

## **OPERATING MANUAL FOR IBERO-AMERICAN COOPERATION**

**Approved at the XX Ibero-American Summit at Mar del Plata (2010)**

## **CONTENTS**

### **1. BACKGROUND AND LEGAL FRAMEWORK.**

### **2. OBJECTIVES AND CHARACTERISTICS OF IBERO-AMERICAN COOPERATION.**

### **3. STRATEGIC GUIDELINES.**

### **4. FORMS.**

### **5. INSTRUMENTS.**

### **6. PROCEDURES FOR APPROVAL AND CONCLUSION OF PROGRAMS, INITIATIVES AND SUMMIT PROJECTS.**

### **7. OTHER REQUIREMENTS.**

- 7.1. Results-orientation. Objectives and indicators.
- 7.2. Integration of the ethnic perspective and the gender horizontal dimension.
- 7.3. Sustainability.
- 7.4. Synergies and coordination with the Ibero-American Conference and other actors.
- 7.5. Participation by social bodies and organizations.
- 7.6. Visibility.

### **8. ORGANIZATION AND STRUCTURE.**

### **9. BUDGET AND RESOURCE MANAGEMENT.**

### **10. FOLLOW-UP AND EVALUATION.**

### **11. GOVERNANCE AND COORDINATION OF IBERO-AMERICAN COOPERATION.**

## **ANNEXES.**

- Annex I. Standard form for Ibero-American Program.
- Annex II. Standard form for Ibero-American Initiative.
- Annex III. Standard form for Ibero-American Summit Project.
- Annex IV. Standard form for the profile of a Program, Initiative or Summit Project.
- Annex V. Form for Annual Report of a Program, Initiative or Summit Project.

## **1. BACKGROUND AND LEGAL FRAMEWORK.**

The legal and institutional framework of reference for Ibero-American Cooperation is set out in the Bariloche Convention approved at the 5th Ibero-American Summit of Heads of State and Government in 1995. The Bariloche Convention has an Operating Manual whose latest version, in force until 2010, was approved at the 20th Ibero-American Summit at Mar del Plata (2010).

At the 13th Summit, the Santa Cruz de la Sierra Convention was signed to establish the Ibero-American General Secretariat (SEGIB) whose objectives include strengthening and promoting Ibero-American Cooperation.

The XIV Summit, in San José, Costa Rica (2004), approved the Bylaws of the SEGIB, which establishes that its functions include:

- *" To strengthen ... Cooperation in the framework of the Ibero-American Conference and to suggest alternatives in pursuit of that goal" (Art. 2.e).*
- *"To present proposals for cooperation programs, projects and initiatives at the meeting of Heads of Cooperation for approval in conformity with the Bariloche Convention" (Art. 2.f).*
- *"To cooperate with the Member States in designing and managing Ibero-American cooperation programs, projects and initiatives, and to monitor and evaluate them". (Art. 2 g.).*

In response to the evolution of Ibero-American Cooperation during these years, the Action Plan of the 19th Ibero-American Summit at Estoril entrusted to be SEGIB with drawing up a new proposal for an Operating Manual.

This Manual refers exclusively to Ibero-American Cooperation Programs, Initiatives and Summit Projects under the Bariloche Convention. Any doubts about its interpretation should be referred to SEGIB, which will consult with the Ibero-American Troika as necessary.

## **2. OBJECTIVES AND CHARACTERISTICS OF IBERO-AMERICAN COOPERATION.**

2.1. Ibero-American Cooperation will focus on strengthening the Ibero-American identity through joint actions aimed at developing and consolidating capacities in the areas of culture, science, education, social welfare and the economy, among others.

2.2. Solidarity between countries and peoples is the driving force behind this Cooperation, which is based on a voluntary commitment to address together the development challenges in our region, reduce our countries' vulnerability to adverse international factors, and act without preconditions, generating sustainable development for all.

2.3. Ibero-American Cooperation Programs, Initiatives and Summit Projects, both ongoing and future, will contribute to achievement of the Millennium Development Goals (MDGs), by promoting human development based on rights and combating poverty, hunger and inequality.

2.4. All the foregoing will be done having regard to the specific features and heterogeneity of the region's countries, most of them middle income, which requires that the forms and instruments of Ibero-American Cooperation be adapted to this situation.

2.5. Ibero-American Cooperation Programs are characterized by being intergovernmental. Government agree to cooperate in a given sector, agree upon the design of each Program, and direct its execution. Cooperation of this type fits more easily with each country's national strategies and plans, and reinforces such national plans and the related public policies with regional activities without encroaching upon each country's sovereignty to choose its development model, system of government and economic policy. This characteristic also facilitates the use of each country's domestic procedures and structures.

2.6. The countries operate horizontally in Ibero-American Cooperation when making decisions and orienting Programs. All the countries contribute to the Programs, each one in accordance with its capacity, in the form of experience and human, technical and/or financial resources. Reciprocally, all participants also benefit from their activities. Ibero-American Cooperation is committed to strengthening South-South and Triangular Cooperation in the region and incorporates its principles and modus operandi by horizontal means.

2.7. Efforts will be made to ensure that Ibero-American Cooperation is complementary to the actions performed by each country and those of international and regional bodies, with which close coordination will be arranged. Particular care would be taken not to duplicate work or resources.

2.8. In accordance with the mandate from the 15th Summit, in Salamanca, Ibero-American Cooperation actions will consider gender equality and the ethnic dimension, having regard to each country's specific features in this regard.

2.9. Where pertinent, Ibero-American Cooperation Programs, Initiatives and Summit Projects will seek funding and participation from social actors: companies, trade unions, NGOs and universities, in coordination with the governments of the region.

2.10. Ibero-American Cooperation Programs, Initiatives and Summit Projects will be results-oriented.

### **3. STRATEGIC GUIDELINES.**

#### **3.1. Quality of Ibero-American Cooperation.**

This Operating Manual enables further progress in enhancing the quality of Ibero-American Cooperation by contributing, through the work of the Heads of Cooperation, the Secretariats/Technical Units and the SEGIB, to the efficacy and efficiency of Programs and their impact on the economic, social and cultural development of the region.

To this end, work will pursue the following lines:

- Procure compliance with the requirements of the Operating Manual in the proposals for new Programs, Initiatives and Summit Projects. Experience shows that the Programs most likely to succeed are those that are well drafted, have the support and agreement of a group of governments, and have sufficient funding.
- Provide ongoing systematic oversight of the Programs through their annual reports and indicators and through participation by SEGIB in Program meetings and activities.
- Present an annual assessment plan that allows for in-depth analysis of each Program's situation, and recommend measures for improvement. See Chapter 10.

#### **3.2. Country participation**

All efforts will be made to facilitate participation by countries in Ibero-American Programs within the procedures set out in this Manual. Since restrictions arise most frequently because certain less affluent countries are unable to contribute their share of Program funding, efforts will be made to allow countries to contribute different amounts (see 9.1), allow for contributions in kind, and support the search for additional funding in certain cases.

#### **3.3. Strengthening South-South Cooperation.**

Ibero-American Cooperation has contributed to strengthening South-South Cooperation through the Ibero-American Program in this area and the Report on South-South Cooperation produced annually by SEGIB and coordinated with the Program.

Actions in this direction include:

- Supporting execution of the Ibero-American Program to Strengthen SSC through training, information systems, annual report, success stories and discussion forums. These lines may be adjusted as the Program evolves in the future.
- Maintaining the production by SEGIB of the annual report on South-South Cooperation based on information and guidance from the Heads of Cooperation.

- Supporting the origination and development of Programs, Initiatives and Summit Projects, both thematic and sectoral, that arise from experiences and activities of South-South Cooperation and Triangular Cooperation.
- Contributing knowledge, techniques and practices of South-South Cooperation to the governance and operating processes of Ibero-American Cooperation Programs, Initiatives and Summit Projects, from the Heads of Cooperation, SEGIB and the Ibero-American Program to Strengthen SSC.

### 3.4. Visibility and dissemination.

The following activities are defined to enhance the visibility of Ibero-American Cooperation:

#### 3.4.1. Publications and information:

- a. Annual Report on Ibero-American Cooperation.
- b. Information on Ibero-American Cooperation in the SEGIB bulletin and website.
- c. Monthly bulletin on the initiatives under the Programs, Initiatives and Summit Projects.
- d. Information via the programs' and initiatives' websites.

#### 3.4.2. Forums and Encounters:

- Organization of regular Cooperation Seminars to be rotated among the countries, with invitations being sent to a broad audience in order to contribute to knowledge and visibility of Ibero-American Cooperation in the sectors involved in the Programs.

#### 3.4.3 Materials and resources for dissemination:

- Video on the activities performed in Ibero-American Cooperation Programs, Initiatives and Summit Projects.
- Traveling exhibition with modular panels on the Programs.
- A three-fold brochure with basic information about each Program.
- Involve the TEIB Program as a stable channel for disseminating Ibero-American Cooperation.

## **4. FORMS.**

Under article 7 of the Bariloche Convention, Ibero-American Cooperation may be technical and/or financial, including the following scopes in each of those two areas:

### **4.1. Technical Cooperation:**

- Development of human and institutional capacities.
- Grants and travel assistance for persons from Ibero-American countries to study or train at any type of institution in the Ibero-American region.
- Support via consultants, civil servants or academics to perform research and advisory functions aimed at transmitting and exchanging experiences, training human resources and expanding capabilities. Support may be in the form of trips, drafting of reports or production of materials for technical missions.
- Organizing seminars, workshops and encounters that facilitate the exchange of experiences and concerted action in the area which each Program addresses.

### **4.2. Financial Cooperation:**

- Support and subsidies from the Ibero-American Programs for specific projects and actions in the fields of culture, science, etc. through a Fund that grants funding via a competitive process subject to rules to be decided by the corresponding Intergovernmental Committee.
- Partial funding of national plans in the sectors addressed by the Programs. This funding may arise from the Ibero-American Programs themselves or by arrangement with donors or other actors.

## **5. INSTRUMENTS.**

The instruments of Ibero-American Cooperation are as follows:

- Ibero-American Programs. At least seven participating countries. Intergovernmental.
- Ibero-American initiatives. At least three participating countries. Intergovernmental.
- Summit Projects. At least three participating countries. Non-governmental. (civil society, other actors).

### **5.1. Ibero-American Program.**

An Ibero-American Program is defined as an action having medium- to long-term time period and goals, during which plans, lines of action and activities of Ibero-American governments are implemented in a given sector, with a multiplier effect in pursuit of a common purpose. Its function is to strengthen each country's strategy in the sector in question by combining efforts through joint activities, exchanging best practices, policies and experiences, supporting specific projects and actions, and pursuing funding for national plans.

Main characteristics:

- Intergovernmental, at least 7 participating countries.
- Medium or long term. At least 3 years. With a completion date set out explicitly in the formulation document, which may be extended by a decision of the Intergovernmental Committee and the Heads of Cooperation.
- A broad sector and a significant impact.
- Program definition and actions are aligned with each country's national strategies in the sector in question.
- A Program may contain a number of actions (action lines, strategies, activities). Each Ibero-American Program will be implemented through one-year operational plans.

Ibero-American Programs can be divided into two large groups:

- Type 1. Those in which only technical cooperation activities take place: seminars, workshops, technical assistance, studies, training courses, etc.
- Type 2. Those that involve non-reimbursable financial cooperation, offering aid for projects and/or partial funding of national plans, though they may also involve technical cooperation activities.

The Program operating budget will be that of its joint activities and coordination costs, including those of its Technical Secretariat. To be approved as an Ibero-American Program, there must be a committed minimum operating budget to ensure its scope and sustainability. This minimum annual budget is 250,000 euro for programs that incorporate only technical cooperation activities and 500,000 euro for those that establish a fund to provide aid or include other financial cooperation activities.

This minimum budget may be made up of a range of contributions from the countries in the form of human, technical or financial resources. The final amount in each case will be decided by the relevant Intergovernmental Committee as a function of the activities included in the Program.

It is understood that, in the sector in question, each country will have additional funds within its national plans and strategies that will be necessary to achieve the overall objective of the Ibero-American Program, whose implementation will be coordinated with that of the Program but which will be the sole responsibility of each country.

See Annex I - Standard form for Ibero-American Program.

### 5.2. Ibero-American Initiative.

An Ibero-American Initiative is defined as a bounded action carried out by governments in a specific sector of interest for the priorities of the Ibero-American Cooperation.

An initiative may be confined to this category while it is running, or it may be the seed of an Ibero-American Program, with a small number of participating countries and combining the design of a more ambitious Program with the implementation of the first activities.

Main characteristics:

- Intergovernmental, at least 3 participating countries.
- Short or medium term. At least 1 year. With a completion date set out explicitly in the formulation document, which may be extended by a decision of the Intergovernmental Committee and the Heads of Cooperation.
- Specific sector.
- Joint execution of activities by the governments of the countries participating in the Initiative.
- Funding committed by participating countries for 1 year.
- The activities in an Initiative are normally confined to technical cooperation.

The minimum budget for an initiative to be approved is 150,000 euro per year. See point 5.1 in connection with this requirement.

See Annex II - Standard form for Ibero-American Initiative.

### 5.3. Summit Projects.

A Project attached to an Ibero-American Summit ("Summit Project") is defined as an action in a sector of interest for the priorities of Ibero-American Cooperation that is carried out by cities, regional bodies, Ibero-American networks, NGOs, companies, universities, social organizations, trade unions or foundations. Its function is to recognize joint actions of the Ibero-American social, economic, cultural and political fabric, which can thereby have the support of the Ibero-American Summit.

Main characteristics:

- Short or medium term. At least 2 years.
- Specific sector.

- Non-governmental: civil society and other actors. Involves organizations from at least three countries in the region (which are associated in a Network/Federation/Association) or is a single organization with members in 3 or more Ibero-American countries.
- Joint execution of the activities in the Summit Project by the participating organizations.
- May have governmental partners but is promoted by social organizations.

The minimum annual budget for consideration as a Summit Project is 250,000 euro, to ensure a sufficient scope. Funds may come from public or private sources. Obtaining the funding is the responsibility of the organizations participating in the Summit Project. Recognition as a Summit Project does not entail any financial obligation on the part of SEGIB, other bodies in the Ibero-American System or the governments of the Latin American Conference.

See Annex III - Standard form for Summit Project.

## **6. PROCEDURES FOR APPROVAL AND CONCLUSION OF PROGRAMS, INITIATIVES AND SUMMIT PROJECTS.**

The generic term Program is used to refer to both Programs and Initiatives. The specific features of Summit Projects are detailed at the end of the chapter.

### Program approval.

6.1. The initial proposal for a Program may come from one or more member countries of the Ibero-American Conference or from SEGIB, in accordance with the terms of its Bylaws. The Organizations of the Ibero-American System (OEI, OISS, OIJ and COMJIB) or any other civil society agency, institution or organization may submit proposals through their government or through SEGIB, whose function is to facilitate and coordinate the process.

6.2. If time allows, the proposal must be presented in the form of a Program Profile (see Annex IV for the Standard Form for Profiles), which will be sent to SEGIB or the Secretariat pro tempore (SPT) of the Ibero-American Conference, which will notify each other of proposals that are received. These proposals will be registered by SEGIB.

6.3. SEGIB and the SPT will circulate the profile among the Heads of Cooperation to obtain preliminary feedback.

(Note: Steps 6.2 and 6.3 may be skipped if the proposal arrives less than 3 months before the Summit and/or is presented initially in complete form).

6.4. The proposing country/countries will prepare the full formulation document (Program Document) using the forms set out in the Annexes to the Manual and will send it SEGIB for it to assess compliance with the requirements contained in this Manual.

6.5. SEGIB may request changes to aspects of the formulation to ensure that the requirements in the Manual are met. If it considers that these requirements are not met adequately, SEGIB can halt the Program approval process, in which case it must justify this decision to the proposers.

6.6. Once the Program meets all the requirements, except as regards participating countries and financial sustainability, SEGIB and the SPT will send it to the Heads of Cooperation for each country to consider the possibility of participating in the Program. The proposing country/countries will also circulate it among the corresponding sectoral authorities. It is not absolutely necessary for the Program to be presented and supported by the Sectoral Ministerial meeting for the field of activity in question, though that does represent a significant endorsement.

6.7. To confirm their participation in the Program, each country must submit, through its Head of Cooperation, a letter addressed to the SEGIB and sent to the Secretary for Ibero-American Cooperation, indicating its support for approval of the Program at the Summit, its decision to join the Program, and its annual contribution.

6.8. If seven or more letters of accession are received for a Program, or three or more in the case of an Initiative, and the contributions set out in the letters cover the Program's operating budget, it will be presented by the SPT and SEGIB for consideration and, in

the event, support at the meeting of Heads of Cooperation. If the opinion is favorable, the Program will be escalated, through the Joint Meeting with the National Coordinators, for initial approval at the Meeting of Ministers of Foreign Affairs and, subsequently, for final approval at the Ibero-American Summit of Heads of State and Government, and it will be specified in a Paragraph of the Summit Program of Action.

6.9. Any extension of the deadline or a modification of the Program will be decided only by the countries participating in the Program and need not be reflected by the Summit. Substantive changes, such as a change of Program objectives, must be submitted and approved by the Heads of Cooperation in the framework of the Summit.

#### Program conclusion.

SEGIB may present the proposal to conclude an Ibero-American Cooperation Program, Initiative or Summit Project to the Heads of Cooperation for the following reasons:

- Decision by the Program's Intergovernmental Committee.
- Observation that the Program has ceased to have significant activity, does not conform to the approved Formulation Document, or has ceased to meet the Ibero-American Cooperation requirements set out in this Manual.
- The Program systematically fails to meet the reporting requirements vis-à-vis SEGIB and the Heads of Cooperation.
- The outcome of an Evaluation that makes a documented recommendation for conclusion. - The Program departs significantly from the stated objectives and expected results.
- The countries have ceased to contribute to the Program, which no longer has the number of countries required by the Bariloche Convention.

Concerning this last point, a country that fails to pay the initial contribution indicated in its letter of accession within one year or subsequent contributions approved by the organs of the Program over two years will no longer be considered a participant and member of the Program except where it has presented a proposal in this connection and such proposal has been approved by the Intergovernmental Committee.

Any Program, Initiative or Summit Project will have a completion date set out in its formulation document and associated with fulfillment of its objectives. Once the completion date arrives, the Program will be evaluated and may be extended if its Intergovernmental Committee so decides and this decision is approved by the Heads of Cooperation.

The conclusion of any Ibero-American Cooperation Program, Initiative or Summit Project will be reflected in a paragraph of the Summit Program of Action.

#### **Specific features of Summit Projects.**

To be registered under an Ibero-American Summit, Projects must be presented to SEGIB by the social organizations that promote them. They must be presented using the form in Annex III. SEGIB will assess the project and, if it meets the requirements set out in the Manual, it will refer the formulation document to the Heads of Cooperation for consideration and escalation for approval, if appropriate. Summit Projects do not require

letters of accession from countries as they refer to actions not performed by governments.

## **7. REQUIREMENTS FOR PROGRAMS, INITIATIVES AND SUMMIT PROJECTS.**

### **7.1. Results-orientation. Objectives and indicators.**

- Regardless of the instrument that is used (Program, Initiative or Summit Project), Ibero-American Cooperation actions must have a framework of indicators that make it possible to measure the outcome of the action and its impact.
- Indicators should be simple and measurable. They should cover only the core and essential aspects of the action, and must integrate the gender and ethnic perspectives.
- The formulation document must contain two blocks of indicators.
- Process indicators, which will be used throughout the annual report to account for the activity, status and development of the Program, Initiative or Summit Project.
- Impact indicators. These measure the degree of attainment of the Program Objectives.
- Program.
- A framework of national indicators should be sought that is homogeneous between the countries participating in the action and in the sector involved, making it possible to track Program progress and its impact throughout the region on a comparable basis.

### **7.2. Integration of the ethnic perspective and the gender horizontal dimension.**

At the XV Summit, in Salamanca (2015), the Ibero-American Heads of State and Government mandated SEGIB to *"integrate the indigenous and Afro-descendant perspective into its cooperation actions and to promote the gender focus as a transverse axis of Ibero-American cooperation through actions and projects in that direction."*

In specific development cooperation actions, a transverse approach to gender issues is understood to mean considering the equality dimension as a function of gender in all phases. During planning, studying the different ways in which a problem affects men and women and, therefore, what outcomes and activities are proposed to achieve the specific objectives of the programs and projects, including specific indicators and reserving parts of the budget for such activities. In implementation, compiling statistics and documentation differentiated by gender, and tracking in the light of this variable. And in assessment, analyzing how a program has influenced men and women of the target population differently.

The ethnic perspective is an essential factor to be taken into account in the activities in contexts of cultural diversity. In these cases, it is essential to ensure a balanced participation of men and women from each of the cultures and peoples, commensurate with the intensity of their presence and their level of interest and involvement in the problem that the Program seeks to help resolve. It is also necessary to analyze how the Program will affect women and men of different peoples and ethnic groups in the area in which it is implemented and their inter-ethnic and gender relations.

To ensure transverse inclusion of this factor, it is necessary to integrate gender and ethnicity properly throughout the entire formulation document, following these guidelines:

- A. Justification and context: Indicate the distinct way in which the problem to be addressed by the Program affects men and women, and its impact on the indigenous and Afro-descendant population.
- B. Target population: It is important to have information with which to segment the target population by gender and ethnicity.
- C. Objectives: Indicate a specific goal aimed at ensuring that program outcomes will benefit women.
- D. Indicators and sources of verification: Define specific indicators of gender and ethnicity, both in relation to the extent to which program activities have helped to overcome inequalities among the target population, and insofar as women and indigenous and Afro-descendant populations participate.
- E. Budget: If necessary, budget specific amounts to ensure the inclusion of these perspectives in the program.
- F. Involvement of other actors: It is recommended to facilitate participation in the program by organizations of women, indigenous peoples and Afro-descendants, and they should be invited to form part of any Program Advisory/Consultative Council.
- G. Visibility: The communication and dissemination tools should lend visibility to the Program achievements in relation to overcoming gender and ethnic inequalities and to participation in program activities.

Direct actions to be included in the formulation document:

- Ensuring access to information on the program and its activities on the part of these population groups through newsletters, meetings and websites.
- Reserving places on courses, seminars and activities. Defining minimum quotas for these populations in grants, subsidies and aid, in accordance with the legislation of the participating countries.
- Establish incentives for incorporating these approaches into public tenders for projects and grants under the Program.

### 7.3. Sustainability.

This requirement refers to both sustainability during program execution and the sustainability of its achievements once it concludes.

- It is necessary to indicate the degree of integration and alignment of the action with the national strategies and policies of the participating countries in the sector in question, as well as their institutional and administrative procedures and structures. Also with regional agreements and plans in the sector addressed by the program.
- It is understood that, in the sector in question, each country will have additional funds within its national plans and strategies that will be necessary to achieve the overall objective of the Ibero-American Program, whose implementation will be coordinated with that of the Program but which will be the sole responsibility of each country.

- The main obstacles to proper implementation of the action must be identified, with an indication of how to address and overcome these difficulties.
- The resources that are committed should be sufficient to cover all central costs (Secretariat/ Technical Unit, Program meetings) and a significant part of the joint activities.
- Possible sources of complementary resources should be identified for additional program activities that are not funded.
- In relation to sustainability after the conclusion of the program, an explicit reference should be made in the formulation document to the exit scenario and the conditions required for the objectives of the Program, Initiative or Summit Project to be sustained in the future after the Program concludes.

#### 7.4. Synergies and coordination with the Ibero-American Conference and other actors.

The formulation of the program should set out the synergies with other Programs in detail, indicating:

- The added value it provides in relation to existing programs, whether Ibero-American or otherwise, operating in the region on the same ground as addressed by the proposed new Program or Initiative.
- Synergies with existing Ibero-American Programs, both those operating in a similar sectoral scope and others which, because of their transverse nature, may collaborate with the new Programs.
- Coordination with Ibero-American bodies (SEGIB, OEI, OIJ, OISS and COMJIB) and with the echelons of the Ibero-American Conference: Heads of Cooperation and Sectoral Ministerial Meetings.

Particular attention will be given to coordination with other Ibero-American Programs in the framework of common initiatives such as the Ibero-American Knowledge Area (higher education, science and innovation programs), the Ibero-American Territorial Area (Programs and Projects in connection with municipal and urban issues and territorial management), the Ibero-American Cultural Space and other similar initiatives.

The program may consider participation by countries that have Associated Observer status at the Ibero-American Conference.

Finally, the Program, Initiative or Summit Project must indicate its relationship and linkage with spaces and mechanisms for coordination and cooperation that address similar issues, the goal being to avoid duplication and enhance complementarity and synergies.

#### 7.5. Participation by social bodies and organizations.

Programs and Initiatives must promote participation by, and coordination with, social organizations (companies, NGOs, trade unions, foundations) and international organizations that are active in the sector in question and can add value.

They may participate through:

- Consultations and opinions about Program formulation and execution.
- Direct participation in, or support for, the constituent activities.
- Cofinancing the Program activities.

If the Intergovernmental Committee agrees, the Program or Initiative may establish an Advisory or Consultative Council involving international bodies, social organizations and companies. The functions and meetings of this Council should be distinguished from those of the Intergovernmental Committee; the Advisory Council may meet alone or together with the Committee, before or after the latter's meetings.

#### 7.6. Visibility.

7.6.1. When formulating a Program, Initiative or Summit Project, the following aspects relating to visibility and communication of same must be indicated.

- Communication with directly participating institutions and with the direct beneficiaries.
- Communication to other agencies, organizations and individuals operating in the same sector as the Program.
- The website of the Program, Initiative or Summit Project (if there is one). Use and beneficiaries. This page should link to that of SEGIB.
- Actions to promote the visibility of the action to public opinion in the Ibero-American countries. (media, advertising, events ...)

The Intergovernmental Committee and its Technical Secretariat are responsible for the Program's communications and ensuring its visibility. It would be desirable to allocate 2-5% of the Program budget to publicizing it.

In addition to steps taken by the action itself, SEGIB will support Program visibility via joint actions to publicize Ibero-American Cooperation.

7.6.2. Any Program, Initiative or Summit Project approved by the Ibero-American Summit of Heads of State and Government must report this fact in its communications.

- In all institutional communications, websites, and actions to publicize and promote the action, it must be stated that it is a Program, Initiative or Summit Project of Ibero-American Cooperation and it must carry the SEGIB logo (common to the entire Ibero-American Conference), in accordance with the provisions of the SEGIB Institutional Identity Manual.
- The action will participate in publicity events and actions that are common to all Ibero-American Cooperation, in which case the Technical Secretariat of the Program, Initiative or Summit Project must supply the necessary information in due time.

## **8. ORGANIZATION AND STRUCTURE.**

Before it is approved, each Program, Initiative or Summit Project must indicate the organization structure that it will have. In the case of Projects, the structure will be that of the promoting organization, adapted as needed for proper execution of the Project. For Programs and Initiatives, the following will apply:

8.1. All Programs and Initiatives must have an Intergovernmental Committee (Intergovernmental Technical Committee) comprising government representatives designated by the participating countries, whose basic functions are:

- To act as political organ of governance for the Program, with responsibility for its development and results.
- To approve its lines of strategy and annual report.
- To debate and approve the Program's Annual Operating Plan and Annual Budget.
- To agree on the formula for administering the Program's monetary resources.
- To elect the members of the Executive Committee (if any) and the Chairman/Executive Secretary (if any) and to delegate powers to them.
- To decide upon the location of the Program's Technical Unit/Secretariat. To select the Program's Technical Secretary.
- To orient the Program's alliances and relations with other actors: international bodies, financiers, civil society.
- To decide whether to invite or integrate international bodies and countries with Observer status in the Ibero-American Conference into the Committee, on a temporary or permanent basis.
- To decide whether to establish an Advisory/Consultative Council for the Program, and its members.

Each country will designate its representatives on the Intergovernmental Committee and notify the appointment in writing to SEGIB.

Each member of the Intergovernmental Committee is responsible for coordinating the Program with the country's national plan/agenda for the corresponding sector, and for coordinating his/her activities with the country's Head of Cooperation.

The Intergovernmental Committee will meet at least once per year. SEGIB will participate in all Intergovernmental Committees with the right to speak but not vote. The Program Technical Unit/Secretariat will act as Committee Secretary, with the right to speak but not vote.

If the Intergovernmental Committee so decides, the Program may have an Executive Committee comprising between three and five members. The functions of this Executive Committee will be specified by the Intergovernmental Committee and will be associated with closer monitoring of the Program operation, supporting the Technical Unit/Secretariat executing it, and preparing the annual operating plan for the following year. The Executive Committee may meet frequently, preferably by virtual channels or taking advantage of other forms and meetings.

The Program will have a Chairman or Executive Secretary, which will be a rotating position designated by the intergovernmental committee from among its members, who represent the governments participating in the Program. The Executive Chairman or

Secretary will have the functions delegated by the Intergovernmental Committee, including that of convening and directing meetings of same, of the Executive Committee, if there is one, and tasks associated with monitoring and providing technical and/or logistical support to the Technical Unit/Secretariat.

8.2. All Ibero-American Programs and Initiatives must have a Technical Unit/Secretariat with basic functions and obligations are as follows:

- Drafting the Program's Operating Plan and Annual Budget for approval by the Intergovernmental Committee.
- Coordinating Program operation, taking direct responsibility for executing the activities that fall under the Program's operational and financial responsibility. In the case of activities that are carried out directly by the countries, albeit in the framework of the Program, the Technical Secretariat will facilitate their coordination and integration with the common lines of activity.
- Administering the Program's financial resources in accordance with the approach that has been adopted and with the support that the Program establishes for this purpose.
- Convening, with the Chairman or Executive Secretary, if any, the meetings of the Intergovernmental Committee and the Executive Committee. The Technical Secretary will participate in these meetings with the right to speak but not vote, and will draw up the minutes.
- Rendering accounts to the Intergovernmental Committee about the activities and the execution of the annual budget.
- Preparing the Program Annual Report and sending it to SEGIB by the deadline established by the latter.
- Participating, if invited by SEGIB, in the meetings on Ibero-American Cooperation (annual meeting with Heads of Cooperation, Ibero-America Cooperation Seminars in the countries, etc.).
- Promoting visibility and raising awareness of the Program and its activities.

The Technical Secretary will be selected and appointed by the Intergovernmental Committee (or by the members of same to whom this task has been delegated). The Technical Secretary will, with the support of the Committee, select the other members of the Technical Unit; the decision as to their number, type of position and basic hiring conditions lies with the Intergovernmental Committee.

Possible options for structuring the Technical Unit/Secretariat:

The location, structure and staff of the Technical Unit/Secretariat of an Ibero-American Program or Initiative will be decided by the Intergovernmental Committee. The staff may be:

- a) Hired by the Program and paid out of its budget.
- b) Own staff or persons seconded, at no cost to the Program, by ministries, agencies or public entities or foundations of the member countries.

The possible formulas for its location are as follows:

- A Ministry or governmental institution of an Ibero-American country that is a member of the Program.

- An Ibero-American sectoral body (OEI, OIJ, OISS, COMJIB), which may host an Ibero-American Program's Technical Unit/Secretariat. In this case, administration of Program resources will be governed by the host's financial rules. Nevertheless, it is important to maintain the same principles and structures as in the other Programs: Intergovernmental Committees with full powers, appointment of the Technical Secretary by the Committee, etc.
- An international body with experience in the sector addressed by the Program, subject to the same requirements as set out in the previous point for Ibero-American bodies.
- The Technical Unit/Secretariat may be created specifically and be located autonomously in the country that is decided. Possible legal forms for this purpose include establishing an Association or Foundation in the country of residence.

SEGIB will act as Technical Unit/Secretariat of an Ibero-American Program if so decided by the SEGIB itself or by the Intergovernmental Committee on the basis of exceptional circumstances. In that case, if it entails administration of the Program's resources, such administration will be governed by SEGIB's own rules and formalized by signing a Memorandum.

The Technical Unit/Secretariat may be stable in a specific country or location or rotate among the participating countries; this decision will be made by the Intergovernmental Committee.

8.3. Regulation and other documents. All Program must have a set of operating rules approved by the Intergovernmental Committee, which will be applied in conformity with the legislation of the member countries. The Rules must indicate the Program's decision-making and operating processes and detail the functions of each one of its bodies. SEGIB may provide any advice that the Programs require in this connection.

## **9. BUDGET AND RESOURCE MANAGEMENT**

### **9.1 Confirmation of the budget and of contributions to Programs and Initiatives**

Each Program will have an annual budget of revenues and expenditure. Expenditure may not exceed expected revenues. An Ibero-American Program expenditure budget will have the following structure, depending on the type of Program:

**Type 1. (Technical cooperation only).** The budget will contain the following items:

- a. Operating expenses, which will include the Program's central expenses: Secretariat/Technical Unit, operating expenses, website, Program Committee meetings (if the Committee decides to finance them wholly or partly with Program funds). Details must be provided of the main expenditure items, including personnel.
- b. Expenses of Program activities required for its operation.
- c. Expenses for additional activities in the Program, which will be executed if there is sufficient funding and which help extend the scope of the Program. Additional support for the Secretariat/Technical Unit.
- d. Operating/reserve fund, which will be used to operate temporarily in the event of a lack of liquidity or a delay in the receipt of member contributions. As a guideline, it is advisable to allocate 10% of the annual budget to that Fund.

Items "a" and "b" are financed with contributions from the countries to the Program, either those confirmed in the letters of accession to the Program or subsequent contributions approved by the Intergovernmental Committee.

Item "c" may use additional voluntary contributions from countries or be funded through international development cooperation or by other institutions.

Although it is desirable that all participants in the Program contribute a minimum level of financial resources, these technical cooperation programs do not have a minimum contribution for participating countries, provided that a minimum initial amount of 250,000 euro per year is obtained overall.

Therefore, a country can participate in a Program of this kind without providing financial resources; however, it would have to provide expertise and human and technical resources. This is valid for countries in the region with lower financial capabilities. Other countries must provide financial resources to cover the central expenses of the program as well as human and technical resources as part of their overall contribution to cover the Program's main expenses.

Contributions in the form of human and/or technical resources may be valued using commonly-accepted methodologies in international cooperation and decided by the Intergovernmental Committee with the support of SEGIB.

**Type 2. (Financial and technical cooperation).** The budget will contain the following items:

- a. Operating expenses (the same as in Type 1)
- b. Expenses related to the Program's technical cooperation activities (if any).

- c. Fund for financing projects/aid/actions under the Program, to be awarded on a competitive basis.
- d. Operating/reserve fund, which will be used to operate temporarily in the event of a lack of liquidity or a delay in the receipt of member contributions.
- e. Other technical cooperation activities as part of the Program, extending its financial capacity or additional support for the Secretariat/Technical Unit.
- f. Contributions from countries to help fund projects and actions supported by the Program.
- g. National funding plans, in the event that they are included in the Program.

Items “a”, “b”, and “c” are financed with countries' contributions to the Program, either those confirmed in the letters of accession, which must cover a minimum of 500,000 euro per year, or subsequent contributions approved by the Intergovernmental Committee.

Where the projects or actions financed by the Program require co-funding in the form of a contribution by the country (block “f”), the latter must confirm in the letter its willingness to provide co-funding to projects that are selected.

Groups “e” and “g” may draw on additional voluntary contributions from countries or be funded through international development cooperation or by other institutions.

In Programs of this type, a minimum contribution should be set for all countries to ensure that all participants contribute funding. However, given that these are cooperation programs, it is recommended to set minimum contributions that vary as a function of the financial capacity of each group of countries.

As a result, all countries can participate in, and contribute to, the Program on a progressive basis and in a way that is compatible with their national budgets in the sector being addressed.

#### Differing Contributions:

The criteria set out below, agreed by the Ministers of Culture and supported by the Heads of State and Government, will be used to set the differing contribution levels for the Cultural Programs in technical and financial cooperation for which a Fund is established.

- Progressiveness. Countries with greater economic capacity and income must make larger contributions to the Programs.
- Horizontality. All participating countries, regardless of their level of income, commit to contributing economic, technical and/or human resources to the Program. If the Program has a Fund, all of the participating countries must contribute financially to it.
- Proportionality. Ideally, countries' contributions will not differ notably. Although the Program is led by a country that makes the greatest contribution, other countries must also make significant contributions.
- Contribution-Benefit. A smaller contribution to a Program should not reduce a country's possibilities of obtaining funding from that Program for projects and activities in the country. Decisions on the actions to be financed must be based on quality and compliance with the requirements of the corresponding award

process. The Intergovernmental Committees must establish fair conditions and criteria to follow, which will be implemented by the Secretariats/Technical Units.

## 9.2 Administration of the resources.

The legal framework for Ibero-American Cooperation is established in the Bariloche Convention. The Santa Cruz Convention and SEGIB Bylaws also affect this framework, especially in connection with SEGIB's participation in Ibero-American Cooperation.

The Bariloche Convention, which precedes SEGIB's bylaws, focuses on intergovernmentability and maintains that governments must provide coverage for Programs and Secretariats/Technical Units through Intergovernmental Committees. This practice has proven effective; however, it may lead to difficulties in receiving resources from countries and assigning them.

The Santa Cruz Convention and SEGIB's Bylaws assign their functions in connection with Ibero-American Cooperation, in the area of promoting initiatives, monitoring and evaluation, strengthening the whole and collaborating with countries in management.

In this context, several alternatives can be considered for administering an Ibero-American Program's resources, and this aspect should be detailed in the formulation of the Program to ensure that there is a feasible and appropriate mechanism.

The formulas that can be considered for resource management are as follows:

- a. Management by a Ministry, body, institution, foundation or public agency of one of the countries participating in the Program, usually in the country where the Secretariat/Technical Unit is located. This generally saves costs, increases efficacy and expedites management.
- b. Management by an Ibero-American sectoral body (OEI, OIJ, OISS, COMJIB) or other international body with an office in the country where the Secretariat/Technical Unit is located.
- c. Creation, by the Program, of an ad hoc institution to manage the resources, such as an Association or a Foundation, usually in the country where the Secretariat/Technical Unit is located.
- d. A three-way partnership as follows:
  - SEGIB receives the obligatory and voluntary contributions to the Program, provided that they do not implicitly carry obligations vis-à-vis execution and accountability for SEGIB. The contributions do not form part of SEGIB's budget; SEGIB confirms receipt to the country that sent them, groups them together and sends them to the management body assigned by the Program.
  - The management body is responsible for managing the resources, in the terms and conditions agreed upon between it and the Program, and for preparing reports for the countries and for SEGIB. The Program's Secretariat/Technical Unit will act as liaison and will channel expenditure requests.
  - For the implementation of this mechanism, an Agreement must be signed between the managing institution or body, SEGIB and the Program. The terms of the agreement must be approved by the Intergovernmental Committee, which may delegate the signature to one of its members.

- e. In exceptional cases, SEGIB may consider the possibility not only of collecting the contributions but also administering the Program resources. If this is decided, the contributions will be managed in accordance with SEGIB's financial regulations, and will be formalized by signing a Memorandum or Agreement.

SEGIB may act as the conduit for receiving funds from public or private bodies where such bodies cannot contribute directly to the Program. SEGIB may also receive and manage funds that public or private bodies propose to transfer to it in support of Program activities. In the former case, SEGIB will transfer the funds received to the Program. In the latter case, the funds will be managed by SEGIB according to its regulations and the conditions agreed with the contributor, and in coordination with the Program.

Where the Program includes the execution of cooperation projects of a considerable size in a particular country, including the construction and/or the provision of equipment or a high volume of expenditure, management via the corresponding government is recommendable. Where this is not possible, a specific administrative authority should be created that is different from the one that is responsible for administering the Program on a day-to-day basis.

SEGIB, together with the Government of the country where the Secretariat/Technical Unit is located, will support the Program in analyzing and identifying the best option for managing the resources.

## **10. FOLLOW-UP AND EVALUATION**

SEGIB is responsible for following up and evaluating Ibero-American Cooperation, and it is accountable to the Heads of Cooperation.

### **10.1. Ex-ante evaluation.**

Ex-ante evaluation will be carried out when the complete Program Formulation Document is available. The objective of this type of assessment of a new Program is enable SEGIB to confirm its quality and conformity with the requirements set out in the Manual.

To this end, the following aspects will be analyzed:

- Program logic. Coherence between specific Activities-Results-Objectives. Impact, contribution of specific objectives to the general objective. Relevant, measurable indicators. Appropriate resources for the activities.
- Coherence. Conformity to the criteria of Ibero-American Cooperation and to its mandates.
- Feasibility. Actual capacity to implement the Program. External context factors that may interfere with successful implementation.
- Sustainability. Security in the supply of resources to implement the Program's activities. Effective and efficient use of resources. Support by governments and the relevant institutions in participating countries. Sustainability of the Program's initiatives after it is completed.

### **10.2. Follow-up.**

All Programs, Initiatives and Summit Projects will draft an Annual Operating Plan (AOP) that details the activities envisioned for the year, the schedule and the budget. The AOP must be approved by the Intergovernmental Committee and forwarded to SEGIB.

The follow-up process must focus on the following aspects:

- Development of the AOP, its lines of action, and identification of the activities performed to date.
- Results of the Program and their effects.
- Indicators envisioned in the formulation, and measurements.
- Difficulties identified and adjustments implemented.
- Financial status of the Program. Expenses incurred under the budget.

SEGIB will provide systematic follow-up:

- Maintaining frequent contact with Technical Secretariats.
- Attending Intergovernmental Committee meetings.
- Through contact with the Heads of Cooperation which, in turn, have relations with the institutions in their respective participating countries.

As regards regular reporting, the Secretariats/Technical Units must:

- Prepare an Annual Report on activities in the year and submit it to SEGIB before 31 March of each year, using the form (Annex IV) provided by SEGIB each year .

Each Program must state the value of each the activity indicators in the formulation, indicating the status of the budget and initial and subsequent contributions received, country by country, and provide a list with the key points of work under the Program in participating Ibero-American countries. SEGIB will use that information to draft an Ibero-American Cooperation Report, which it will use for accountability purposes and to raise awareness about the Programs.

- Include economic and financial control mechanisms. If it deems it appropriate, SEGIB may require a Program, Initiative or Summit Project to be audited by an internationally-recognized audit firm; the audit report must be sent to SEGIB. The cost of the audit must be included in the Program budget.
- Prepare and send to SEGIB, one month prior to each Ibero-American Summit, an advance of the Program's Annual Operating Plan for the following year with a view to presenting Ibero-American Cooperation activities for the coming year at the Summit.
- At the beginning of each month, send to SEGIB a list of actions planned for the upcoming two months. SEGIB will process that information and send it to the Heads of Cooperation and to all Programs.

Each country will promote meetings on the focal points of Ibero-American Cooperation, which will be organized by the Head Cooperation in each country, having consideration for the institutional structures in each country.

### 10.3 Evaluation.

This refers to the objective, systematic evaluation of a Program that is under way or completed, its implementation and its results. The objective is to determine the impact of the Program, its relevance, the attainment of with planned objectives, and the efficiency and efficacy of the action. This Manual will be used as a reference for evaluation, especially as regards the requirements established for each Program and set out in the Manual.

SEGIB is responsible for evaluating Ibero-American Programs as part of its functions set out in the Convention of Santa Cruz and in its Bylaws. To that end, it will have a schedule of Ibero-American Program, Initiative and Summit Project evaluations to be completed over the course of the year. SEGIB will present the conclusions and results of the evaluations to the Heads of Cooperation and to the Program's Intergovernmental Committee.

To perform the evaluations, SEGIB will have expert personnel hired specifically for this task; SEGIB will define Terms of Reference and will monitor the process in coordination with the Program's Secretariat/Technical Unit. The Evaluations will consider the opinions of the participating institutions in each country, and of the direct recipients of the Program. The Secretariats/Technical Units will collaborate on these evaluations, the cost of which will be borne by the corresponding Program.

The Evaluations may be:

- Intermediate. Each Program will be evaluated every 3-4 years and whenever significant changes are expected.
- Final. Upon conclusion of the Program, Initiative or Project.

SEGIB, the Program's Secretariat/Technical Unit, and the evaluation team will meet when an intermediate evaluation has concluded to decide which recommendations will be implemented and how. This implementation plan must be presented to the Intergovernmental Committee.

The Formulation Document will be revised to ensure that the recommendations are implemented in future execution.

## **11. GOVERNANCE AND COORDINATION OF IBERO-AMERICAN COOPERATION.**

This chapter details the functions of the actors and bodies with a view to shedding light on Ibero-American Cooperation responsibilities under the framework of the Bariloche Convention with respect to the competencies of each echelon and body that the Ibero-American Conference has assigned under its regulation.

### **11.1. Heads of Ibero-American Cooperation.**

Their functions and responsibilities are:

- Governing all Ibero-American Cooperation in accordance with the guidelines established at the Summit.
  - Leveraging the complementary nature and coherence between the Summit Action Programs and the Ibero-American Cooperation Programs, Initiatives and Summit Projects.
  - Evaluating new Programs, Initiatives and Summit Projects and, where support is available, escalating them to the Meeting of Foreign Ministers and to the Summit of Heads of State and Government for approval.
  - At the proposal of SEGIB, submitting the conclusion of the Ibero-American Cooperation Programs, Initiatives and Summit Projects to the Summit.
  - Coordinating with sector authorities from their respective countries in connection with the approval or conclusion of programs and with a view to confirming their countries' contributions to the programs.
  - Receiving annual evaluations and reports on the programs.
  - Guiding activities to strengthen and raise awareness about Ibero-American Cooperation.
- In each country, the Cooperation Head is responsible for coordinating Ibero-American Cooperation. To this end, the goal is:
    - To ensure that the Heads of Cooperation have sufficient information on the status of the programs and their activities.
    - For SEGIB to inform the Heads of Cooperation about potential new programs being discussed in Ibero-American sectors.
    - To promote regular meetings by the Head of Cooperation with national focal points to coordinate and exchange information.
    - To organize regular Ibero-American Cooperation Seminars as detailed in item 3.4.

### **11.2. Executive coordination.**

An Executive Coordination body will be created comprising the Heads of Cooperation, the Executive Presidents/Secretaries of the Programs, and their Secretariats/Technical Units, and SEGIB. Its functions are:

- To implement decisions made by the Heads of Cooperation in connection with the set of programs and their governance.

- To promote synergies and the complementarity of Programs, Initiatives and Summit Projects.
- To address common challenges faced by the programs, proposing alternative solutions.

### 11.3. SEGIB.

SEGIB is the body responsible for the general coordination of Ibero-American Cooperation. Two sets of functions and responsibilities have been established.

#### Those related to quality and processes in Ibero-American Cooperation.

- Coordinate the approval process for new programs.
- Evaluate the proposals for new programs, ensuring compliance with the requirements of the Manual. Ensure these requirements are met over the course of the Program.
- Monitor the Programs, keeping track of their status and execution. Attend all meetings of the Programs' Intergovernmental Committees, with the right to speak but not vote.
- Receive and analyze Programs' annual reports. Use those reports to draft the Ibero-American Cooperation Annual Report.
- Organize Program evaluations, coordinating the evaluation process and presenting their results to the Heads of Cooperation. Ensure that recommendations from Program evaluations are included.
- Propose to Heads of Cooperation the finalization of an Ibero-American Cooperation Programs, Initiatives and Summit Project.
- Organize meetings between the Heads of Cooperation and SEGIB with the programs' Secretariats/Technical Units at least once per year, as the body that coordinates and promotes synergies.

#### Those related to strengthening Ibero-American Cooperation.

- Support the implementation of new Programs, helping establish their governance and execution structures, including the possibility of temporarily acting as a Program's Technical Unit/Secretariat.
- Act as a recipient of initial and subsequent contributions to Programs in countries that decide to channel them via SEGIB, subject to prior agreement.
- Certify receipt of funds and channel them to the entity determined by the Program.
- In exceptional cases, analyze and decide to act as Technical Unit/Secretariat of a Program and administer its resources in accordance with SEGIB's financial regulations. Receive and distribute specific contributions to support programs, under the terms of section 9.2.
- Promote coordination among Ibero-American Programs with a view to developing activity lines which go beyond the sum of the actions in the Programs. Establish stable integration schemes between Programs (Ibero-American Knowledge Area, Ibero-American Territorial Area, etc.).
- Encourage collaboration between general and horizontal programs and sector programs.
- Increase visibility and raise awareness about each Program in its sector and as part of Ibero-American Cooperation overall.

#### 11.4. Ibero-American Sectoral bodies (OEI, OIJ, OISS and COMJIB).

Ibero-American Bodies fulfill a series of significant functions as part of Ibero-American Cooperation, such as promoting and supporting Ibero-American Programs and Initiatives and providing leadership in cooperation in their areas of reference.

These functions and responsibilities are:

- Creating, within the Body, the Technical Unit/Secretariat for the Programs in its sector.
- Providing general technical support for Ibero-American Cooperation in its areas of reference.
- Supporting administrative management of those Ibero-American Programs for which a resource administration scheme is agreed upon, as detailed in section 9.2.d of this Manual.
- Ensuring, with SEGIB, compliance with the mandates related to cooperation activities assigned to them by the Ibero-American Summit.

SEGIB and the Ibero-American sectoral Bodies will promote synergies and complementarity within Ibero-American Cooperation. To this end, they will establish the collaboration and coordination mechanisms they consider necessary, the first of which is the Council of Ibero-American Bodies, which has already been created and which will ensure greater coordination between them.