals from Technical Secretariats, civil society where applicable, or ministries of member countries</p>	<p>The process includes:</p> <ul style="list-style-type: none"> <li>• Meetings and workshops</li> <li>• The outcomes are then used to determine project content and priorities</li> <li>• The final version is approved by the Common Market Group (GMC)</li> </ul>	<ul style="list-style-type: none"> <li>• Participants include members of the MERCOSUR counterpart: representatives, government experts, delegates from civil society organizations</li> <li>• The program or project is formulated by a specialist. The specialist may be contracted with MERCOSUR-AECID Cooperation Program funds, or seconded by government agencies from a member country.</li> </ul>	<p>Programs and projects are financed in the framework of the MERCOSUR-AECID (2008-2011) Program. Sometimes these funds are supplemented with contributions from member countries or other donors (e.g., the Andean Development Corporation –CAF)</p>

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

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With regard to the above, the following is worth noting:

1. An **institutional and legal framework** regulates Spain's collaboration with these regional organizations, both in regards to granting funds and participating in all phases of project execution. The relationship with counterparts is usually formalized through a memorandum of understanding, the creation of a joint committee, the establishment of a Cooperation Fund between the Spanish Agency for International Development Cooperation (AECID) and other relevant bodies, or the promotion and management of regional programs.
2. In almost all the processes, the **genesis and identification** of regional horizontal South-South cooperation programs and projects supported by Spanish ODA share two common denominators:
  - a. Specific initiatives are usually proposed by the regional organizations pursuant to decisions taken at a higher level, such as meetings of Cooperation Officers or Ministerial Meetings in the case of Ibero-American programs; the Sectoral Committees and Council of Ministers for the SICA; Working Groups and Specialized or even Ministerial Meetings, in the case of MERCOSUR.
  - b. Proposals are usually presented for review and approval by the higher decision-making body: the Summit of Heads of State and Government in the case of Ibero-America; or the Common Market Group (known by the Spanish acronym GMC) in the case of MERCOSUR.
3. **Negotiations** are between the AECID and the appropriate counterpart. The outcomes of these negotiations conform to two sets of constraints. The most visible limitations relate to the sectoral strategies agreed by the parties, reflected in the institutional and legal frameworks governing the collaboration. Thus, frameworks must observe both the sectors supported by Spanish cooperation and the priorities espoused by the counterpart organization.
4. The **formulation** of Programs and Projects ultimately agreed will differ according to the type of institution:
  - a. In the case of Ibero-American institutions, the formulation is often a joint effort between the agency (or program Technical Secretariat, if applicable) and the country representatives (usually the line ministry).
  - b. Other regional bodies have different formulation mechanisms. However, the most frequent is a two-step approach: first, participants meet to determine the general program lines and priorities (sometimes at discussion workshops); second, determine the technical specifications, a task sometimes outsourced (i.e., external experts or consultants financed by Spain or experts in the member countries).
5. Finally, **funding** complies with the general terms agreed at the Joint Committees and is always in accordance with the provisions of the legal and institutional frameworks. Funds are generally earmarked by the AECID to these entities, although sometimes the contributions may arrive through a different channel, such as participating Spanish Ministries or state subsidies for these entities.

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## NOTES

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- 1- As explained further down, the *Mesoamerican Program* (part of the Tuxtla Mechanism, based on technical cooperation between Mexico and Central America) must be distinguished from the *Mesoamerica Project* (successor to the Puebla-Panama Plan, dedicated to cooperation in infrastructure).
- 2- Specifically, page 2 of the Declaration states the following purposes: “Regularly and systematically review the many regional, hemispheric and global issues of common interest, agree on joint positions for presentation at multilateral forums; advance the establishment of a free trade area; promote joint economic projects and agree on regional cooperation actions in all spheres, to support sustainable development in the region” (Mechanism of Tuxtla Dialogue and Agreement, 1996).
- 3- In this context, Colombian cooperation began to propose cooperation projects to: 1. Strengthen systems for targeting and/or identifying beneficiaries of social programs (SISBEN); 2. Training and support for the authorities responsible for combating drugs; and 3. A meeting of experts to formulate a draft project to study transboundary aquifers in Mesoamerica.

**CHAPTER V**  
**SYSTEMATIZING BILATERAL AND TRIANGULAR**  
**HORIZONTAL SOUTH-SOUTH COOPERATION**

### V.1. Introduction

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The purpose of the fifth Line of Action of the Ibero-American Program to Strengthen South-South Cooperation (PIFCSS) is to promote the systematization of bilateral and triangular South-South cooperation among Ibero-American countries. By supporting this effort, the Program seeks to help improve the capacity of its member countries in order to:

- Make their cooperation more visible;
- Establish institutional memory;
- Record complementary quantitative information; and
- Identify lessons learned for the future.

This chapter summarizes progress made so far under this line of action:

- Common criteria have been defined and a methodology for systematizing cooperation has been established;
- Nine experiences were systematized (seven of South-South bilateral cooperation, and two of triangular cooperation); and
- Preliminary lessons learned from these cases are presented

### V.2. Criteria and methodology

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During 2010, the Technical Unit of the Program established twelve criteria and a methodology for systematizing bilateral and triangular horizontal South-South cooperation. These criteria were defined through discussion and previous agreements on the characteristics of this type of cooperation among the Ibero-American Cooperation Officers. Furthermore, they were organized by project phase:

- Phase 1: identification of the cooperation;
- Phase 2: formulation and negotiation;
- Phase 3: implementation of the project; and
- Phase 4: outcomes.

The criteria related to the first three phases seek to reflect the horizontality of the relationships. The criteria for the fourth phase seek to show its effectiveness. A definition was established for each criterion, to facilitate a common understanding. The criteria and definitions were circulated among the member countries in order to receive their comments, contributions, and feedback. It is important to note that these are starting points and not finished products, as they are continuously revised and adjusted based on the contributions of the countries and agreements among the cooperation officers.

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\*Lead author: Technical Unit, Ibero-American Program to Strengthen South-South Cooperation (Patricia Gonzalez, Manager of the Technical Unit, and Maria Clara Sanin, Consultant).

**Table V.1. Criteria to systematize bilateral and triangular horizontal South-South cooperation**

PHASE	CRITERION	DEFINITION
Identification	Demand-driven based on a strategic need	Technical cooperation arises from a request made by one country wanting to tackle priority issues identified in development plans, laws, or other official documents such as sector, institutional, or territorial plans.
	Provider know-how	The provider's experience derives from a successful undertaking that the provider is willing and able to share.
Formulation and Negotiation	Horizontal negotiation	The provider(s) and recipient enter into the cooperation voluntarily, without conditions and/or political or commercial constraints.
	Planning consensus	The objectives, activities, and resources required for the cooperation are mutually agreed by the partners and spelled out in an official document.
	Adaptability	The provider country(ies) evaluate the particular characteristics of the recipient's context and institutions when planning the mechanisms to share and adapt the know-how.
Implementation	Shared responsibility	All countries contribute human, material, and financial resources to comply with the planned time-line and activities. The cooperation is neither fully dependent on provider supplied experts and/or materials, nor will it generate future dependence on the provider.
	Savings	The cost of the cooperation is lower than what it would cost the recipient to develop the capacity by other means.
	Innovation	The initiative uses novel means and methods to share or transfer know-how.
	Transparency	Information on this cooperation, including resources invested, is available to the general public.
Outcomes	Installed capacity and mutual benefit	Once project objectives are achieved, the recipient will have gained new installed capacity and the provider will have learned lessons of value for its own institution and for future cooperation.
	Sustainability of outcomes	The recipient country will implement mechanisms to ensure long-term continuity of project outcomes.
	Replicability	Upon project completion, the recipient has the capacity to offer the acquired know-how to other countries, or to replicate it within the country.

Source: SEGIB (2010)

The systematization methodology is based on these criteria and should be easy to apply, low cost, and combine the viewpoints of both the provider and recipient country. Information is compiled through interviews with individuals tied to the negotiation and implementation of the project in the participating countries. The interviewer follows a list of suggested questions to cover the various phases of the cooperation and the criteria associated with each one. This information is complemented by documentation available on the project.



The methodology was tested in two pilot cases in 2010. In 2011 the Program facilitated the systematization of seven more cases—five of bilateral horizontal SSC and two of triangular SSC—for a total of nine experiences involving fifteen program member countries. The systematized experiences were chosen from among cases countries had indicated were successful in previous versions of this report. From these, we selected ones that covered as many of the program members as possible, and in which all parties involved were interested in systematization.

During the systematization processes, the Program connected professionals from the technical cooperation units of the participating countries so that they could learn the methodology and help gather data. The idea was to allow the countries to begin to transfer and adapt the methodology, so that they, themselves, could do the systematization in the future.

### V.3. Systematized experiences

Below is a summary of each of the cases systematized by the Program in 2011. The complete cases, including analysis of each criterion, are available on the website of the Ibero-American Program to Strengthen South-South Cooperation ([www.cooperacionsursur.org](http://www.cooperacionsursur.org)).

The first five cases presented are of bilateral horizontal South-South cooperation; the last two are of triangular South-South cooperation.

**Table V.2. Cases systematized by the Ibero-American Program to Strengthen South-South Cooperation (PIFCSS). 2010 and 2011**

	PROVIDER	RECIPIENT	PROJECT
BILATERAL HORIZONTAL SOUTH-SOUTH COOPERATION	COLOMBIA	URUGUAY	Sharing of cooperation maps between <i>Acción Social</i> and the Office of Planning and Budget (OPP) of Uruguay*
	EL SALVADOR	GUATEMALA	Support for the export capacity of micro, small, and medium-sized enterprises (MSMEs) through the FOEX-FONDEPRO Fund.*
	ARGENTINA	BOLIVIA	Support from the Argentine Forensic Anthropology Team (EAAF) to identify victims of state terrorism in the search for truth, memory, and justice.
	COLOMBIA/ COSTA RICA	COLOMBIA/ COSTA RICA	Business collaboration for the exchange of knowledge and technological experience related to service delivery between the Medellín Public Utilities (EPM) and the Costa Rican Electricity Institute (ICE).
	CUBA	PANAMA AND NICARAGUA	Support for the adaptation and implementation of the “ <i>Yo Sí Puedo</i> ” adult literacy method.
	CHILE	BOLIVIA	Twinning of the pediatric hospitals “ <i>El Niño</i> ” in La Paz and “ <i>Exequiel González Cortés</i> ” in Santiago.
	MEXICO	PANAMA	Strengthening of aquaculture in Panama through mollusk seed production and culture at sea.
TRIANGULAR COOPERATION	SPAIN CHILE	PARAGUAY	Improved management and development of civil servants in Paraguay serving the public.
	MEXICO GERMANY	DOMINICAN REPUBLIC	Support for the creation of the GIRESQL network in the Dominican Republic for the promotion of integrated solid waste management.

\*Cases systematized in 2010

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

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### V.3.1. Argentina and Bolivia: capacity-building to discover the truth

The government of Evo Morales strengthened the Inter-Agency Council for the Clarification of Forced Disappearance (CIEDEF), in compliance with the commitments made by Bolivia to ratify the Inter-American Convention on Forced Disappearance of Persons and the Declaration on the Protection of all Persons from Enforced Disappearance. Upon doing so, the government decided to go forward with efforts to reconstruct the truth and administer justice for political crimes committed during the military dictatorships. To this end, the exhumation of victims began in 2006. However, Bolivia did not have the expertise required to do this properly, or to provide expert testimony in the ensuing trials.

In order to ensure due process, the Relatives of the Disappeared, Detainees, and Martyrs for National Liberation (ASOFAMD) asked the government of Bolivia to allow experts from the Argentine Forensic Anthropology Team (EAAF) to conduct the exhumations. EAAF is a non-governmental organization internationally renowned for its use of forensic science to investigate violations of human rights. The government of Bolivia responded by requesting urgent assistance from the Argentine Foreign Ministry.

Promoting memory, truth, justice, and reparations related to human rights is a fundamental pillar of Argentine domestic and foreign policy. The request from Bolivia met two of Argentina's cooperation priorities: human rights and cooperation with neighbors bordering Argentina. Thus the Ministries of Justice of the two countries signed a Memorandum of Understanding which allowed the Argentine Horizontal Cooperation Fund (FO-AR) to co-finance technical support for Bolivia. The case is a combination of Argentine foreign policy priorities, FO-AR resources, logistical support from the embassy of Argentina in Bolivia, and the expertise of a civil society organization to respond to a cooperation request from a neighboring country.

After receiving support from EAAF to remove and analyze remains from the ASOFAMD Mausoleum, Bolivia requested additional support for the remains of the Teoponte guerrillas and others found in the Ministry of the Interior building. In addition to the exhumations, EAAF technicians helped analyze the remains and accompanied the Bolivian authorities when delivering the results to family members. They also supported Bolivia in the use of their laboratories, provided advice during the gathering of witness testimony and documentary evidence, provided technical training at the Bolivian Institute for Forensic Investigation, and gave legitimacy to the proceedings in the eyes of the relatives of the victims and international courts.

The last agreement signed by the Argentina-Bolivia Joint Commission in 2011 strengthened this process by including a project whereby EAAF will provide technical support and training to staff of the Institute for Forensic Investigation of Bolivia. Thus, cooperation that started as an urgent request for technical support evolved into a process to develop the know-how needed to consolidate a local technical team able to identify victims and serve as experts in court proceedings. The work in Bolivia allowed the EAAF to help bring the truth to light and to expand its genetic database for the identification of persons who disappeared during the dictatorships in Latin America.

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### V.3.2. Colombia and Costa Rica: innovation through cooperation between public utilities

In this case the protagonists are two public utilities: Medellín Public Utilities (*Empresas Públicas de Medellín—EPM*) in Colombia, a group comprised of 44 public utilities, 24 of which operate in Central America, the United States, and Spain; and the Costa Rican Electricity Institute (*Instituto Costarricense de Electricidad—ICE*) in Costa Rica, the largest company in that country. Both companies are leaders in their areas of operation, use important technological developments, and have highly trained staff.

The two companies have separate and complementary expertise in the electricity field. For example, ICE is facing the challenge of an opening energy market within the process of Central American integration, while its staff has little experience with competition in the electricity market. Meanwhile, EPM has been competing in the field for 15 years. ICE in turn is a regional leader in alternative energy sources, such as biomass and geothermal energy—areas in which EPM has not yet developed expertise.

After identifying these and other areas in which the companies could complement each other's knowledge (internal controls, maintenance, information systems, hydroelectric power projects, environmental management, human resource management, etc.), they sought a cooperation agreement to promote a two-way exchange of know-how. This came out of a strategic interest in developing closer ties, with a view to expanding the services they can offer to Central America in the future.

EPM and ICE have consolidated international cooperation offices that work in close collaboration with the national cooperation authorities. These offices put together the requests from the different areas of their companies and presented them to the Costa Rica-Colombia Joint Technical and Scientific Cooperation Commission in February of 2009. The Commission approved the project and awarded financial support from the Colombian Fund for International Cooperation and Assistance (FOCAI) to carry out the activities.

The idea was for both countries to act as providers and recipients in their areas of interest. The main cooperation activities consisted of visits requested by technical staff to gain practical knowledge about strategies and developments in the various business units. At the next meeting of the Joint Commission in 2011, the two countries gave approval for the exchanges to continue.

The technical staff that participated in the activities say that the main value of this project was the two-way cooperation and the fact that they gained access to specialized knowledge that was lacking in their own companies. They felt privileged to participate in transparent dialogues with their peers in which they could share their successes and failures through field visits. During the visits, the technical staff identified opportunities for improvement in their areas, although the decision over whether to incorporate changes at their companies were left to the supervisors. As these are large companies, some directors understood the value of these exchanges in terms of innovation and saving money on training and consultant services, but some did not. One lesson taught by this project is that two-way cooperation brings great value to companies at a very low cost, but it must have the firm support of management in order to have strategic value; otherwise, it may merely be dialogue among technicians.

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### V.3.3. Cuba and efforts to eradicate illiteracy: “Yo, Sí Puedo” in Panama and Nicaragua

“Yo, Sí Puedo” (Yes, I Can), the Cuban adult literacy method, was created in 2001 by educator Leonela Relys to support Cuban cooperation in literacy. The method seeks to teach people to read and write in seven weeks by associating what they know (numbers) with what they do not know (letters). Those who wish to learn join learning circles that are accompanied by a facilitator who is in charge of supporting the learning process and accompanies the students in the use of the materials (reading primers and radio or audio-visual material). The learning circles can be held anywhere and do not require a school building. The members of the circle decide where they will meet and when, to suit their own daily schedules. The “Yo Sí Puedo” method is complemented by two other programs: “Now I Can Read,” which seeks to consolidate initial reading skills, and “Yes, I Can Continue” which allows the participants to obtain the equivalent of a primary school education.

Cuban cooperation using this method is coordinated with requesting organizations so that the materials can be adapted to the social, cultural, institutional, and economic context of the communities in which they will be used. The reading primers and the radio and audio-visual materials are adapted by the two parties to bring them in line with the local culture. Next, the adapted materials are tested in pilot communities before they are mass-produced. The Cuban technical staff do not do the actual literacy instruction; their contribution consists of transferring the methodology to nationals and supporting the trainers and facilitators so that they can implement the program in the field during two-year missions.

The Latin American and Caribbean Pedagogical Institute (IPLAC), an entity of the Ministry of Education of the Republic of Cuba, currently offers cooperation under this method to 28 countries in Latin America, Africa, and Oceania. The systematization exercise was conducted for Nicaragua and Panama. Both countries are very satisfied with the implementation, although the cooperation took different forms in each.

- In Nicaragua, the method began to be implemented in 2002 by civil society organizations and local Sandinista governments that sought to reduce the country’s high levels of illiteracy, with the belief that education is the key to freedom. Implementation began in two municipalities, and within two years 11 radio stations were broadcasting the programs free of charge. In 2005, local Sandinista governments signed agreements with IPLAC and managed to bring a brigade of Cuban collaborators to the country to adapt the method and give the materials a local context.

Once a Sandinista president took office in Nicaragua in 2007, this program, which had emerged from the grass roots, became part of national policy. A national literacy campaign was launched, called “From Martí to Fidel,” that sought to eradicate illiteracy in Nicaragua. To this end, the General Bureau of Literacy and Youth and Adult Education (DGAEJA) was created within the Ministry of Education (MINED), which implemented both “Now I Can Read” and “Yes, I Can Continue,” coordinating a volunteer base throughout the country with the Cuban professionals. Additionally, the Government of Nicaragua has connected this program with other initiatives in ALBA (the Bolivarian Alliance for the Americas), to supplement the financial resources. The technical staff in Nicaragua consider their work with Cuba to be more than technical cooperation; they also view it as human cooperation to support a bolstering of solidarity in their society.

- In Panama, the Ministry of Social Development (MIDES) operates a literacy program called “Move for Panama,” using the Cuban methodology and technical support as part of its comprehensive poverty-fighting strategy. MIDES found a very low literacy level among the beneficiaries of

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its subsidy programs for the most vulnerable populations (older adults and families living in poverty and extreme poverty), and thus decided to use the Cuban method, tapping into its capacity to reach the most vulnerable communities and households across Panama.

In 2007 they began to contextualize the method and launched a pilot in two provinces. By 2009 the program was underway in the nine provinces of the country and the three indigenous territories, with the method contextualized to their cultures and translated into their languages. The program operates from the National Literacy Office within MIDES and has a staff of 230 people, 16 regional coordinators, and a network of more than 11,500 volunteers. It also enjoys the support of a Cuban coordinator and a group of Cuban technicians that support the trainers in the field. In Panama this program has brought together volunteers, MIDES, local governments, community organizations, and even artists who supported the volunteer recruitment campaign and helped contextualize the materials. This has allowed the eradication of illiteracy to be a countrywide accomplishment.

#### **V.3.4. Mollusk farming: a common challenge for Mexico and Panama**

One of the challenges of aquaculture in Panama is to promote the diversification of cultivated species to make the country less dependent on shrimp. Thus Panama sought to develop the capacity to farm and produce mollusks such as *conchuela*, a scallop species in demand commercially which disappeared from the Panamanian coasts due to overfishing.

The project was agreed to at a Mexico-Panama Joint Commission in 1998, but it was not until 2001 that the Ministry of Foreign Affairs of Mexico (SRE) instructed the Northeastern Biological Research Center (CIBNOR) to support the Ministry of Agricultural Development of Panama (MIDA) in this regard. CIBNOR is a research center within the System of Public Centers of Baja California Sur State, nationally and internationally renowned for its work in aquaculture and fishing ecology, with about 50 cooperation projects underway.

The first phase of the cooperation focused on training and transferring methodologies for mollusk cultivation to the Panamanian technicians. This initial work allowed both sides to size up the challenges entailed in the project. They then prepared two subsequent phases of the project in which CIBNOR accompanied the Panamanian technicians from the Ministry of Agriculture (later the Aquatic Resources Authority of Panama—ARAP) while they developed the know-how to produce mollusk seed in the laboratory, explore cultivation sites, fatten shellfish in the sea, conduct collaborative studies with private companies and fishing cooperatives, and transferred this knowledge to local universities.

Developing these fisheries required long-term efforts to ensure scientific progress through research. The persistence and dedication of the Panamanian technicians, despite the institutional changes that occurred (when aquaculture was moved from MIDA to a new institution—ARAP), were key to the success of the work and to maintaining CIBNOR's continued support for the process, sometimes even when the Government of Panama failed to provide the necessary resources.

CIBNOR continuously provided scientific support via technical visits by its staff or through phone consultation and it provided biological materials and assistance for some adjustments to facilities. Work days were planned according to needs that were identified over the course of the project. The scientific curiosity and

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vocation to teach demonstrated by the CIBNOR professionals provided a constant source of knowledge and motivation for the Panamanian partners, while they endured the process of trial and error required to obtain results.

After almost eight years of constant collaboration between the ARAP technicians and CIBNOR, an interesting scientific development has come about in Panama: the country now has personnel with expertise in mollusk cultivation methods. This knowledge, which did not exist in the country previously, is being incorporated into aquaculture training at the local universities and is being applied in projects that seek to provide new production alternatives to fishing communities. Further advances will depend on ARAP investments in laboratories, product marketing and the capacity to build partnerships with fishing cooperatives. As a result of this cooperation, CIBNOR has been recognized for its scientific contribution to the fight against poverty, and has established contacts to replicate this experience in Cuba and Costa Rica.

### **V.3.5. Twinning of Chilean and Bolivian hospitals: children first**

Pursuant to a Memorandum of Understanding between the Ministries of Health of Bolivia and Chile, in August of 2008 an agreement was signed to make the Dr. Ovidio Aliaga Uria Children's Hospital of La Paz a sister hospital to the Dr. Exequiel González Cortés Hospital in Santiago, Chile. The agreement resulted from the work of the Chilean Ladies Society of La Paz, who had volunteered at the Bolivian hospital procuring donations of oncology drugs. The Consulate of Chile in La Paz had processed repeated requests from the Chilean Ladies to the Ministry of Health of Chile, when the two ministries of health decided to move from donations to technical support. They prepared a project to apply for financing from the International Cooperation Agency of Chile (AGCI).

The cooperation activities are based on the sister-hospital model for hospital management, developed over a twelve year period between a Chilean and a French hospital. Chilean and Bolivian twinning of pediatric health programs began when the hospital managers visited each other to learn about their counterpart's processes and culture. During the exchanges they identified critical issues on which they could share experience and knowledge, which led to a three-year work plan.

The twinning has allowed the Children's Hospital in Bolivia to improve service in a wide array of areas, including: emergency room, intensive care, burn unit, hemodialysis, non-invasive surgery, epidemiological surveillance, nutrition, laboratory, pharmacy, infirmary, design of a new hospital building, and others. Patients have been referred to the Chilean hospital for care free of charge, and medical equipment and teaching materials have been donated. The Chilean hospital, in turn, has had the opportunity to learn about the intercultural model of care which is offered in the Bolivian hospital.

The commitment of the management teams of the two hospitals has been crucial for the success of this cooperation. Professionals have devoted time to the internships, training, and assistance offered—all within a climate of transparency in which successes and failures have been shared. This has created an atmosphere of friendship, trust, and networking among the staff of the two hospitals, which goes beyond any political agreements between the governments.

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### V.3.6. Paraguay: transforming civil service with support from Chile and Spain

Modernization of State was a top priority of the Government Plan of Paraguayan President Fernando Lugo (elected in 2008). To meet this challenge, he requested cooperation from his counterpart in Chile, Michelle Bachelet. The two countries called a high level working group to identify areas in which Chile could share helpful experiences. Strengthening civil service was determined to be a key area.

In tandem with this, Chile was designing a Triangular Cooperation Program with Spain which included the establishment of a joint fund. In response to the cooperation request from Paraguay, the Chilean cooperation agency, AGCI, invited the Technical Cooperation Office (OTC), a branch of the Spanish Agency for International Development Cooperation (AECID) with offices in Chile, to join the initiative. The intent was to add Spanish financial resources and know-how to the project, have an opportunity to implement the triangular agreements, and help establish a shared methodology.

With Spain joining the project, Spanish and Chilean technical staff traveled to Paraguay to discuss the specific objectives of the cooperation with the Civil Service Secretariat of Paraguay (SFP). The formulation process was a three-way discussion that yielded a project to respond to the priorities and capabilities of the three countries. It was determined that the project would strengthen the management and development of human resources in the government sector who provide services to the citizens of Paraguay, by developing the competitive selection model based on equality and inclusion, and holding a 27-month long training of trainers in civil service. Although the planning took longer than expected, this time was essential for instilling trust and establishing a dialogue among the parties, which ultimately facilitated implementation of the project.

It was agreed that the resources devoted to the project would be 401,345 euros (almost US\$520,000), with Chile contributing 21% and Spain 70%. The funds were administered by AGCI through the Chile-Spain Joint Fund, in accordance with Chile's guidelines for government contracting. Disbursements for expenditures incurred in Paraguay were processed through the Embassy of Chile—a procedure which should be improved upon.

Implementation of the project began in early 2010. The SFP, AGCI, and OTC coordinate and provide technical and political follow-up on the project through periodic in-person meetings or teleconferences. Additionally, the SFP Cooperation Office coordinates this work with its institutional strategy. With the support of the Embassy of Chile in Paraguay and the OTC in Paraguay, SFP organizes the train-the-trainers sessions as well as site visits and technical assistance.

The National Civil Service Bureau of Chile (DNSC) provides technical support regarding competitive selection while the AGCI took charge of the public bidding process for the contracting of an entity academically renowned in civil service matters to develop the train-the-trainers component. The OTC in Chile provided important methodological support throughout the process (participatory construction, project approach, adapting technical matters into development cooperation). Additionally, it contributed information and the support of an expert on the inclusion of people with disabilities into civil service.

Thus far this cooperation has facilitated the development of a model and a manual on competitive selection aligned with the macro policy for the Career Structure, and a plan for equality and non-discrimination in civil service, currently in the process of being approved by the President. Furthermore, forty civil servants have been trained as civil service trainers. The support of Spain and Chile gave SFP the technical and political arguments it needed to defend these institutional advances. For Chile and Spain, the project allowed them to further consolidate their triangular cooperation strategies through trial and error.

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### V.3.7. Dominican Republic, Mexico and Germany: networking for solid waste management

The environmental promoter network for Prevention and Integrated Solid Waste Management (Red GIRE SOL) is an initiative that emerged in Mexico in 2004 out of a bilateral cooperation project between the Ministry of the Environment and Natural Resources of Mexico (SERMANAT) and the German Agency for International Cooperation (GIZ). The purpose of the network is to promote integrated solid waste management through the exchange of experiences, generation of information, and training of environmental promoters in the community.

In light of Red GIRE SOL's positive results, Germany and Mexico decided to support establishment of the network in other countries as part of their agreement to emulate successful bilateral cooperation initiatives through triangular cooperation with other Latin American countries. In 2006 they organized an event in Mexico to introduce GIRE SOL to the countries of the region and launched the first triangular cooperation with Guatemala. A technical staff member of what is today the Ministry of the Environment and Natural Resources in the Dominican Republic participated in the event; he could see the value of this network for his country given the lack of institutional development in this area.

When the Dominican Republic requested the creation of a GIRE SOL network in that country, the Foreign Ministry (SRE) of Mexico and the GIZ office in Mexico agreed to work on it together, and asked SEMARNAT if it could furnish technical staff to run the training. Next, technical staff from those two countries traveled to the Dominican Republic to meet with the Ministry of the Environment and discuss what resources would be contributed by each country and which institutions would be involved in local implementation. The project was prepared and formally signed in 2007, based on the triangular cooperation agreement signed with Guatemala, with some adjustments made for the Dominican context.

Creating the GIRE SOL network required the establishment of a National Coordinating Committee (CCN) to be in charge of coordination and promotion, and to bring together the various organizations involved in solid waste management. In the Dominican Republic, this network was comprised of what is now the Ministry of the Environment and Natural Resources, the National Government Reform Commission, the Dominican Federation of Municipalities, and what is today the Office of the Vice Minister of International Cooperation. In order to strengthen inter-institutional coordination among these entities, the GIZ facilitated a strategic planning workshop in which the members of the CCN defined the mission and purpose of the network and the role of each in its implementation. This exercise was key in allowing Dominican institutions and technical staff to take ownership of the network and in establishing ties of trust and complementary working relationships.

Mexican technical staff trained 37 Dominicans to be environmental promoters. The process comprised three instances during which integrated solid waste management was combined with promoter skills. A second phase of the project in 2009 trained Dominican instructors in Mexico so that they could train new promoters, while it updated the training of the first generation. The positive results of the first phase helped procure economic and political support from Dominican institutions in the second phase, which had not been easy to obtain the first time around.

The positive results of the network were essential in getting the issue of solid waste management onto the political agenda in the Dominican Republic. For Mexico and Germany, this experience allowed them to identify strengths and weaknesses in their triangular cooperation, such as the need to improve coordination among technical entities in the two provider countries so as to achieve greater complementarity and teamwork during implementation.



**Table V.3. Summary of lessons learned by criterion and case**

	CRITERION	VALUABLE LESSONS LEARNED FROM EACH SYSTEMATIZED CASE		
		ARGENTINA & BOLIVIA HUMAN RIGHTS	COLOMBIA & COSTA RICA PUBLIC UTILITIES	MEXICO & PANAMA MOLLUSK CULTIVATION
IDENTIFICATION	Demand-driven based on a strategic need	The request for cooperation sought to attain technical knowledge and lend legitimacy to the process.	The request for cooperation sought a two-way relationship in which each partner would be both recipient and provider in a process of mutual learning.	The request for cooperation sought to develop untapped areas in which the country had potential.
	Provider know-how	The cooperation offered combined the country's cooperation policy with technical skills available in civil society.	The cooperation offered was between institutions with complementary capacities that wanted to create a two-way relationship.	The cooperation offered through research centers combined research, training, and advisory services.
FORMULATION AND NEGOTIATION	Horizontal negotiation	The negotiations between the ministries matched civil society demands with know-how.	The negotiations between enterprises required them to make their interest in participating explicit, in order to instill trust.	The negotiations had to name the participating technical staff from the outset in order to expedite implementation.
	Planning consensus	Joint planning for skills development was easier after the previous cooperation among the parties.	Joint planning requires moving from planning activities at the technical level to mapping out strategic outcomes at the senior level.	Joint planning improved in each new phase of the project as there was a better mutual understanding of the priorities.
	Adaptability	The adaption in this scientific methods cooperation was to respond to the contexts in which they were applied.	The adaption in two-way learning cooperation requires management's commitment to transition from knowledge to application.	The adaption of scientific research processes sought to link results with improvements in the quality of life of the local population.
IMPLEMENTATION	Shared responsibility	The responsibilities of each party were well defined (in terms of sector and cooperation), which facilitated compliance.	The responsibilities of each party were well defined (in terms of sector and cooperation), which facilitated compliance	Trust and teamwork between the technical personnel of the two countries facilitated project implementation.
	Savings	The cooperation provided (unrecorded) savings in scientific training and access to legal experts.	The cooperation provided (unrecorded) savings in access to know-how and enhanced processes	The cooperation provided (unrecorded) savings for the scientific training and support for the technical staff.
	Innovation	Cooperation arrangements between civil society organizations and ministries in both countries.	Cooperation arrangements between public utilities based on mutual learning to expand the businesses.	Cooperation arrangements for scientific development geared to generate production options for vulnerable communities.
	Transparency	Visibility through country and provider organization publications.	Information is available in the cooperation offices, but there is little dissemination.	Information is available in the cooperation offices, but there is little dissemination.
OUTCOMES	Installed capacity and mutual benefit	The satisfactory outcomes made it possible to expand the support and develop know-how.	Both utilities carried out the activities and exceeded their expectations.	This experience expanded scientific knowledge applied to productivity in both countries.
	Sustainability of outcomes	Technical support combined with training leaves installed capacity in the country.	Depends on management's will to incorporate the lessons learned.	The project has yielded results, but needs budgetary support from the country to go forward.
	Replicability	Possible, but know-how in the recipient partner must be consolidated first.	No opinion.	They have started by replicating the knowledge at local universities.

**Table V.3. Summary of lessons learned by criterion and case (continued)**

	CRITERION	VALUABLE LESSONS LEARNED FROM EACH SYSTEMATIZED CASE	
		CHILE & BOLIVIA TWINNING OF HOSPITALS	CUBA, PANAMA & NICARAGUA ERADICATING ILLITERACY
IDENTIFICATION	Demand-driven based on a strategic need	The request for cooperation sought to create a process of continuous learning and information exchange between two similar institutions.	The request for cooperation emerges from a national or local government or civil society organization wishing to ensure the right to education.
	Provider know-how	The cooperation offered was between two institutions facing similar challenges in different contexts.	The cooperation offered was a literacy method designed to be disseminated via cooperation.
FORMULATION AND NEGOTIATION	Horizontal negotiation	The negotiations for twinning the hospitals required management to commit to ensuring enough time for staff development.	The negotiation of a cooperation program already carried out with more than 20 countries has well-defined requirements, regardless of whether the partner is a national or local government or a civil society organization.
	Planning consensus	Joint planning occurs whenever a party identifies a new interest, in order to find a way to put it into practice.	Joint planning for the implementation of the method is key to defining the cooperation.
	Adaptability	The adaption in two-way learning cooperation requires management's commitment to transition from knowledge to application.	The key to the method's success is adapting it to the context of each country.
IMPLEMENTATION	Shared responsibility	Staff in both hospitals are committed to sharing knowledge and finding ways to do so with each new issue that is identified.	This is a cooperation program with vast experience, whose contributions and supports are well defined, including the responsibilities of the recipient.
	Savings	The cooperation provided (unrecorded) savings in access to knowledge and improvement of processes.	The cooperation provided (unrecorded) savings by expanding the population covered and reducing the time it takes to learn to read.
	Innovation	The cooperation made it possible to transfer patients to take advantage of skills in the other hospital.	Develop a highly effective literacy program designed to be applied through cooperation.
	Transparency	Information is available at the cooperation offices, but there is little dissemination.	The three countries have extensive documentation on the programs available to the public.
OUTCOMES	Installed capacity and mutual benefit	Continuous exchanges and learning, which grow as new opportunities to work together are identified.	The expected results have been achieved, including converting the program into public policy.
	Sustainability of outcomes	The sustainability is assured by the commitment of the managerial teams and the usefulness of the outcomes.	There were massive results in a short time and at a low cost; national, regional, and local governments were involved as well as civil society, so it is considered a country accomplishment, not just that of one administration.
	Replicability	Bolivia is aware of the challenge to influence the country's health policies based on the learning through the project.	This is a Cuban flagship program that can be replicated in the country.

**Table V.3. Summary of lessons learned by criterion and case (continued)**

	CRITERION	VALUABLE LESSONS LEARNED FROM EACH SYSTEMATIZED CASE	
		PARAGUAY, CHILE & SPAIN CIVIL SERVICE	DOMINICAN REPUBLIC, MEXICO & GERMANY SOLID WASTE MANAGEMENT
IDENTIFICATION	Demand-driven based on a strategic need	The request for cooperation sought to respond to a South-South cooperation agenda agreed upon at the highest level to support implementation of the government plan.	The cooperation request sought to respond to a request that was made during a technical meeting on solid waste management.
	Provider know-how	The cooperation offered combined sector-based know-how with an interest in promoting triangular cooperation.	The cooperation offered sought to replicate a previous cooperation between Germany and Mexico, converting it into triangular cooperation.
FORMULATION AND NEGOTIATION	Horizontal negotiation	The negotiations took place in different spheres: priorities were defined on a South-South basis; the providers agreed on the triangulation; and all three countries agreed upon the project.	The negotiations took place in two spheres: one between the providers regarding their interests and the triangulation model; and another with the recipient to agree upon the project.
	Planning consensus	Joint planning, with sufficient time and preliminary visits for the parties to get to know each other, made it possible to build trust and specify the scope of the project.	Joint planning was an adaptation of a prior agreement of this triangular cooperation with another country.
	Adaptability	The adaptation to Paraguay's context was explicitly requested in the project document.	The adaptation was a cooperative effort so as to replicate the program and consisted in having local institutions adapt the program to the national context, which allowed them to take ownership of same.
IMPLEMENTATION	Shared responsibility	It is essential for the role of each actor in triangular cooperation to be well defined and coordinated, to avoid duplications and conflicts.	Triangular cooperation requires good coordination among the technical and cooperation institutions of three countries, in order to avoid conflict among the parties.
	Savings	The cooperation provided (unrecorded) savings by lending reliability to a sensitive process of change in the country.	The cooperation provided (unrecorded) savings by providing access to knowledge and establishing networks of inter-institutional collaborators throughout the country.
	Innovation	Triangular resources were administered in a Joint Fund, and an embassy in a third country was used for disbursements.	There is a project component that focuses on training to become multipliers of knowledge.
	Transparency	A project evaluation process is planned for after completion.	The cooperation was systematized by GIZ.
OUTCOMES	Installed capacity and mutual benefit	The project is still underway. To date, progress has been made towards the goals that were set and valuable knowledge has been gained about triangular cooperation.	The proposed outcomes were attained and the providers learned lessons to strengthen future coordination and dialogue among the parties involved.
	Sustainability of outcomes	The legal and institutional framework required to ensure sustainability exists in Paraguay.	This project has helped show results and get this issue onto the policy agenda; however, it requires a budget and regulatory framework.
	Replicability	Implementation has not yet concluded.	It is believed to be more important to strengthen these processes in the country first.

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

**Table V.4. Summary of lessons learned from the cases, by criterion**

	CRITERION	SOME VALUABLE LESSONS LEARNED FROM THE SYSTEMATIZED CASES
IDENTIFICATION	Demand-driven based on a strategic need	<ul style="list-style-type: none"> <li>The recipient country seeks to complement a specific program or project with the know-how of another country.</li> <li>The request can come from the technical or political level—either one may be successful, but they require different approaches.</li> <li>Countries request two types of technical cooperation: a) support to adapt a successful program from another country; b) technical advice to develop local programming that taps into the experience of another country.</li> <li>Requests for technical cooperation often emerge from sector-based events in the region.</li> </ul>
	Provider know-how	<ul style="list-style-type: none"> <li>Countries tend to provide cooperation to their most important foreign policy partners.</li> <li>Sometimes a country has already offered cooperation in the specific area requested, and has a road map to guide institutions at home and in the recipient country.</li> <li>Countries offer triangular cooperation for two reasons: to share their experience in the sector, and to strengthen their tools and procedures for this type of cooperation.</li> </ul>
FORMULATION AND NEGOTIATION	Horizontal negotiation	<ul style="list-style-type: none"> <li>Conditionality was not imposed on any of the projects, beyond contributing resources and carrying out the activities set forth in the agreement.</li> <li>Negotiations were based on an understanding of the added value the provider country could contribute to the strategic plans of the recipient.</li> </ul>
	Planning consensus	<ul style="list-style-type: none"> <li>Time is devoted to participatory planning and project formulation processes which facilitate implementation and foster trust among the parties.</li> <li>The program documents must be instruments that facilitate both implementation of projects and follow-up.</li> </ul>
	Adaptability	<ul style="list-style-type: none"> <li>Partners must be aware of each other's field experience prior to the cooperation, to understand how much adaptation is required.</li> <li>Formulation processes are suitable, though not sufficient, for determining mechanisms for adaption of the experiences.</li> </ul>
IMPLEMENTATION	Shared responsibility	<ul style="list-style-type: none"> <li>The project is primarily implemented by technical staff in the recipient country, with technical support from the provider country.</li> <li>An atmosphere of trust, respect, and credibility among the technical experts of the sector is key to promoting implementation.</li> <li>Horizontal cooperation requires more than knowledge of the sector; it requires skills to support the development of know-how.</li> </ul>
	Savings	<ul style="list-style-type: none"> <li>The value of knowledge is invisible in this cooperation. There is no accounting for the recipient country's savings in terms of: reduced consultant's fees, the attainment of expertise that did not exist in the country, accelerated learning times, and the participation of renowned experts that lend legitimacy to changes underway.</li> <li>There are no documents quantifying the value of the cooperation for the recipient country.</li> <li>South-South bilateral cooperation may use resources from other countries or agencies for the implementation of some activities, yet the parties still do not consider it triangular cooperation.</li> </ul>
	Innovation	<ul style="list-style-type: none"> <li>New technologies are key to the implementation of SSC, but they are not very visible in the project documents and reports.</li> </ul>
	Transparency	<ul style="list-style-type: none"> <li>Project information is kept in the offices of the participating agencies, and rarely is anything more than a project description available to the public.</li> </ul>
OUTCOMES	Installed capacity and mutual benefit	<ul style="list-style-type: none"> <li>The value of horizontal cooperation is having access to knowledge and innovative tools that allow countries to effect institutional change more quickly and inexpensively.</li> <li>Each horizontal cooperation experience yields new lessons learned about the management of cooperation, but this knowledge is not systematized.</li> <li>These experiences spur more ambitious initiatives.</li> <li>Horizontal cooperation strengthens networking and relationships of trust among the parties involved.</li> </ul>
	Sustainability of outcomes	<ul style="list-style-type: none"> <li>There are various risks to sustainability, but these can be anticipated during project formulation.</li> </ul>
	Replicability	<ul style="list-style-type: none"> <li>The recipient countries consider replication to be a major challenge. For the time being they prefer to focus on consolidating the initial experience, rather than trying to replicate it in other countries.</li> </ul>

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

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## V.4. Some lessons learned from the cases

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he cases that have been systematized so far offer valuable lessons for cooperation management. Below is an initial inventory of these lessons organized by phase: identification, negotiation and formulation, implementation, and outcomes. A summary can be found in Tables V.3 and V.4.

### V.4.1. Identification

A general trend is noticed in the systematized cases: they all started with a demand from the recipient country to respond to strategic sectoral, national, or regional needs. The request was specifically made to the provider country in light of its experience in the subject matter.

Furthermore, the systematized cases offer some interesting lessons for future cooperation:

- **The initial request for horizontal cooperation can come from the technical or the political level; either way, it can yield successful experiences.** Among the systematized cases it was noted that some emerged from technical staff working in the sector in the recipient country, while others were agreed to at the highest political level. In the latter, the political commitment provided sufficient support so that the technical experts in the sector could carry out the cooperation; in fact, political recognition of their work was an incentive for the technical staff. Cases that emerged from sectors at the technical level had to win over the support of the policymakers, but the dedication of the technical staff made it possible to show concrete results that helped put the issue on the political agenda.
- **Requests for cooperation either seek to adapt a program or model that was useful in another country, or they seek support and advice during processes of institutional change.** Both kinds of cases exist among the systematized experiences, and sometimes requests to adapt a program turned into institutional support.
- **Sector-based events are ideal opportunities for identifying potential cooperation.** In four of the systematized cases, the cooperation started when staff in the requesting country learned about the experience of other countries through sector-based events. At these forums, they were able to contact technical experts who are familiar with the country needs and able to identify experiences that could be adapted to the recipient's context.
- **Countries tend to provide cooperation to their most important foreign policy partners.** The provider countries interviewed agreed that their priority is cooperation with the countries of Latin America, in line with their foreign policy.
- **Triangular cooperation cases combine two sets of interests: to facilitate specific improvements within a sector, and to strengthen the methodology for triangular cooperation.** The recipient and provider alike are interested in the sectoral progress, while the two providers are interested in improving their triangular cooperation strategies.

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## V.4.2. Formulation and negotiation

The systematized projects support or complement a national, regional, or sectoral strategy in the recipient country by assisting with institutional processes or needs. The negotiation and formulation of the projects that were systematized required teamwork in which the parties looked for ways that the provider could add value to the recipient country's strategy.

These experiences lead to some interesting conclusions:

- **When time is devoted to participatory planning and project formulation, the project's implementation and adaptation to local circumstances becomes easier, and relationships of trust are established among the parties.** Experience shows that the formulation process takes time in order to ensure that the activities and resources agreed upon during this stage are in line with the magnitude of support requested, and that the parties involved have a sense of ownership in the project.
- **Partners must be aware of each other's field experience prior to the cooperation, to understand the relevance and specific objectives of the project, as well as how much adaptation is required.** For several countries, the first step in the project planning process was a site visit to learn about the other country's experience. In some cases, the providers visited the institutions that requested the cooperation, in others the recipients learned about the experience in the provider country. This helped the sector experts to take ownership of the project, rather than feeling it was being imported or imposed.
- **The program documents must be instruments that facilitate both project implementation and monitoring.** In most of the systematized cases, the project formulation documents do not indicate the amount of resources used, the scope of activities carried out, or the outcomes achieved.
- **Formulation processes are suitable, though not sufficient, for determining mechanisms for adaption of the experiences.** All of the participants indicated that formulation processes considered the adaptation of the projects. However, it was not until the implementation phase that the magnitude of this challenge became apparent. The challenges of adaptation required more time and human resources than what was established in the formulation stage. Therefore, they agreed that adaptability should be considered a cross-cutting criterion for the process.

## V.4.3. Implementation

Implementation of the projects is as varied as the topics and participants involved. The following can be concluded after the systematization exercise:

- **The project is primarily implemented by technical staff in the recipient country, with technical support from their counterparts in the provider country.** This does not mean that the technical staff of the provider country bear little responsibility for implementation. The greater the personal and institutional commitment of the technical staff that requested the project, the greater their demand for support from their counterparts during implementation and vice versa.

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- **An atmosphere of trust, respect, and credibility among the sector experts from the different countries is key to good implementation.** While institutions make the commitment to carry out the cooperation, the personal qualities of the individuals involved are key to its success. When the results are assessed, it becomes apparent that the enthusiasm and dedication of the sector technical staff are what make the difference. Thus, finding leaders to implement the technical support determines the success of the project.
  - **The value of knowledge is an invisible cost in horizontal cooperation.** The people interviewed are aware of the lack of correlation between the costs of running the project and the value of the work performed. They agree that any appraisal of the cooperation should consider that it allows cost savings in accessing knowledge in the following ways: a) fewer external consultants need to be hired to design programs or solve problems; b) know-how is created that did not exist in the country and that would have required staff to be trained abroad; c) the learning curve is shortened because the recipients learn from the experience and mistakes of others; and d) the presence of renowned international experts can help legitimize changes underway. They acknowledge that the project reports or follow-up documents do not quantify these gains and therefore makes it difficult to assign a value to the cooperation.
  - **Bilateral South-South cooperation may use resources from other countries or agencies for the implementation of some activities, yet the parties still do not consider it triangular cooperation.** The costs of some SSC activities were defrayed by other donors who were supporting the recipient's strategy. Since these resources were used to cover activity costs and the donors were not involved in the planning and negotiation for the overall project, they were not deemed to constitute triangular cooperation.
  - **New technologies are key to the implementation of horizontal SSC, but they are not very visible in the project documents and reports.** Most of the technical support set forth in the project descriptions are internships, technical visits, or training. This might lead one to believe that this is where most of the horizontal cooperation takes place. However, these activities lead to further consultation among the technical staff, which is done via email or telephone. The sector specialists reported that the greatest value of the cooperation was the ability to have open channels of communication and dialogue. The time and human resources spent, and the related outcomes were not accounted for in the planning or project reports.
  - **Horizontal cooperation requires more than technical knowledge of the topic addressed; it also requires skills to help develop know-how in other countries.** Although the entities offering cooperation are experts in specific sector areas, the actual staff involved in the project often lack experience in cooperation processes or do not have enough time at their institutions to prepare the materials and methodologies needed for the cooperation.
  - **Public access to detailed project information continues to be lacking in horizontal cooperation.** Project information is kept in the offices of the participating organizations, and rarely is anything more than a project description available to the public

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#### V.4.4. Outcomes

The institutions that participated in the systematized cases feel that they have met the objectives set forth in their project descriptions. Furthermore, they point to additional outcomes that are highly valued in the countries but are not recorded in the project documents or reports.

- **The value of horizontal cooperation is having access to specialized knowledge and innovative tools that allow countries to effect institutional change more quickly and inexpensively.** The countries perceive this to be the true value of horizontal cooperation, more than any activities completed or objectives met.
- **Each horizontal cooperation experience yields new lessons learned about the management of cooperation, but this knowledge is not systematized.** Providers and recipients of horizontal cooperation agree that the experience left them with valuable lessons to apply to future cooperation. However, since they are not systematized, there is no opportunity for feedback among the parties so that improvements can be made if the experience is replicated.
- **These experiences spur more ambitious initiatives.** The strengthened networks and the trust that is built among the parties facilitates the generation of new initiatives for a strategic and mutually beneficial relationship.
- **Horizontal cooperation strengthens networking and relationships of trust among the parties involved.** Networking allows the exchanges to continue over time and to expand what was done in the project. Additionally, this creates friendships among people from different countries, which is highly valued by the technical staff.
- **There are several risks to sustainability, but they can be anticipated.** The systematized cases show that each situation entails risks to the sustainability of a project. Risks may be related to the legal framework, changes of administration, staff turnover, budgetary constraints, and the like. Therefore, it is important to identify those risks at the project formulation phase and establish strategies to manage them.

#### V.5. Future challenges

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Progress in this area has allowed the Ibero-American Program to Strengthen South-South Cooperation to provide the technical cooperation units in its member countries with an easily applied and understood systematization methodology and to identify relevant points for future work. Thus far, the systematization of cooperation is not frequently done in most countries, or it is done from the perspective of just one partner in a cooperation arrangement. This tool shows that joint systematization makes it possible to more clearly identify the lessons and challenges that projects pose for each partner during each of the phases.



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exercises. To this end, in November of 2011 the PIFCCS will hold a workshop in Bogotá, Colombia, with representatives of all the member countries to ensure that:

- The technical cooperation units of the Program's member countries have staff trained in the systematization of cooperation experiences who are capable of adapting the methodology to their own horizontal cooperation management systems; and
- The results of the systematization of the nine cases are discussed among all members so that concrete lessons can be pinpointed which would enable them to improve their horizontal cooperation management, and so that topics for further study by the PIFCCS can be proposed.

It is hoped that this work, along with PIFCCS' support over the coming year, will provide the countries with their own permanent mechanisms to systematize and identify lessons learned together with their cooperation partners. This will make information on how cooperation is conducted in Ibero-America more readily available, and will allow countries to improve their knowledge management mechanisms and thus improve cooperation management.

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## NOTES

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- 1- For a full description of the methodology and these two cases, see Chapter V of the 2010 Report.
- 2- The methodology is designed to systematize cooperation projects and not actions.



**CHAPTER VI**  
**IBERO-AMERICA AND GLOBAL OFFICIAL**  
**DEVELOPMENT ASSISTANCE (ODA)**

### VI.1. Introduction

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This chapter reviews the evolution of Official Development Assistance (ODA) flows delivered to Ibero-American countries in the 2009-2010 biennium. In contrast to the first years of the past decade, the last biennium stands out owing to its proximity to the deadline (2015) set for achieving the Millennium Development Goals (MDG), as well as the international economic crisis and the ensuing fiscal adjustment actions taken by the leading donors. Against this backdrop, this chapter was structured as follows:

1. It begins by providing a comparative analysis of the evolution of two global ODA flows throughout the 2000-2010 period: one directed to developing countries as a whole, the other to Ibero-American recipient countries. ODA to the region is further broken down into recipient and donor country shares.
2. The focus then shifts to ODA flows between members of the Ibero-American community: from Spain, Portugal and Andorra to the 19 Latin American countries in order of relative volume.

As in prior issues of the Report, two data sources were used: the statistics and reports issued by the Development Assistance Committee of the Organization for Economic Co-operation and Development (OECD/DAC) and data reported by the Cooperation Agencies and/or Bureaus of the Ibero-American Conference member countries.

### VI.2. Official Development Assistance directed to Ibero-America

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Since the year 2000, two issues have marked international cooperation: the possibility of effectively achieving the targets set in the Millennium Development Goals (MDGs) by 2015; and the path taken by donors to fulfill their financial commitment to support attainment of these goals. Table VI.1 lists the most important regional and international events of the past decade in relation to the MDGs and Development Financing. It is striking to note that deliberations in both of these areas focused on similar concerns:

- Slow progress in achieving the anticipated outcomes, especially in the most disadvantaged regions, such as Africa;
- How the concentration of financial efforts on the Least Advanced Countries (LAC) and Low Income Countries (LIC) has impacted international development cooperation for Middle Income Countries (MIC), disproportionately affecting Latin America, the region with the highest concentration of MIC.

**Table VI.1. Millennium Development Goals and Development Financing. 2000-2010**

Year	Event	Ambit	Contributions
2000 (09)	United Nations Millennium Development Summit New York (United States)	Multilateral (United Nations)	Countries adopted the Millennium Declaration, resolving to work towards achieving eight Millennium Development Goals (MDG) by 2015. 1. Eradicate extreme poverty and hunger; 2. Achieve universal primary education; 3. Promote gender equality; 4. Reduce child mortality; 5. Improve maternal health; 6. Combat HIV and AIDS; 7. Ensure environmental sustainability; 8. Develop a Global Partnership for Development. The last goal addresses the special needs of the least developed countries and the need to ensure they receive more generous and better assistance.
2002 (03)	First International Conference on Financing for Development Monterrey (Mexico)	Multilateral/ Bilateral	Traditional donors pledged funding for the MDGs: specifically, increase ODA to match 0.7% of GNP, targeting the Least Advanced Countries (LAC) and Low Income Countries (LIC).
2003 (05)	XVI Meeting of International Cooperation Directors for Latin America and the Caribbean Panama City (Panama)	Regional Inter-Governmental (SELA)	Considered the rapport between "Development Financing and Millennium Development Goals (MDG)" and urged nations to ratify the importance of the MDGs and the region's commitment to their achievement. Called on nations to optimize the use of international cooperation resources.
2005 (07)	G8 Summit, Gleneagles (Canada)	Multilateral/G8	Focused on accelerating advances towards achieving the MDGs, especially in Africa, a region off track for the 2015 targets. To address this concern, a two-fold increase in aid was agreed upon for the period 2005-2010. In fact, according to the OECD, the countries agreed to increase global aid by \$50 billion, at least half of which will be directed to Africa.
2005 (09)	High-level Plenary Meeting of the 60th Session of the General Assembly	Multilateral (United Nations)	The final Declaration strongly reiterated the determination of all governments, donor and developing countries alike, to ensure the timely and full realization of the MDGs by 2015. Development assistance will have to increase by about \$50 billion a year from 2005 to 2010 to fight poverty.
2007 (03)	Intergovernmental Conference on Middle Income Countries (MIC) Madrid (Spain)	Multilateral (United Nations/Spain)	Looked at options to tackle the problems facing the MICs in a context where they are crowded out as aid recipients as the international MIC system gave priority attention to the least developed countries.
2007 (09)	Second Intergovernmental Conference on Middle Income Countries. San Salvador (El Salvador)	Multilateral/ Bilateral (United Nations/El Salvador)	Reaffirmed the need to push for achievement of the MDGs by bolstering support for the MICs by developing new and innovative development cooperation modalities.
2008 (9)	High-level Meeting. General Secretariat of the United Nations. New York (United States)	Multilateral (United Nations)	Governments, foundations, businesses and civil society rallied around the call to action to slash poverty, hunger and disease by 2015, by announcing an estimated \$16 billion in new commitments to meet the MDGs.
2008 (12)	Follow-up International Conference on Implementation of the Monterrey Consensus Doha (Qatar)	Multilateral	Reaffirmed the Monterrey Consensus and reflected on the risks posed by the recent international economic and financial crisis for achievement of the MDGs. Nonetheless, given the difficulties for traditional donors to release a greater volume of funds, these countries were urged to redouble efforts to increase Official Development Assistance (ODA) flows.
2009 (07)	G5 and G8 Meeting - L'Aquila (Italy)	Multilateral (G5 and G8)	Meeting in the framework of the Heiligendamm Dialogue Process. Touched upon issues relating to development cooperation and agreed that despite the economic crisis, efforts must continue to improve the quality and effectiveness of North-South cooperation.
2010 (06/ 07)	Development Cooperation Forum (ECOSOC). New York (United States)	Multilateral (United Nations)	Considered the relationship between Cooperation, Millennium Development Goals (MDG), Aid Transparency and Strengthening new forms of cooperation.
2010 (09)	High Level Event on the Millennium Development Goals. New York (United States)	Multilateral (United Nations)	The World Summit 2010 reviewed progress towards the Millennium Development Goals (MDGs). Progress was made but remains insufficient. Adopted the global plan of action "Keeping the promise: united to achieve the Millennium Development Goals" and announced several initiatives to combat poverty, hunger and disease.

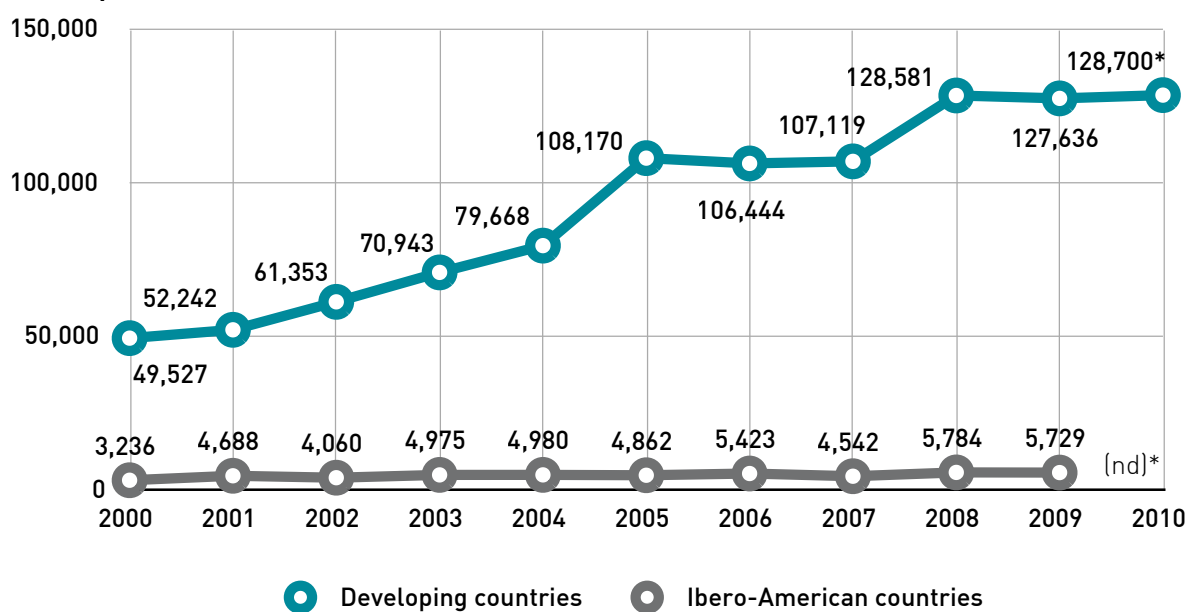
Source: Compiled from SEGIB (2008, 2009 and 2010a), web pages <http://www.un.org/spanish/millenniumgoals/> and <http://www.g8.gov.uk/>.

- Renewed commitment by major donors at various forums (Monterrey, Gleneagles, Doha, L'Aquila and several meetings in New York, in the framework of the OECD, G5, G8, and United Nations) to the financial pledge to achieve the 2015 goals. The commitment remains strong despite the global economic crisis that started in 2008 which, according to the World Bank (2009, p.1), "poses serious threats to their hard-won gains in boosting economic growth and achieving progress toward the Millennium Development Goals (MDGs)."

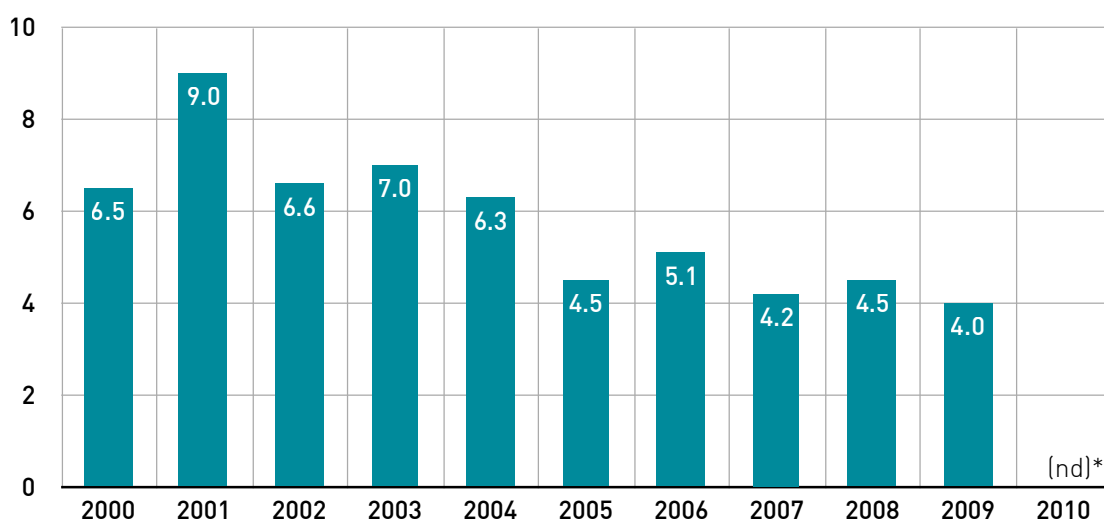
### Graph VI.1. Net ODA directed to Ibero-American countries and to developing countries. 2000-2010

Amount, in US million; share, in percentage

#### VI.1.A. Comparison of trends



#### VI.1.B. Ibero-American share of global ODA



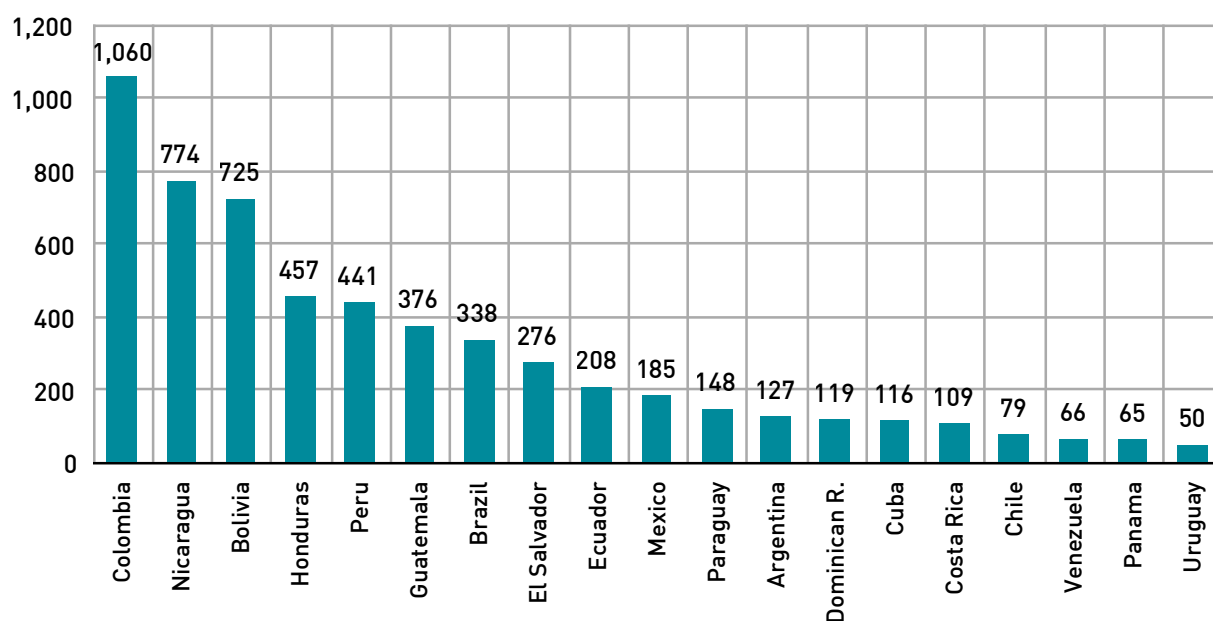
\*Note: No data available on global ODA directed to Ibero-American countries, therefore none on the region's share of total ODA delivered to developing countries. The only data available for 2010 were extracted from the latest OECD Development Assistance Committee (DAC) report. The data are preliminary and refer exclusively to ODA contributed by DAC member donors, either bilaterally or through multilateral development agencies, and do not include non-DAC member contributions. **Source:** SEGIB, based on [www.oecd.org/dac/stats/idsonline](http://www.oecd.org/dac/stats/idsonline).

The upper line in Graph VI.1.A shows the evolution of global Official Development Assistance (ODA) directed to developing countries from 2000 to 2010. The chart clearly shows that funding grew steadily through 2008. In fact, with an average annual increase of 13%, total assistance flows rose from about \$50 billion dollars in 2000 to nearly \$127 billion in 2008. However, with a growth rate of only 0.6% in the following biennium, global ODA reached just a little over \$127.5 billion. Preliminary estimates by the DAC project total global ODA in 2010 will amount to some \$128.7 billion dollars.<sup>1</sup> Although the final figure could be higher, the economic crisis has not, for the time being, translated into a sudden decrease in global ODA flows from major donors, even though they have leveled off and thus ended the period of strong growth.

The bottom line in Graph VI.1.A refers to global ODA to recipient Ibero-American countries. The chart shows a significantly lower growth rate in funds directed to the region (dropping from a 9.4% annual average from 2000 to 2008 to a negative 1.6% in the next biennium, compared to 13% and 0.6% for global flows). As the world grappled with the crisis, trends in aid flows in 2008 and 2009 (last year for which data are available) remained almost stagnant at around \$5.75 billion. As depicted in Graph VI.1.B, these dynamics resulted in the progressive displacement of Latin America as a recipient of ODA (total global aid weight decreased from 6.5% in 2000 to 4.5% in 2009).

### Graph VI.2. Distribution of total ODA to the region, by recipient. 2009

US million



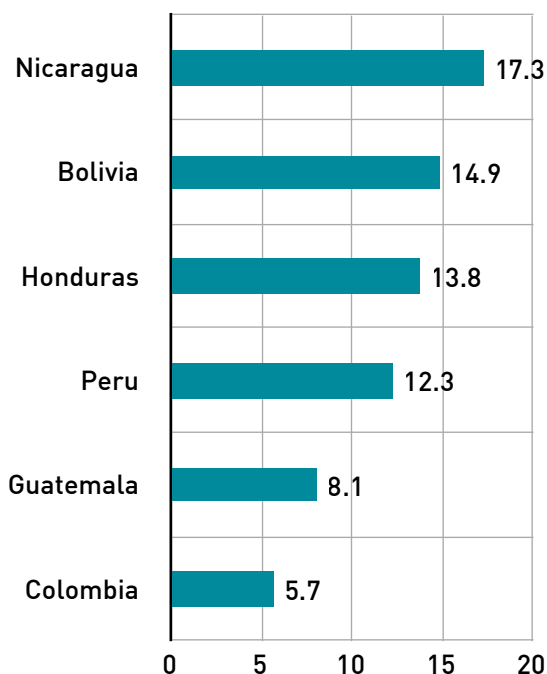
Source: SEGIB, based on [www.oecd.org/dac/stats/idsonline](http://www.oecd.org/dac/stats/idsonline).



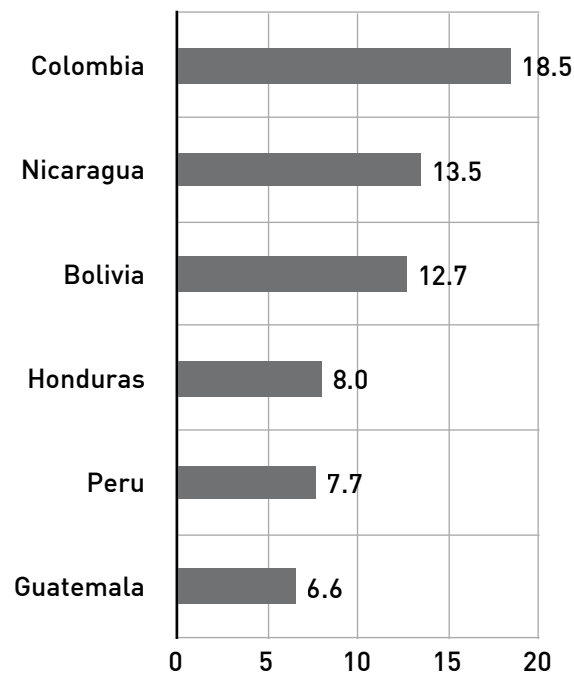
### Graph VI.3. Evolution of global ODA directed to principal recipients. 2000-2009

US million

#### VI.3.A. 2000



#### VI.3.B. 2009



Note: The five countries with the greatest ODA volumes in 2000 and 2009 were selected

Source: SEGIB, based on [www.oecd.org/dac/stats/idsonline](http://www.oecd.org/dac/stats/idsonline)

Concerning ODA distribution by recipients, Graph VI.2 shows, as in previous years, a greater concentration of funds in the Andean and Central American sub-regions. In fact, almost 45% of aid to Latin America in 2009 went to Colombia (the only aid-recipient in the region to surpass the one billion dollar mark), Nicaragua, and Peru (around \$750 million each). Another 30% went to Honduras, Peru, and Guatemala (with aid ranging from \$475 million to \$350 million); and to El Salvador, and Ecuador (\$277 and \$209 million, respectively). Similar amounts were directed to some other countries: Brazil received nearly \$340 million (almost 6% of the total aid directed to the region); Paraguay, and Mexico (\$148 and \$185 million). Among the other countries – in descending order of relative weight – none received more than 2.5% of total ODA to Latin America (Argentina, Dominican R., Cuba, Costa Rica, Chile, Venezuela, Panama, and Uruguay).

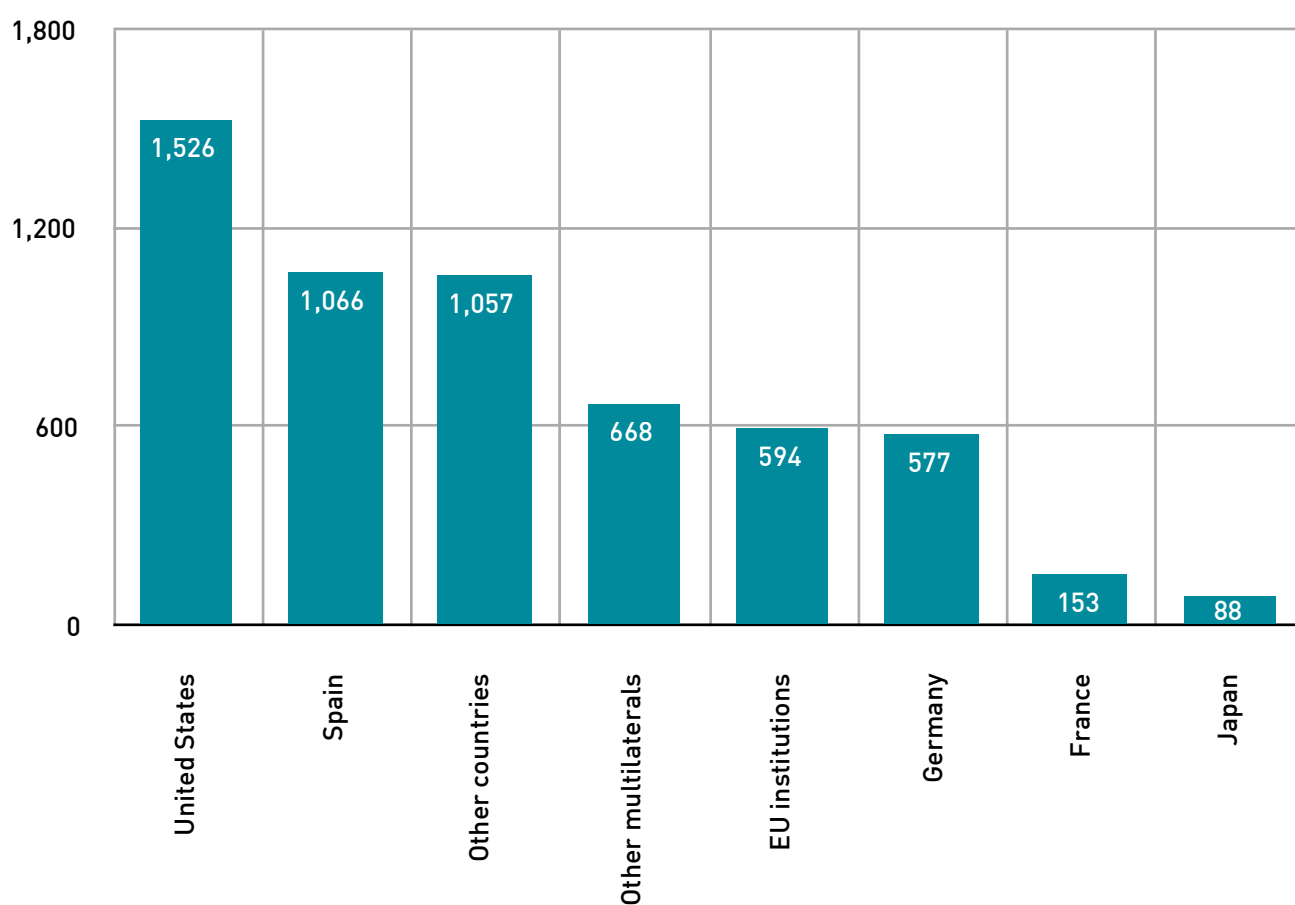
Graph VI.3 shows that the list of recipients remained relatively constant from 2000 to 2009, with the same six top ranking countries: Colombia, Bolivia and Peru, on the one hand, and Nicaragua, Honduras and Guatemala, on the other. The most significant difference, however, is the position occupied by Colombia, the country with the highest assistance growth rate in the region in the past ten years (29.5% annual average, more than 20 percentage points higher than the regional average of 8.1%), representing a more than five-fold increase in aid flow (from \$185 million to \$1.06 billion), moving up from sixth to first ranking in relative weight.

This dynamic is primarily due, however, to the close ties between Colombia and the country that in 2009 became the region's top donor – the United States, whose Official Development Assistance for Latin America increased 18.3% per year on average from 2000 to 2009, with contributions tripling from \$500 million to more than \$1.5 billion dollars. In 2009, close to 43% of total US aid (more than 650 million dollars) was specifically directed to Colombia, accounting for nearly 62% of total funds received by this country ([www.oecd.org/dac/stats/idsonline](http://www.oecd.org/dac/stats/idsonline)).

The second ranking donor, Spain, actually made the greatest effort to help the region, recording the fastest increase in ODA at an annual rate of 28.4% (well above the median) and a five-fold increase in volume (about \$1.07 billion in 2009 compared to \$241 million in 2000). As for the other donors, Graphs VI.4 and VI.5 show Japan's displacement from its former position as largest donor (in 2000) after slashing aid volumes to the region from \$750 million to \$88 million. Finally, among the bilateral donors, Germany retained its dynamism, while the European Union was at the topmost of the multilateral institutions. In both cases, total aid in 2009 to Latin American countries was around US\$575 million, equivalent, in each case, to 10% of total aid delivered to the region.

**Graph VI.4. Distribution of total ODA to the region, by donor. 2009**

US million

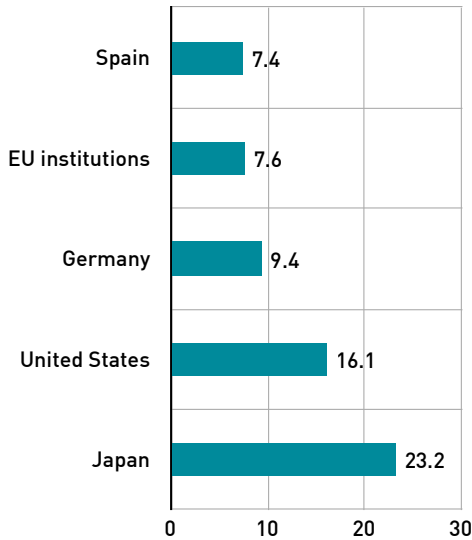


Source: SEGIB, based on [www.oecd.org/dac/stats/idsonline](http://www.oecd.org/dac/stats/idsonline).

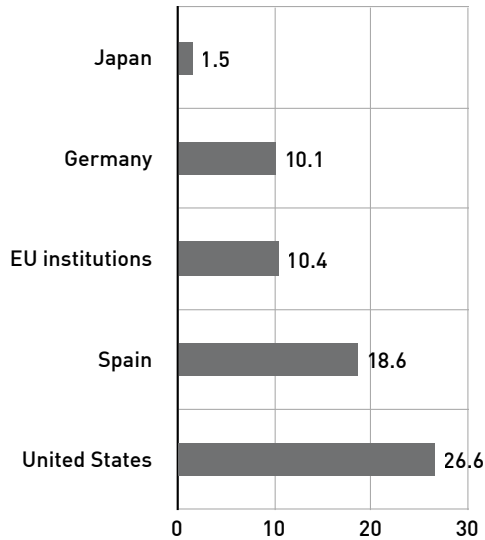
### Graph VI.5. Donor weight in net ODA to Ibero-American countries. 2000 and 2009

US million

VI.5.A. Share in 2000



VI.5.B. Share in 2009



Source: SEGIB, based on [www.oecd.org/dac/stats/idsonline](http://www.oecd.org/dac/stats/idsonline).

### VI.3. ODA from Spain, Portugal and Andorra to their Ibero-American partners

Among the member countries of the Ibero-American Conference, Spain, Portugal and Andorra directed Official Development Assistance to the Latin American countries classified as middle income countries (MIC). Given the relative volume of ODA mobilized by each of these donors, this section analyzes the variances in these flows for the period 2009-2010 and their evolution since 2000, offering some forecasts as to what to expect in the future in light of the economic crisis.

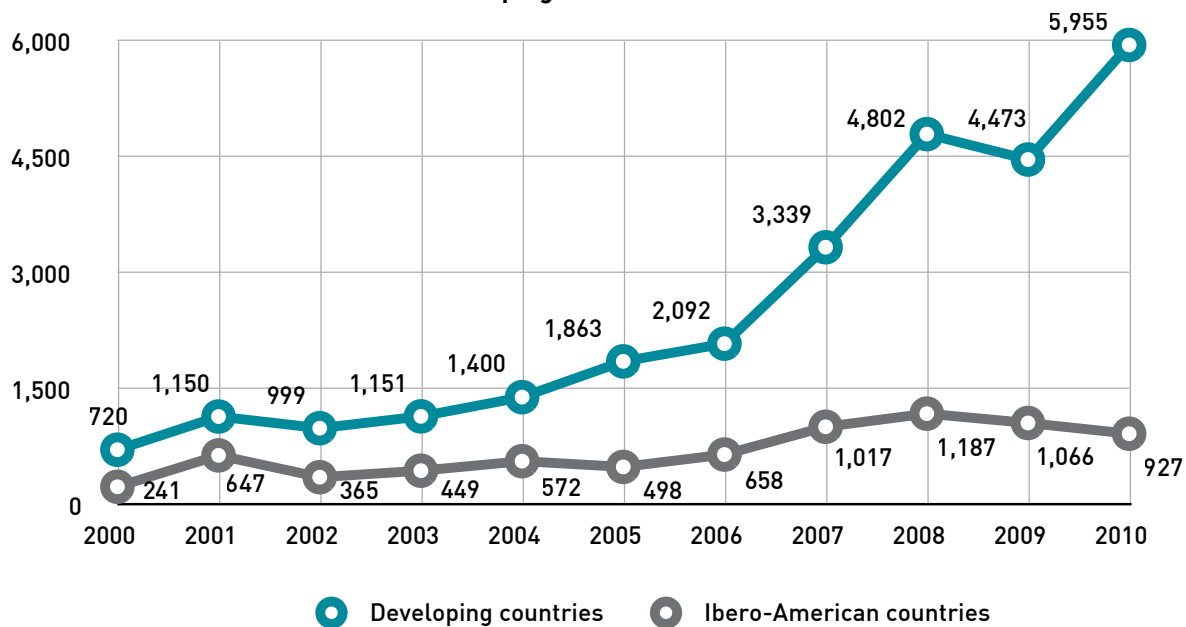
The discussion centers more on Spanish ODA because of its volume. The 2010 spike in the upper line in Graph VI.6.A shows that Spain reaffirmed its commitment to fight poverty and, starting in 2005, increased ODA to developing countries: a 33% increase from about \$4.5 billion in 2009 to almost \$6 billion in 2010. However, this pace will be difficult to maintain under the present conditions (economic crisis and fiscal adjustment). Thus, the *2011 International Cooperation Annual Plan (PACI)* confirms that after years of intense ODA growth, Spanish Cooperation “faces the challenge of achieving the MDGs by the 2015 deadline and doing so ... with ever-scarcer financial resources” (DGPOLDE, 2011; p.10). This should not be understood as Spain renouncing the goals it strived for in recent years but rather as postponing their attainment based on a rescheduled ODA. In consequence, the target year to reach 0.7% of GNP was pushed back from 2012 to 2015 and ODA in 2011 will fall from 4.491 billion euros in 2010 to 4.233 billion (DGPOLDE, 2011 and 2010).

The rescheduling also imposes a repositioning with respect to the core principles of the Millennium Declaration, targeting ODA on the most disadvantaged countries – a decision directly impacting Spain’s traditionally strong commitment with Latin America. In fact, the lower line in Graph VI.6.A. shows how

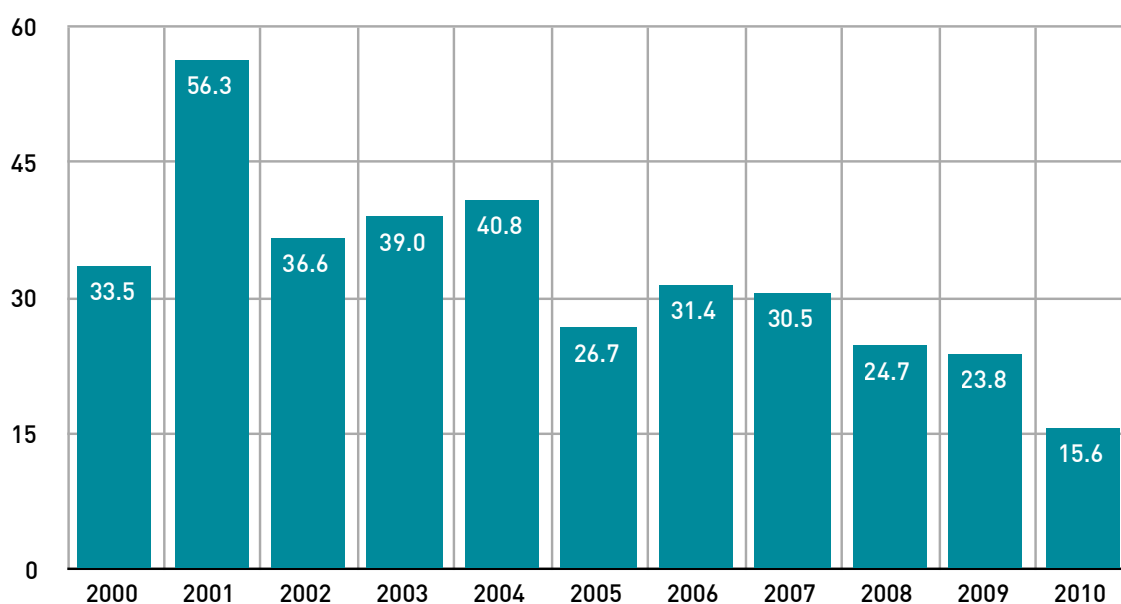
## Graph VI.6. Net ODA directed by Spain to other Ibero-American countries. 2000-2010

Amount, in US million; share, in percentage.

### VI.6.A. ODA to Ibero-America and to developing countries as a whole



### VI.6.B. Ibero-American share of Spanish total net ODA



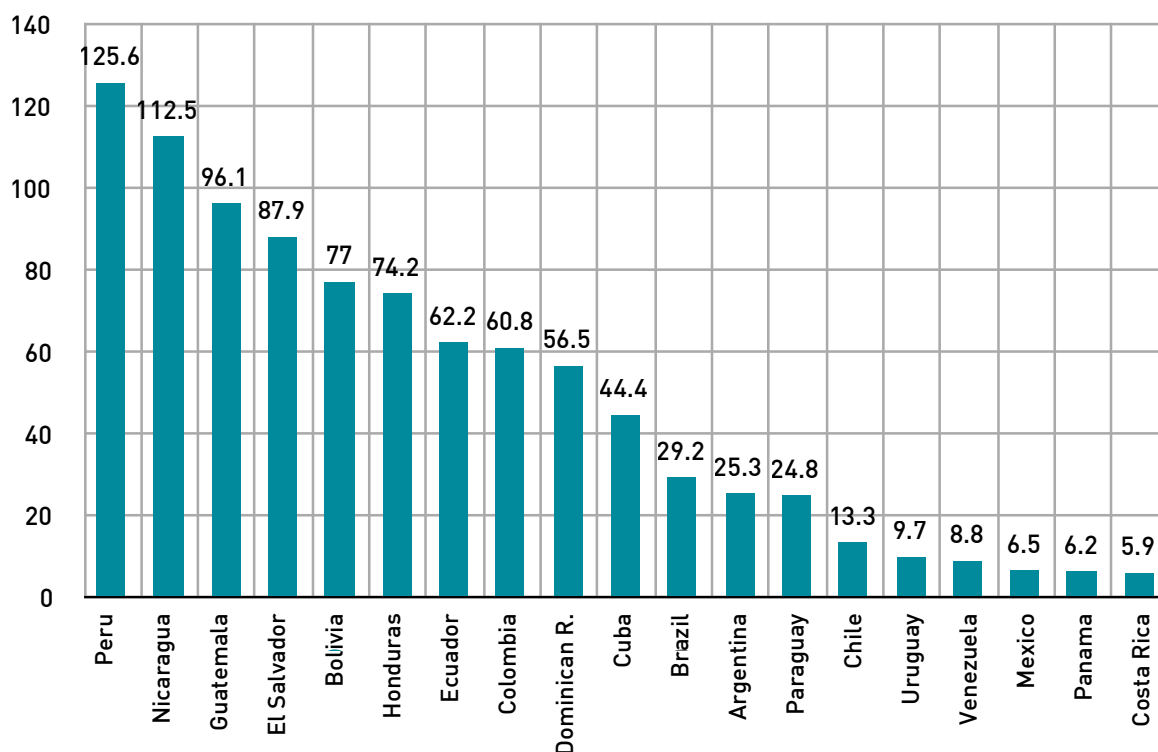
Note: The Office of Development Planning (DGPOLDE) of the Foreign Ministry provided the data on total ODA disbursed by Spain in 2010. The figure provided in euros was converted to dollars at the European Central Bank average exchange rate for 2010 (1€ = 1.3257\$).

Source: SEGIB, based on data reported by the Spanish Agency for International Development Cooperation (AECID), and Development Assistance Committee (DAC) statistics ([www.oecd.org/dac/stats/idsonline](http://www.oecd.org/dac/stats/idsonline)).

Spain was compelled to decrease aid to the countries in the region beginning in 2008: in two years, the accumulated decrease was close to 23%, with ODA falling from \$1.187 billion in 2008 to \$927 million in 2010. For the first time in the decade, this reduction in volume compared to the increase in ODA to developing countries (13% on average), caused the relative weight of Ibero-American total net ODA from Spain to fall below 16% (Graph VI.6.B).

**Graph VI.7. Distribution of total Spanish ODA to the region, by recipient. 2010**

US million



Source: SEGIB, based on Spanish Agency for International Development Cooperation (AECID) data.

The distribution of Spanish aid among Ibero-American recipients was in line with global ODA, principally targeting the Andean and Central American regions. In fact, Graph VI.7 shows that two countries, Peru and Nicaragua, surpassed the \$100 million mark in 2010, together accounting for more than 25% of Spain’s total ODA to the region. Two Central American countries, Guatemala and El Salvador, came fairly close to this figure (\$96 and \$88 million) accounting for 10.4% and 9.5%, respectively. In order of relative importance, they were followed by Bolivia, Ecuador and Colombia, on the one hand, and Honduras, on the other. Assistance to these countries ranged from \$60 to \$75 million, representing 30% of this ODA.

The remaining 25% of the \$927 million Spain delivered to the region in 2010, was divided between two groups of countries: the first group received aid flows ranging from \$25 to \$55 million (Dominican Republic, Cuba, Brazil, Argentina and Paraguay); and the second received less than \$15 million in aid from Spain (Chile, Uruguay, Venezuela, Mexico, Panama and Costa Rica).

Lastly, two other facts concerning Spanish Cooperation are worth noting. First, the sector breakdown of aid to the region in 2010; second, the extraordinary funds mobilized for Haiti that year:

1. The PACI revision of Spain’s 2010 Cooperation emphasized how ODA ultimately mobilized contributed to “*advance a sector approach for interventions by the Spanish Agency for International Cooperation*” (DGPOLDE, 2011; p.16). In other words, interventions targeted the following sectors: health; environment and climate change; gender and education; and water and sanitation. In respect to the latter, and in the specific case of Ibero-America, Table VI.2 shows that more than a quarter of ODA delivered in 2010 to Cuba, Ecuador,

El Salvador, Guatemala, Honduras and the Dominican R. was specifically channeled to the Water and Sanitation Cooperation Fund approved in 2007 at the XVII Ibero-American Summit of Heads of State and Government in Santiago, Chile, to assist Latin America in achieving target 3 of MDG 7.

**Table VI.2. Water and Sanitation Cooperation Fund, by recipient. 2010**

Amount, in US million; share, in percentage.

	CUBA	ECUADOR	EL SALVADOR	GUATEMALA	HONDURAS	DOMINICAN R.	TOTAL
<b>Water Fund</b>	9.7	17.2	21.6	19.8	31.5	11.4	111.2
<b>Spanish ODA</b>	44.4	62.2	87.9	96.1	74.2	56.5	421.2
<b>Percentage</b>	21.8	27.7	24.6	20.6	42.4	20.2	26.4

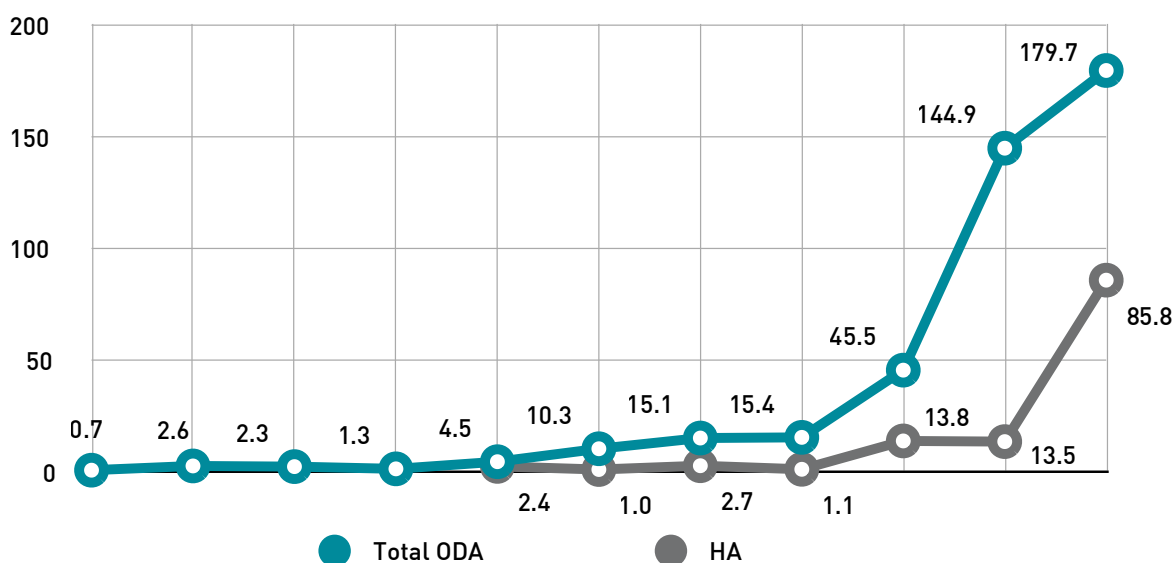
Note: 2010 data obtained from AECID in euros, converted to dollars at the European Central Bank average exchange rate for 2010 (1€ = 1.3257\$).

Source: SEGIB, based on data reported by the Spanish Agency for International Development Cooperation (AECID).

2. ODA figures for 2010 were strongly impacted by the emergency situation in the wake of the earthquake that struck Haiti on 12 January. Spain channeled some 180 million dollars to Haiti, equivalent to one fifth of its aid to Ibero-American countries that year. Close to half this sum (Graph VI.8) was in Humanitarian Aid (more than \$85 million). Actually, Spanish support for the development of this nation in the West Indies began in 2008 at the convergence of two factors: Haiti's inclusion on the list of priority countries for Spanish Cooperation (*Master Plan 2005-2008*) and a prior emergency response to alleviate the damage wrought by hurricanes Gustav, Ike, and Hanna. As a result of these decisions, in just a few years, Spain now ranks third as a bilateral donor for Haiti, trailing the United States and Canada ([www.oecd.org/dac/stats/idsonline](http://www.oecd.org/dac/stats/idsonline)) ([www.iberoamericaporhaiti.com](http://www.iberoamericaporhaiti.com)).

**Graph VI.8. Spanish ODA and Humanitarian Aid to Haiti. 2000-2010**

US million

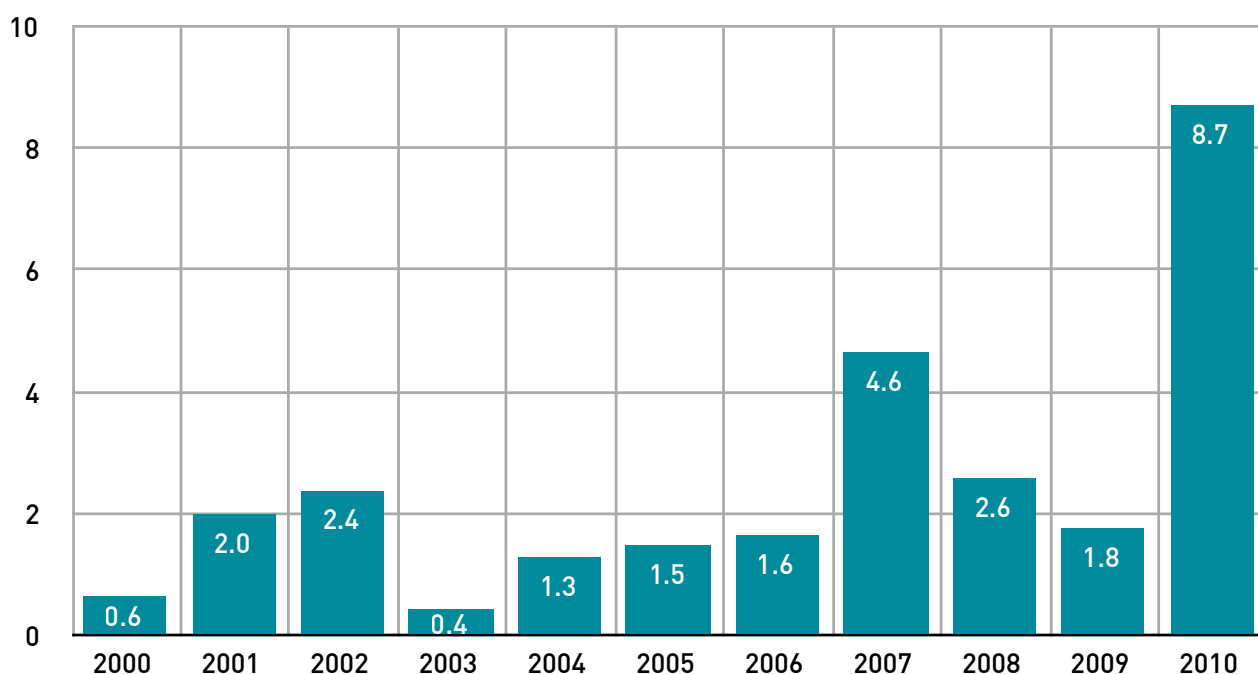


Note: 2010 data obtained from AECID in euros, converted to dollars at the European Central Bank average exchange rate for 2010 (1€ = 1.3257\$). Source: SEGIB, based on data reported by the Spanish Agency for International Development Cooperation (AECID); and Development Assistance Committee (DAC) statistics ([www.oecd.org/dac/stats/idsonline](http://www.oecd.org/dac/stats/idsonline)).

With respect to Portugal, it should be noted that the volume of cooperation delivered to the region rose significantly in 2010 (Graph VI.9). Although Latin America is not the primary recipient of Portuguese cooperation (development aid is directed to countries in Africa and Asia – in addition to Brazil – where Portuguese is the official language), ODA flows to Latin America grew from \$1.8 million in 2009 to \$8.7 million in 2010. In fact, Portuguese ODA to the region tends to remain under \$2.5 million and, in the past decade, only twice has it exceeded this amount: once in the 2009-2010 biennium and once in 2006-2007. The same explanation accounts for both peaks: a surge in Post-Graduate Advanced Training Program grants for Brazilian citizens to study in Portugal. In 2010 this Program accounted for 93% of the \$8.7 million mobilized.

**Graph VI.9. Net ODA directed by Portugal to other Ibero-American countries. 2000-2010**

US dollars



Note: Data for 2010 were provided by IPAD - Portuguese Institute for Development Support, in euros, converted to dollars at the European Central Bank average exchange rate for 2010 (1€ = 1.3257\$). **Source:** SEGIB, based on [www.oecd.org/dac/stats/idsonline](http://www.oecd.org/dac/stats/idsonline) and IPAD data.

Lastly, in 2010, Andorra pursued its efforts to increase Official Development Assistance. Although all flows in 2010 were related to Humanitarian Aid, the volume was quite significant: more than \$1.275 million for all developing countries with more than \$200,000 delivered to the member countries of the Conference (16.5% of the total). In order of relative importance, recipients were Bolivia (more than \$35,000); Chile, Guatemala, and Dominican R. (\$25,000 each); Costa Rica, Colombia, and Argentina (ranging from \$18,000 to \$11,000). Andorra also provided \$160,000 in emergency aid to Haiti (equivalent to 75% of total funds to Ibero-America).

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## NOTES

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1- This figure only considers flows executed in 2010 by DAC member countries, either bilaterally or channeled through multilateral cooperation agencies. Contrary to figures presented in previous years, these figures do not include ODA from non-DAC donors.





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ANNEX



## Matrix A.1. Bilateral Horizontal South-South Cooperation actions, by sphere of activity. 2010

In units

### A.1.A. Social sphere.

PROVIDERS		RECIPIENTS																		TOTAL	
		LMIC						UMIC													
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Paraguay	Argentina	Brazil	Chile	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Peru	Dominican R.	Uruguay		Venezuela
LMIC	Bolivia																				0
	El Salvador																				0
	Guatemala																				0
	Honduras																				0
	Nicaragua																				0
	Paraguay																				0
UMIC	Argentina	3				2						2			2					9	
	Brazil	1	3										1		3	2	2			12	
	Chile		2					1				4					1			8	
	Colombia			2		1					1						1	2		7	
	Costa Rica																			0	
	Cuba	1	1	1		1		1	1	1		1	1	1	2	1	3			16	
	Ecuador														1					1	
	Mexico			1		7		4				1	1		2					16	
	Panama																			0	
	Peru		2				1						4	1						8	
	Dominican R.																			0	
	Uruguay							2	1	1	1		3						1	9	
	Venezuela	1																	1	2	
TOTAL		6	8	4	0	9	3	2	7	2	2	0	2	15	3	4	7	4	9	1	88

## Matrix A.1. Bilateral Horizontal South-South Cooperation actions, by sphere of activity. 2010 (continued)

In units

### A.1.B. Economic sphere. Infrastructure and services.

PROVIDERS		RECIPIENTS																		TOTAL	
		LMIC						UMIC													
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Paraguay	Argentina	Brazil	Chile	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Peru	Dominican R.	Uruguay		Venezuela
LMIC	Bolivia	1																		0	
	El Salvador		1																	0	
	Guatemala			1											1					0	
	Honduras				1															0	
	Nicaragua					1														0	
	Paraguay						1													0	
UMIC	Argentina	1		1		1	1		1			3		1	1					7	
	Brazil		2					1				2						1		6	
	Chile						1	1												0	
	Colombia				2		1			2	2				1	1				9	
	Costa Rica									1										0	
	Cuba	1				2						1								2	
	Ecuador	1											1						1	1	
	Mexico			1										1				1		3	
	Panama														1					0	
	Peru	1			1		1		1				5							8	
	Dominican R.																1			0	
	Uruguay		1				1		1				1							4	
	Venezuela	1											4							4	
TOTAL		0	3	2	1	4	2	2	0	3	0	2	2	15	0	2	2	1	2	1	44

## Matrix A.1. Bilateral Horizontal South-South Cooperation actions, by sphere of activity. 2010 (continued)

In units

### A.1.C. Economic sphere. Productive sectors.

PROVIDERS		RECIPIENTS																		TOTAL	
		LMIC						UMIC													
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Paraguay	Argentina	Brazil	Chile	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Peru	Dominican R.	Uruguay		Venezuela
LMIC	Bolivia	1																		0	
	El Salvador		1																	0	
	Guatemala			1											1					0	
	Honduras				1															0	
	Nicaragua					1														0	
	Paraguay						1													0	
UMIC	Argentina					1	1	1	1			2			7	1			14		
	Brazil		2					1									2		4		
	Chile							1				1						1			
	Colombia			2		3	1	1		3					2		1		13		
	Costa Rica									1									0		
	Cuba	1		1			1		2			1	2	1				1	10		
	Ecuador						1		1			1							2		
	Mexico					1						1		1				1	4		
	Panama														1				0		
	Peru		4	1												1			5		
	Dominican R.									1							1		2		
	Uruguay							1	1	1				1	1				5		
	Venezuela	1																	0		
TOTAL		1	6	4	0	5	4	2	4	2	2	3	1	4	3	5	7	2	5	0	60

## Matrix A.1. Bilateral Horizontal South-South Cooperation actions, by sphere of activity. 2010 (continued)

In units

### A.1.D. Other spheres.

PROVIDERS		RECIPIENTS																		TOTAL	
		LMIC						UMIC													
		Bolivia	El Salvador	Guatemala	Honduras	Nicaragua	Paraguay	Argentina	Brazil	Chile	Colombia	Costa Rica	Cuba	Ecuador	Mexico	Panama	Peru	Dominican R.	Uruguay		Venezuela
LMIC	Bolivia																			0	
	El Salvador																			0	
	Guatemala														1					1	
	Honduras																			0	
	Nicaragua																			0	
	Paraguay																			0	
UMIC	Argentina	4	1	1			9			1		1	3	1		3	1	1		26	
	Brazil	1	5												1			2		9	
	Chile	1						1					1			1		1		5	
	Colombia		1	4	4	1					2				1	6	1			20	
	Costa Rica																			0	
	Cuba	1	1				1		1	2	1	1		3	1	1		1	1	15	
	Ecuador	2					3	1			1				3	1				11	
	Mexico			4	1				1				1			7	2			17	
	Panama				1															1	
	Peru	1	2	1		2	1	3				1				4		1		16	
	Dominican R.																			0	
	Uruguay																			0	
	Venezuela																			0	
	<b>TOTAL</b>		<b>10</b>	<b>10</b>	<b>10</b>	<b>6</b>	<b>3</b>	<b>14</b>	<b>5</b>	<b>2</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>1</b>	<b>8</b>	<b>2</b>	<b>18</b>	<b>13</b>	<b>4</b>	<b>5</b>	<b>1</b>

Countries classified by income level according to World Bank GNI per capita criteria for 2008. Accordingly, countries are classified as Lower middle income - LMIC (per capita GNI of US\$976 - US\$3,855) or Upper middle income - UMIC (US\$3,856 - US\$11,905).

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

**Table A.1. Sector classification applied to South-South cooperation projects**

Sphere of cooperation	DAC Group	Activity sector	Code	Description
Social	Infrastructure and social services	Education	(11)	Basic to university. Education policies, research, teacher training, professional training, etc.
		Health	(12)	General and basic. Health policy, medical services, medical research, basic nutrition, sanitary infrastructure, sanitary education, training for healthcare providers, basic healthcare, etc.
		Population and reproductive health	(13)	Programs and policies on population, reproductive health care, family planning, STI prevention, specialized training, etc.
		Water supply and sanitation	(14)	Water resources policy, supply and purification, development of drainage basins, training, etc.
		Other	(15)	Social services, housing policy, etc.
Economic	Infrastructure and economic services	Energy	(21)	Generation and delivery. Energy policy, energy production, gas distribution, thermal power plants, hydroelectric plants, solar energy, energy research, etc.
		Transport and warehousing	(22)	Transport policy, road, railroad, river and air transport, warehousing, etc.
		Communications	(23)	Communication, telecommunications, radio, television, and press policy, information and communication technologies, etc.
		Science and technology	(24)	Scientific and technological development, support for the transfer of knowledge to strengthen the scientific system, universal access to technology, etc.
		Banking and finance	(25)	Financial policy, monetary institutions, financial services education, etc.
		Employment	(26)	Employment policy, etc.
	Productive sectors	Enterprise	(27)	Services and institutions to support enterprises. SME development, privatization, capacity-building processes, etc.
		Extractive Industries	(2A)	Exploration and extraction of mining and energy resources. Planning and legislation for mining, geology, coal, oil, gas, minerals, etc.
		Agriculture	(2B)	Agrarian policy, arable land, agrarian reform, food sovereignty, animal husbandry, alternative crops, agricultural cooperatives, etc.
		Forestry	(2C)	Forestry policy, development, research, etc.
		Fishery	(2D)	Fishery policies, services, research, etc.
		Construction	(2E)	Construction policy
		Industry	(2F)	Industrial policy, industry by sectors, etc.
Tourism	(2G)	Tourism policy, etc.		
Trade	(2H)	Foreign trade policy and regulation. Regional trade agreements, multilateral trade negotiations, etc.		
Other	Multisectoral	Government	(31)	Institutional development, development planning, public sector management, State modernization, governance, human rights (extension of first, second and third generation rights), combat impunity, demobilization, post-conflict peace-building (UN), statistical training, etc.
		Civil society	(32)	Strengthening civil society.
		Culture	(33)	Culture and leisure, libraries, museums, etc.
		Environment	(34)	Environmental protection, environmental policies, biodiversity, animal health, environmental research, etc.
		Gender	(35)	Programs and projects to link women and development, foster and support women's groups and organizations, etc.
		Disaster prevention	(36)	Logistical support for weather or seismic event preparedness
		Other	(37)	Rural, urban, alternative, non-farm development, community development, etc.

Source: SEGIB based on DAC (November 2004)

**Table A.2. Economic cost of bilateral horizontal South-South cooperation projects. 2010**

Projects in units. Cost in dollars.

PROVIDER	RECIPIENT	NBR OF PROJECTS	COST (\$)		
			PROVIDER	RECIPIENT	TOTAL
Argentina	Mexico		838.0	1,512.9	2,350.9
Argentina	Mexico		777.0	2,311.6	3,088.6
Argentina	Mexico		10,209.5	9,059.2	19,268.7
Argentina	Mexico		11,011.7	6,756.8	17,768.5
Argentina	Mexico		838.0	1,396.1	2,234.1
Argentina	Mexico		12,669.5	12,643.2	25,312.7
<b>Argentina</b>	<b>Mexico</b>	<b>6</b>	<b>36,343.7</b>	<b>33,679.7</b>	<b>70,023.4</b>
Brazil	Paraguay		154,160.0	154.2	154,314.2
Brazil	Paraguay		32,416.5	32,416.0	64,832.5
Brazil	Paraguay		69,990.0	69,990.0	139,980.0
Brazil	Paraguay		117,493.0	117,483.0	234,976.0
Brazil	Paraguay		120,040.0	120,040.0	240,080.0
Brazil	Paraguay		157,606.0	156,976.0	314,582.0
Brazil	Paraguay		143,780.0	143,780.0	287,560.0
Brazil	Paraguay		228,081.0	282,315.0	510,396.0
<b>Brazil</b>	<b>Paraguay</b>	<b>8</b>	<b>1,023,566.5</b>	<b>923,154.2</b>	<b>1,946,720.7</b>
Brazil	Colombia		24,390.0	21,000.0	45,390.0
Brazil	Colombia		20,285.0	5,000.0	25,285.0
Brazil	Colombia		54,695.0	7,305.0	62,000.0
Brazil	Colombia		3,136.0	8,928.0	12,064.0
Brazil	Colombia		10,540.0	12,200.0	22,740.0
<b>Brazil</b>	<b>Colombia</b>	<b>5</b>	<b>113,046.0</b>	<b>54,433.0</b>	<b>167,479.0</b>
Mexico	Colombia		4,785.7	5,981.0	10,766.7
Mexico	Colombia		2,194.1	57.0	2,251.1
Mexico	Colombia		1,349.5	87.0	1,436.5
Mexico	Colombia		2,174.8	2,167.0	4,341.8
Mexico	Colombia		1,349.5	87.0	1,436.5
<b>Mexico</b>	<b>Colombia</b>	<b>5</b>	<b>11,853.6</b>	<b>8,379.0</b>	<b>20,232.6</b>
Mexico	El Salvador		800.0	1,758.5	2,558.5
MEXICO	EL SALVADOR		1,200.0	4,000.0	5,200.0
<b>MEXICO</b>	<b>EL SALVADOR</b>	<b>2</b>	<b>2,000.0</b>	<b>5,758.5</b>	<b>7,758.5</b>
<b>BRAZIL</b>	<b>COSTA RICA</b>	<b>1</b>	<b>128,160.0</b>	<b>36,900.0</b>	<b>165,060.0</b>
<b>BRAZIL</b>	<b>ECUADOR</b>	<b>1</b>	<b>72,725.0</b>	<b>12,500.0</b>	<b>85,225.0</b>
<b>BRAZIL</b>	<b>URUGUAY</b>	<b>1</b>	<b>177,070.0</b>	<b>1,894,400.0</b>	<b>2,071,470.0</b>
<b>CHILE</b>	<b>EL SALVADOR</b>	<b>1</b>	<b>6,805.9</b>	<b>6,000.0</b>	<b>12,805.9</b>
<b>COLOMBIA</b>	<b>MEXICO</b>	<b>1</b>	<b>8,500.0</b>	<b>1,200.0</b>	<b>9,700.0</b>
<b>COLOMBIA</b>	<b>PANAMA</b>	<b>1</b>	<b>4,500.0</b>	<b>8,400.0</b>	<b>12,900.0</b>
<b>COLOMBIA</b>	<b>PERU</b>	<b>1</b>	<b>1,033.0</b>	<b>714.0</b>	<b>1,747.0</b>
<b>MEXICO</b>	<b>COSTA RICA</b>	<b>1</b>	<b>1,800.0</b>	<b>1,000.0</b>	<b>2,800.0</b>
<b>MEXICO</b>	<b>ECUADOR</b>	<b>1</b>	<b>1,955.7</b>	<b>418.8</b>	<b>2,374.5</b>
<b>MEXICO</b>	<b>PERU</b>	<b>1</b>	<b>1,212.6</b>	<b>800.0</b>	<b>2,012.6</b>
		<b>36</b>	<b>1,590,572</b>	<b>2,987,737</b>	<b>4,578,309</b>

Note: These are projects for which information is available for both the provider and recipient share of the economic cost.

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

**Table A.3. Ibero-American bilateral horizontal South-South cooperation projects in Haiti. 2010**

Provider country and Project	Cost borne by provider
<b>Argentina</b>	
Technical cooperation for Planning, Economy and Finance	25,026
Quantification of public spending on children	3,008
Seminar on Slavery, Religion and Memory	2,402
	<b>30,436</b>
<b>Brazil</b>	
Institutional development for the Defense and Rehabilitation of Persons with Disabilities	6,206,000
Revitalization of the Ministry for Agriculture, Natural Resources and Rural Development	4,608,140
Professional Training Center for Industrial Learning	4,013,751
Social inclusion through soccer sporting practice	800,697
Haitian National Police Training – PNH Phase II	521,200
Create an Agricultural Technologies Demonstration and Validation Unit at the Ministry	391,860
Promote and Strengthen Peasant Farming and Food and Nutritional Security	336,723
Support implementation of the Human Milk Banks	318,402
Improve maize production systems	303,070
Improve rice production systems	303,070
Improve Feijão production systems	303,070
Improve manioc production systems	303,070
Build rain water collection and storage reservoirs	292,393
Promote sustainable vegetable production in the Kenscoff area,	232,550
Haitian National Police Training – PNH Phase III	228,530
Road infrastructure recovery in metropolitan Port au Prince – Phase II	219,108
Road infrastructure recovery in metropolitan Port au Prince – Phase I	172,565
Road infrastructure recovery in metropolitan Port au Prince – Phase III	103,156
Training at the National Sports Talent School and Study of Future Viability	48,251
Paving the access road to the solid waste recycling project	46,361
Support for Child Protection Initiatives – Phase II	27,842
Support for Child Protection Initiatives – Phase I	13,296
	<b>19,793,104</b>
<b>Chile</b>	
Pre-School Education Project	375,112
Local Rural Development	115,780
	<b>490,892</b>
<b>Colombia</b>	
Finance the planning, study and design of the Cabaret reconstruction model	800,000
	<b>800,000</b>
<b>Cuba</b>	
Fishery biosafety program	N/A
Haiti telecommunications modernization project	N/A
Assembly and start-up of equipment repair shops (public transportation, buses, etc.)	N/A
Training to build and develop small-scale aquaculture farming reservoirs	N/A
Small-scale aquaculture program	N/A
Doctors training program	N/A
Seeding smolt in reservoirs	N/A
Misión Sonrisa [Smile Mission]	N/A
Operación Milagros [Miracles Operation]	N/A
Emerging Brigades	N/A
Literacy program	N/A
Intensive fishing	N/A
Reconstruction and commissioning of the Darbonne sugar mill	N/A
Strengthening the Haitian health system	N/A
Human resources training program (performing arts and music) Mermelade Department	N/A
Animal health advisory services	N/A
Integral Health Program (PIS)	N/A
Human resources training program (Agriculture)	N/A
Human resources training program (Health)	N/A

**Table A.3. Ibero-American bilateral horizontal South-South cooperation projects in Haiti. 2010 (continued)**

Provider country and Project	Cost borne by provider
<b>Mexico</b>	
Support institutional strengthening for the Government of Haiti	5,000,000
Cooperation in the Mexico-Haiti Public/Private Partnership	3,000,000
Medium and long term health program between the governments of Mexico and Haiti	76,414
Institutional strengthening of the National Environmental Observatory	4,797
Support from Mexican higher education institutions for the Haitian university system	N/A
	<b>8,081,211</b>

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

**Table A.4. Net global ODA to developing countries, by donor. 2000-2009**

US million

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
DAC	36,195	35,282	40,964	49,982	54,635	82,895	77,269	73,378	87,199	83,670
Non-DAC	652	470	2,787	2,918	2,901	2,642	4,007	3,684	7,173	5,580
Multilateral agencies	12,680	16,276	17,966	18,130	22,282	22,904	25,273	29,712	32,517	38,385
<b>DEVELOPING COUNTRIES</b>	<b>49,527</b>	<b>52,028</b>	<b>61,716</b>	<b>71,030</b>	<b>79,818</b>	<b>108,441</b>	<b>106,549</b>	<b>106,775</b>	<b>126,890</b>	<b>127,636</b>

Source: SEGIB: based on [www.oecd.org/dac/stats/idsonline](http://www.oecd.org/dac/stats/idsonline).

**Table A.5. Net global ODA to Ibero-American countries, by recipient. 2000-2009**

US million. In descending order, based on 2009 data

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Colombia	185.9	384.4	438.4	800.4	514.8	620.5	1005.2	722.8	972.0	1060.2
Nicaragua	560.4	931.0	517.2	842.6	1240.2	763.4	740.2	840.3	740.7	774.0
Bolivia	481.7	743.7	689.3	938.4	785.4	643.1	850.0	476.8	627.9	725.8
Honduras	448.3	657.1	461.4	393.8	657.9	690.1	594.4	464.3	564.3	457.1
Peru	396.8	450.6	488.5	516.9	463.5	450.5	463.4	308.5	463.0	441.9
Guatemala	263.1	234.3	249.6	246.8	217.1	256.6	484.3	454.4	536.0	376.2
Brazil	231.4	219.5	207.7	198.3	154.4	243.1	113.4	321.2	460.4	338.5
El Salvador	179.7	237.5	233.3	192.2	216.4	204.5	162.9	88.1	233.4	276.7
Ecuador	146.1	183.6	220.0	174.9	153.3	225.8	187.8	217.3	230.6	208.6
Mexico	-57.8	118.0	125.0	123.0	107.8	180.4	269.7	113.3	149.0	185.5
Paraguay	81.6	61.4	56.8	51.2	22.4	50.7	56.0	108.0	133.5	148.3
Argentina	52.4	145.4	81.4	106.6	91.3	96.0	115.1	101.3	130.5	127.7
Dominican R.	56.0	106.9	145.0	68.9	84.5	80.6	53.8	123.1	156.0	119.8
Cuba	44.0	53.7	63.7	75.0	103.5	88.4	93.7	92.8	127.5	116.4
Costa Rica	9.6	0.4	-0.3	29.0	12.8	25.8	31.7	58.2	66.1	109.3
Chile	48.9	75.3	-7.3	85.7	54.4	167.3	101.4	104.9	107.9	79.7
Venezuela	76.1	44.7	56.5	81.1	44.9	50.3	62.9	77.8	59.2	66.8
Panama	15.4	26.1	20.4	27.4	22.6	26.7	31.0	-135.0	28.5	65.5
Uruguay	17.4	15.2	13.7	23.6	29.1	14.4	21.1	37.0	33.3	50.6
<b>IBERO-AMERICAN COUNTRIES</b>	<b>3,237</b>	<b>4,689</b>	<b>4,060</b>	<b>4,976</b>	<b>4,976</b>	<b>4,878</b>	<b>5,438</b>	<b>4,575</b>	<b>5,820</b>	<b>5,729</b>
<b>DEVELOPING COUNTRIES</b>	<b>49,527</b>	<b>52,028</b>	<b>61,716</b>	<b>71,030</b>	<b>79,818</b>	<b>108,441</b>	<b>106,549</b>	<b>106,775</b>	<b>126,890</b>	<b>127,636</b>
Percentage	6.5	9.0	6.6	7.0	6.2	4.5	5.1	4.3	4.6	4.5

Source: SEGIB a partir de [www.oecd.org/dac/stats/idsonline](http://www.oecd.org/dac/stats/idsonline).



**Table A.6. Net ODA to Ibero-American countries, by donor. 2000-2009**

US million. In descending order, based on 2009 data.

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
United States	521	1,000	986	1,501	1,124	1,236	1582	1,046	1,426	1,526
Spain	241	647	365	449	572	498	658	1,017	1,187	1,066
Germany	306	307	320	434	611	385	359	345	568	577
France	83	85	133	155	235	122	229	276	156	153
Japan	750	710	546	441	271	404	414	203	225	88
Other countries	687	835	921	859	1020	1068	844	494	1,109	1,057
<i>Total Bilateral</i>	<i>2,588</i>	<i>3,585</i>	<i>3,272</i>	<i>3,838</i>	<i>3,834</i>	<i>3,711</i>	<i>4,087</i>	<i>3,381</i>	<i>4,671</i>	<i>4,466</i>
EU institutions	245	424	263	392	365	444	531	624	521	594
Other agencies	405	680	525	745	778	723	820	570	627	668
<i>Total Multilateral</i>	<i>649</i>	<i>1,104</i>	<i>788</i>	<i>1,138</i>	<i>1,143</i>	<i>1,167</i>	<i>1,351</i>	<i>1,194</i>	<i>1,148</i>	<i>1,263</i>
<b>ALL DONORS</b>	<b>3,237</b>	<b>4,689</b>	<b>4,060</b>	<b>4,976</b>	<b>4,976</b>	<b>4,878</b>	<b>5,438</b>	<b>4,575</b>	<b>5,820</b>	<b>5,729</b>

Source: SEGIB based on [www.oecd.org/dac/stats/idsonline](http://www.oecd.org/dac/stats/idsonline).**Tabla A.7. Net Spanish ODA to the other Ibero-American countries. 2000-2010**

US million

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2009
Argentina	-6.5	-3.9	9.9	41.2	33.4	12.3	13.8	21.6	29.7	24.1	25.3
Bolivia	22.4	29.7	30.8	51.6	54.5	66.7	51.6	74.6	93.0	97.6	77.0
Brazil	5.6	6.5	6.2	7.1	9.9	10.2	17.2	32.8	36.8	64.9	29.2
Colombia	12.6	25.1	32.4	14.4	9.6	31.0	69.0	64.3	85.0	148.6	60.8
Costa Rica	11.0	3.3	10.1	10.1	9.9	2.3	3.0	10.0	15.5	9.3	5.9
Cuba	10.6	9.7	13.3	14.5	16.6	15.2	17.6	24.0	45.8	37.7	44.4
Chile	-1.6	-2.9	1.7	2.0	3.4	4.1	4.3	6.7	7.1	9.6	13.3
Ecuador	23.2	18.9	43.0	24.6	31.5	48.2	37.7	71.3	87.9	48.7	62.2
El Salvador	22.4	45.9	55.7	27.0	27.5	42.6	44.1	61.1	83.6	125.7	87.9
Guatemala	14.5	16.5	17.5	23.5	22.4	38.9	223.8	252.9	255.9	113.4	96.1
Honduras	34.9	33.0	36.4	57.6	54.0	95.0	44.3	110.8	117.6	58.4	74.2
Mexico	-11.4	-9.2	-12.0	-26.5	-28.3	-24.5	-23.1	-17.2	-15.1	-14.5	6.5
Nicaragua	19.7	399.5	22.3	72.7	207.7	60.1	36.6	115.1	125.4	142.4	112.5
Panama	13.0	7.3	5.9	8.1	6.6	4.5	6.4	10.6	7.4	6.3	6.2
Paraguay	5.3	8.4	4.1	11.7	6.4	7.1	9.8	13.3	23.0	38.9	24.8
Peru	18.5	29.1	31.9	44.4	56.2	65.5	69.4	109.4	131.5	100.2	125.6
Dominican R.	15.8	17.1	38.2	24.8	45.1	21.4	18.3	27.3	32.1	29.2	56.5
Uruguay	2.8	1.8	1.2	4.4	2.7	2.3	4.1	12.7	9.4	12.2	9.7
Venezuela	28.2	11.4	16.7	35.7	2.8	-5.4	9.9	15.9	15.5	12.9	8.8
<b>TOTAL IBERO-AMERICAN COUNTRIES</b>	<b>241.1</b>	<b>647.3</b>	<b>365.2</b>	<b>448.8</b>	<b>571.7</b>	<b>497.5</b>	<b>657.8</b>	<b>1,017.1</b>	<b>1,187.1</b>	<b>1,065.6</b>	<b>926.8</b>
Total developing countries	720.2	1,149.5	998.5	1,151.4	1,400.2	1,863.0	2,092.0	3,338.9	4,801.6	4,473.1	5,954.8

Note: 2010 data obtained from AECID in euros, converted to dollars at the European Central Bank average exchange rate for 2010 (1€ = 1,3257\$). **Source:** SEGIB, based on data reported by the Spanish Agency for International Development Cooperation (AECID), and Development Assistance Committee (DAC) statistics ([www.oecd.org/dac/stats/idsonline](http://www.oecd.org/dac/stats/idsonline)).



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