

Looking into Triangular Cooperation Mechanisms

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A Comparative Study of Germany, Japan and the UK

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Acronyms and abbreviations

ASEAN	Association of Southeast Asian Nations
BMZ	Federal Ministry for Economic Cooperation and Development (Germany)
CAP	Country Assistance Policy (Japan)
CHAI	Clinton Health Initiative Access to Medicines Programme (UK)
ClimAA	Africa-Brazil Partnership on Climate-Smart Agriculture and Food Security (UK)
CLMV	Cambodia, Lao PDR, Myanmar, and Vietnam
CSIR	Meraka Institute in the Centre of Scientific & Industrial Research (South Africa)
DAC	Development Assistance Committee
DFID	Department for International Development (UK)
EPI	Emerging Powers Initiative (UK)
FAO	UN Food and Agricultural Organization
GDPP	Global Development Partnership Programme (UK).
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Society for International Cooperation)
GPD	Global Partnerships Department (UK)
IAI	Initiative for ASEAN Integration
IFPRI	International Food Policy Research Institute
INVENT	Innovative Ventures and Technologies for Development (UK)
J-PRISM	Japanese Technical Cooperation Project for Promotion of Regional Initiatives on Solid Waste Management in the Pacific Island Countries
J-SEAM	Japan-Southeast Asian Meeting for South-South Cooperation (Japan)
JARCOM	JICA-ASEAN Regional Cooperation Meeting (Japan)
JICA	Japan International Cooperation Agency
JICA-RI	JICA Research Institute
LAC Fund	Regional Fund for Triangular Cooperation in Latin America and the Caribbean
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
MOFA	Ministry of Foreign Affairs (Japan)
MoU	Memorandum of Understanding
PP	Partnership Program (Japan)
R/D	Record of Discussion
SADC	Southern African Development Community
SFF	Study and Expert Funds (Germany)
SSC	South-South cooperation
TC	Technical Cooperation
TCED	Third Country Experts Dispatch (Japan)
TCTP	Third Country Training Program (Japan)
TICAD	Tokyo International Conference on African Development
TrC	Triangular Cooperation
TriCo Fund	Trilateral Cooperation Fund (with South Africa) (Germany)
WFP	World Food Programme

Introduction

1. Background: The knowledge gap

Despite increasing recognition of the importance of triangular cooperation (TrC),¹ there is still a deplorable dearth of information on how the major players are planning and managing their TrC. In an effort to fill the knowledge gap on this matter, the Organisation for Economic Co-operation and Development (OECD) Development Co-operation Directorate undertook a series of activities on TrC from 2012 to 2013, including the publication of two analytical reports. One report was a review of the literature on TrC, and the other was based on a survey involving providers of development cooperation including Development Assistance Committee (DAC) members and some non-members of the DAC, international organizations and developing countries (OECD 2013a, 2013b). The results of the study were shared and discussed at the conference entitled Policy Dialogue on Triangular Cooperation held in Lisbon on 16 and 17 May 2013, where there emerged a general agreement on the characteristics of TrC, the necessary elements for good TrC, and the need for follow-up actions to be taken for the promotion of more and better TrC. A common feeling also emerged that more systematic research is needed on how different actors are actually managing TrC (OECD 2013c).

2. Scope of the Report

Against this backdrop, this paper thus aims to fill the identified knowledge gap in TrC by briefly illustrating the mechanisms and systems used by selected DAC members to engage themselves in TrC. It compiles case studies on approaches, patterns, and operational mechanisms of TrC engagements for a sample of selected DAC members with a short synthesis, which provides a brief comparative analysis. The instruments used by the case countries for TrC typically comprise, first, broadly-defined technical cooperation, such as support of training and the deployment of Southern experts by pivotal countries, and second, more programmatic financial transfers to pivotal countries to support their South-South cooperation activities.² In analyzing the theme, we chose to focus our attention on some management mechanisms, including, particularly, planning, financing and budgeting of TrC activities. We expect that future studies will adequately cover other aspects, such as the framework of TrC including

¹ Unless otherwise stated, this paper applies the widely-used UN definition throughout: “Triangular cooperation involves southern-driven partnerships between two or more developing countries supported by a developed country (ies) / or multilateral organization(s) to implement development cooperation programs and projects (United Nations 2012, p.5)”.

² In line with the focus, we do not intend to fully cover cases of indirect TrC contribution via multilateral organizations (e.g., UN specialized agencies), while we do refer to such cases whenever necessary.

cooperation agreements and memorandum of understanding, the in-depth analysis of the characteristics of TrC instruments, and monitoring and evaluation.

Much as we wanted to cover a wider range of case countries, we decided to select a sample of three DAC members, namely, Germany, Japan and the UK. Similar studies will have to follow to shed light on other long-standing champions of TrC as well as emerging players, and international organizations.

3. Specific questions

Concretely, we look into the following sub-themes within the broad question above:

- Guiding strategies and principles of the planning of TrC activities
- The structure of the planning (and budgeting) of TrC activities within the entire operational mechanism of the country's development cooperation
- The process of identification and initiation of TrC projects - Who identifies the seeds of projects and initiates the planning of TrC activities
- Formal procedures and steps to be taken in the planning process
- The roles of offices and HQs divisions within the donor organization,
- The extent of engagement of partner countries (beneficiary / pivotal) in the planning process
- Budgetary and financial arrangement of the planned TrC activities

Overview

1. Different appearances with similarities

The three country case studies reveal some notable differences in the way their overall management mechanisms for TrC are organized. The **UK** has a centrally-administered fund for cooperation with Emerging Powers which includes triangular cooperation projects, amongst modes of working. By contrast, **Japan** plans and executes TrC activities through its regular bilateral ODA mechanism without separately-managed fund mechanisms. **Germany** can be seen as a middle case; it administers two fund mechanisms with regional/country focus while maintaining the use of a regular budget mechanism for the remaining TrC activities. Our comparison indicates that these diverse management structures lead to some differences in the way TrC activities are planned and implemented.

However, there are naturally many similarities among the three countries. They all employ such instruments as training, dispatch of experts, consultancy service, workshops and support of research, as has been reported in the OECD survey (OECD 2013b).³ Also common among the three countries is the emphasis on centrality in the role of their country offices in planning TrC, while their headquarter offices are involved to varying degrees in the process of final project approval. Close dialogue with partner countries is also the preferred approach by all three countries.

All three countries regard partnerships with emerging/pivotal countries as effective and efficient ways to promote development effectiveness, such as through the exchange of knowledge and experience available in these countries. Also, broadly, similarly to their bilateral aid, their TrC activities seem to be guided by mainstream global development agendas such as poverty reduction, climate change and sustainable development, selecting their priority sectors of TrC activities through country-level consultation within broad aid policies and strategies.

³ This study does not examine the details of aid modalities for TrC.

Table 1. Comparison of mechanisms of three DAC members

	Germany	Japan	UK
Overall development policies mentioning TrC	<ul style="list-style-type: none"> BMZ strategy: Triangular cooperation in German development cooperation: Position paper (2013) BMZ strategy: Strategy for Development Cooperation with global development partners (2011) Federal Foreign Office Strategy: Shaping Globalization-Expanding Partnerships-Sharing Responsibility (2012) 	<ul style="list-style-type: none"> MOFA Strategy: The ODA charter of 2003 and Japan's mid-term ODA plan of 2005 JICA's strategy: Mid-term plan (2012-2016) MOFA ODA White Paper (2012) indicates a broad direction of priority areas of intervention according to the region 	<ul style="list-style-type: none"> DFID's policy: Global Development Partnership Programme (which sits in the context of the cross-government Emerging Powers Initiative)
Country-level policies which indicate the direction for formulating TrC projects (inc. main areas of interventions)	<ul style="list-style-type: none"> the priority of areas of TrC projects reflects country-level strategies (pivotal and beneficiary country) 	<ul style="list-style-type: none"> the priority of areas of TrC projects reflects country-level strategies (pivotal and beneficiary country) in some countries' cases (e.g., LA countries), country development policy specifically mentions TrC as one of its objectives 	<ul style="list-style-type: none"> TrC is one element of DFID's Emerging Powers country strategies. Priority of areas of TrC projects currently reflect country-level strategies (pivotal and beneficiary country)
Operational guidelines specific for TrC activities (apart from normal bilateral cooperation guidelines)	<ul style="list-style-type: none"> mainly internal some on the web partly mentioned in BMZ strategy: Triangular cooperation in German development cooperation: Position paper (2013) 	<ul style="list-style-type: none"> Thematic Guideline on South-South cooperation (Support to SSC) (2005) 	<ul style="list-style-type: none"> overall procedures on TrC budget and project approval are articulated in the Global Development Partnership Programme
Partner pivotal countries	<ul style="list-style-type: none"> major countries are designated designated Global Development Partners: Brazil, India, Indonesia, Mexico and South Africa TrC activities are implemented with other countries 	<ul style="list-style-type: none"> not fixed Japan cooperates with probably the widest range of countries as pivotal countries (partner countries are not limited) 12 countries have a systematized partnership agreement on TrC 	<ul style="list-style-type: none"> fixed GDPP countries Brazil, China, India, South Africa and, to a lesser extent, the Gulf countries exploring expansion to other middle income countries
Initiator of TrC activities	<ul style="list-style-type: none"> any partner countries 	<ul style="list-style-type: none"> any partner countries 	<ul style="list-style-type: none"> any partner countries
Way of matching needs and initial formulation of TrC activities	<ul style="list-style-type: none"> individual meetings between Germany and partners (discuss TrC objectives and project proposed) after authorization: joint planning process with the implementing partners international workshops for specific regions 	<ul style="list-style-type: none"> individual meetings between Japan and partners ongoing projects international workshops for specific regions 	<ul style="list-style-type: none"> individual meetings between the UK and partners
Approval process	<ul style="list-style-type: none"> HQ (country teams play essential roles) 	<ul style="list-style-type: none"> HQ (country teams play essential roles) 	<ul style="list-style-type: none"> Country Teams (HQ plays advisory roles)
TrC funds	<ul style="list-style-type: none"> exist regional fund (LA and the Caribbean) and country fund (SA) each fund has a dedicated budget 	<ul style="list-style-type: none"> do not exist formulate projects within normal bilateral cooperation budget no dedicated budget for TrC 	<ul style="list-style-type: none"> exist global fund (the Global Development Partnerships Programme) dedicated budget for TrC activities with Emerging Powers."
Size of each TrC activity	<ul style="list-style-type: none"> relatively small 	<ul style="list-style-type: none"> relatively small 	<ul style="list-style-type: none"> relatively large as of Feb 2014, around £83M for 15 projects from GDPP budget. Several exceed £10M although they are multi-year projects
Official procedures for requests before MOU for implementation	<ul style="list-style-type: none"> require official request documents from either or both pivotal/beneficiary country require at least a full commitment from all partner countries in written form. 	<ul style="list-style-type: none"> require official request documents from either or both pivotal/beneficiary country require at least a full commitment from all partner countries in written form. 	<ul style="list-style-type: none"> do not require an "official request". however, requires full commitment to a project from all partner countries in written form.
Rules for proportion of contribution from pivotal and beneficiary country	<ul style="list-style-type: none"> substantial contributions of the pivotal country to the project are expected (financially, content-wise, personnel and in-kind contributions) 	<ul style="list-style-type: none"> case-by-case, but sometimes there are rules (e.g., Chile and Mexico) in-kind contribution is accepted 	<ul style="list-style-type: none"> case-by-case in-kind contribution is accepted usually not required from beneficiary countries

2. Policy frameworks for TrC planning

The UK has some variances in the policies and strategies adopted to guide TrC activities. The UK plans and undertakes TrC activities as part of broad strategies and programs on how they relate to emerging powers/global development partners through their international development assistance at the global level, which are the government-wide Emerging Powers Initiative (EPI) as well as the Global Development Partners Programme (GDPP) of the Department for International Development (DFID). The UK spends the majority of its Emerging Powers funding in four countries, namely Brazil, China, India and South Africa.

Germany has two policy documents pertaining to TrC. The first is the Strategy for Development Cooperation with Global Development Partners (BMZ 2011),⁴ which is a broad strategy on global partners, and the other is the Strategy Paper on Triangular Cooperation in German Development Cooperation in 2013 (BMZ 2013a), a document specific to TrC. In the Strategy, Germany selects emerging economies, i.e., Brazil, India, Indonesia, Mexico and South Africa, as its Global Development Partners, which are preferred pivotal countries for its TrC.

Japan has made a broad statement on continuing support to South-South and triangular cooperation (SSC/TrC) in its revised ODA Charter of 2003. More detailed strategies are set out at the levels of regions and countries. One such visible example is Japan's strong commitment to the promotion of Asia-Africa cooperation in the context of the Tokyo International Conference on African Development (TICAD) process.

In addition to the guiding policy and strategy frameworks, operational guidelines specifically on TrC have been prepared in some countries, i.e., Germany and Japan.⁵

3. Management settings and mechanisms

As stated earlier, the management settings for TrC activities are quite different among the three countries, with the result of some notable differences in the way TrC activities are planned. The main difference is mostly derived from the arrangement of budget for TrC and TrC-related activities.

The UK's Department for International Development (DFID) has established an earmarked budget line for GDPP within its EPI, which cover all of the UK's TrC activities. By contrast, **Japan** plans and executes its TrC activities through a regular ODA budget without ring-fencing. **Germany** is a case in between; it manages two fund mechanisms with a regional/country focus while also using a non-earmarked regular

⁴ The Federal Foreign Office (2012) also published a policy in 2012 on the relationship with emerging countries.

⁵ Such documents include JICA's "Thematic Guideline for South-South Cooperation" (JICA 2006), and "Regional Fund for Triangular Cooperation in Latin America and the Caribbean: Objectives and criteria of the fund-invitation for project proposals" by German BMZ (BMZ 2013b).

budget for other TrC activities not covered by these two funds.

Such different budget arrangements result in some differences in the management structure of TrC. The UK's GDPP budget is centrally-administered by a dedicated section in headquarters, which works to support and guide country-based planning of TrC activities. **Germany** is unique in adopting different management structures to manage its two funds. The first, the Trilateral Cooperation Fund (TriCo fund), was established in relation with South Africa for the support of other Sub-Saharan African countries, and is managed by a steering committee consisting of both German staff and South African government counterparts. The other fund, the Regional Fund for Triangular Cooperation in Latin America and the Caribbean (LAC fund), is centrally administered and applies a "call for proposals" approach from Latin American and Caribbean countries, and in addition, regional workshops are also used to bring potential partners from the region together. **Japan** generally plans and executes TrC by using its existing management mechanisms for bilateral aid.

4. Project preparation

The three countries mostly start their project preparation through regular bilateral communication, such as periodic dialogues with partner government and other stakeholders at the country level. This could take place with either a pivotal or beneficiary country. **Germany** adopts, additionally, a call-for-proposal mechanism as a way of project identification for the LAC fund. Nonetheless, for the fund, embassies and local German GIZ offices are available for applicant institutions to liaise with prior to their submission of proposals.

Some countries try complementary or additional mechanisms and efforts in further improving the relevance and impact of their TrC. For instance, both Germany and Japan periodically hold international/regional workshops, and invite participants including staff of donor country offices and representatives of partner organizations in the region with the objective of promoting effective planning of TrC activities. During the workshop, organizers share information on global issues, aid policies and mechanism, and procedures of planning and execution of TrC. Also in the case of Germany and Japan, long-term close partnership and communication with counterpart organizations through prior bilateral cooperation have frequently resulted in the formulation of new TrC activities.

5. Project approval

In spite of the different setup of management and funding mechanism, all three countries apply an appraisal and approval process broadly in line with their regular bilateral development cooperation. At the appropriate stage of project formulation,

Germany and **Japan** generally require written request documents from counterpart governments/regional organizations at least from either a pivotal or beneficiary country depending on the type of collaboration. For submission, all three countries need an official cover letter.

The countries under study all appraise and approve new TrC activities by involving the country offices of both pivotal and beneficiary countries and the respective divisions at headquarters. In the case of the **UK**, which has a decentralized structure, individual TrC activities are approved by country offices in close consultation with headquarters divisions during the planning process. For the other two countries, however, headquarters make the final decision for projects taking recommendations and comments from country offices into account. All three countries then enter into formal partnership with stakeholders in varied forms such as agreements, Memorandum of Understanding (MoU) and Record of Discussion (R/D), to clarify the detailed nature and content of the partnership. These documents typically include such items as objectives of cooperation, roles and responsibilities of different partners, areas of activities, and other related rules.

6. Budget arrangements: Separately-managed or regular ODA budget

Two broad categories of budget arrangements have been observed: The first is earmarked budget lines or funds specifically for TrC. The UK undertakes its TrC activities with Emerging Powers through this type. All of the UK's TrC and related activities are centrally administered through a special budget-line under GDPP,⁶ although each TrC activity is closely aligned with its country programs. The second is financing for TrC through the regular ODA budget. Japan applies this type of budget arrangement in which the budget of TrC activities is part of regular aid budget without any clear earmarking.^{7,8}

Germany utilizes both separately-managed funds and regular budget for its TrC activities. As mentioned, Germany has instituted two regional funds, the LAC fund at HQs covering the Caribbean and Latin American region, and the TriCo fund in collaboration with South Africa to support Sub-Saharan African countries. While the UK's GDPP fund and German LAC fund are centrally-administered at the HQs level (but with liaison through the embassies and offices in-country), the TriCo fund located in South Africa is managed by a steering committee in South Africa with representatives of both Germany and South Africa. Setting up a dedicated fund / budget line for TrC seems to represent an attempt by these DAC members to secure a certain volume of budget for strategic TrC engagement, and improve the flexibility and

⁶ Precisely speaking, the fund of the UK is not entirely dedicated to TrC activities, but under the policy for the partnership with emerging countries, the fund is mainly utilized for TrC activities.

⁷ The Japanese government has provided, however, a trust fund in the UN office for South-South cooperation.

⁸ For recording and monitoring purposes, most TrC activities are flagged as such at the time of planning.

responsiveness for constantly-changing regional and country needs. If seen as such, the potential advantages and disadvantages of these and other possible budget arrangements could be worth evaluating, through more in depth studies.

7. Burden sharing

The three countries determine, through consultation, how each of the partners contributes to joint TrC activities, like their contribution's magnitude and means of implementation. In all cases, they accept financial as well as in-kind contributions from both the pivotal and beneficiary countries. In principle, they do not have any general rule of burden-sharing, and decide the proportion of contributions on a case-by-case basis. Different projects could require different proportions even with the same partners. In some cases, they specify the proportion of contributions according to the partner country, especially a pivotal country, on formal documents on TrC activities. Such documents could take the form of comprehensive MoUs and other agreements with the country. For example, Germany and Japan have specific rules of burden-sharing with specific pivotal countries.

8. A call for further research

This has been a pilot exercise that aimed at a quick comparison of a very small number of DAC members. Obviously, much remains to be done, and the authors strongly feel that more studies are needed, covering a wider range of DAC members, having broader scope and looking deeper into TrC management practically. Only through such further exercise, will we be able to confidently draw useful lessons, validate good practices, and identify potential benchmarks for other DAC members. We therefore would like to call for further research on this important subject.

Cases

A. Germany

Introduction and overview

Germany has been one of the leading donors in promoting SSC/TrC as indicated in OECD's latest reports (OECD 2013a, 2013b)⁹. Germany implements TrC activities in various ways, through provision of advice, personnel, specialists in sectoral knowledge and knowledge of methodology, financial resources, training, and other forms, mostly of technical cooperation (BMZ 2013a; GTZ 2010).

Before exploring the details of the German management style of TrC, it should be noted that the German Government uses a narrower definition of the term TrC compared to the one from the UN which is used relatively widely and also in this paper. The policy paper of the Federal Ministry for Economic Cooperation and Development (BMZ) defines TrC as "a cooperation project that is jointly planned, financed and implemented by an established DAC donor (industrialized country), an emerging economy and a beneficiary country" (BMZ 2013a, p.5). Thus Germany treats other forms of development cooperation that do not fall into this narrow definition as "TrC in the broader sense," and usually excludes them from the German TrC statistical figures. Among such excluded cases are cooperation between two beneficiary countries and an established DAC donor, cooperation between two emerging economies and an established DAC donor, and cooperation between a beneficiary country, an emerging economy and two established donors (BMZ 2013a, p.6). The choice of this narrow concept is rooted in the country's particular focus on working with emerging economies. It also came from the difficulty of separating trilateral cooperation involving more than one DAC donor besides pivotal and beneficiary countries, and the country's other forms of program-based approaches and co-financing. Also, Germany has not monitored and kept records of triangular activities (components) implemented as part of regular bilateral programs/projects so far.¹⁰ It should be noted, in what follows, that we will mainly be looking at Germany's TrC in its narrow definition.

Germany's TrC mechanism in detail

BMZ currently uses roughly three different mechanisms to finance TrC projects. As

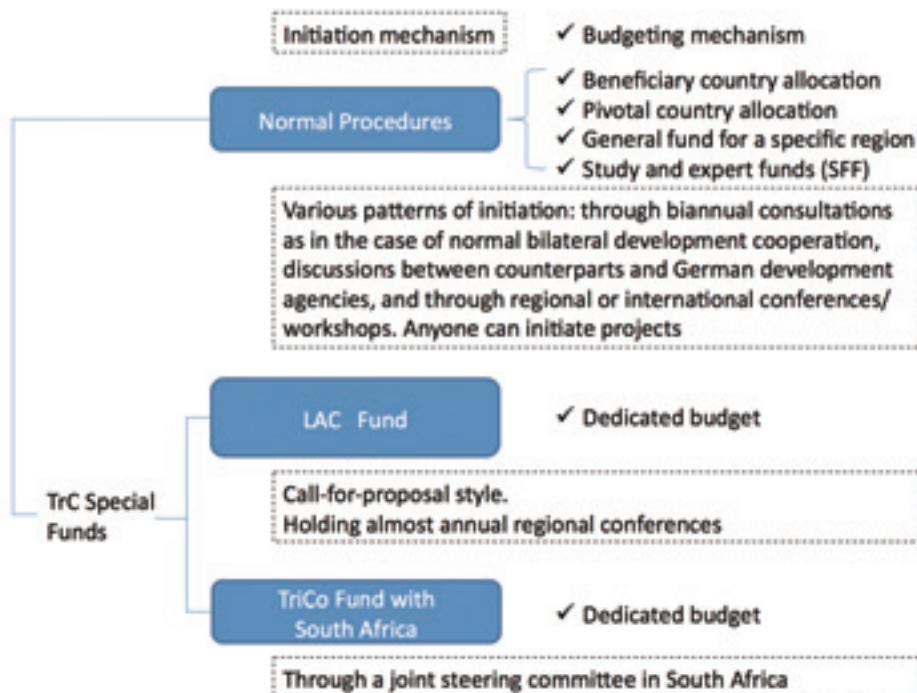
⁹ According to the OECD survey, Germany is the second DAC member most mentioned by developing countries as partners in TrC (OECD 2013b, p.14).

¹⁰ An example of the case in point is an activity or component of a bilateral programme where another developing country's support is brought in.

illustrated in Figure 1, one is the financing of singular TrC projects, and the other two are TrC funds, either for a region (Latin America and the Caribbean) or for a particular trilateral cooperation program with one emerging economy, i.e., South Africa. It has adopted slightly different mechanisms for initiating projects under these two funds, different from the ones applied for other TrC activities, where they employ the standard procedure used for regular bilateral cooperation.

These three mechanisms share the same basic rules/guidelines for creating and designing projects, but their initiation processes are different from one another. In what follows, each mechanism will be described, and if no specific reference is made to the fund(s), it means that the procedure is the same as in the normal pattern.

Figure 1. German TrC mechanism



a) Operational frameworks and guidelines

In general, the German Government applies the same guidelines for both TrC and regular bilateral cooperation projects.¹¹ It employs, however, different planning and budgeting procedures for TrC projects from those of normal projects because they are

¹¹ BMZ 2007

different in nature and project magnitude. Therefore, Germany has recently formulated policy guidelines particularly for TrC, in which TrC is advocated as an innovative instrument of effective development cooperation. The guidelines define minimum standards for their TrC as follows:

- agreement of all three partners;
- existence of a clearly articulated interest/demand of the beneficiary and commitment for active participation in project planning and implementation, as well as adaptation to local needs;
- substantial contributions of the pivotal country to the project (financially, content-wise, personnel and in-kind contributions);
- written agreement on each party's contributions;
- clear and visible win-win-win relationships for all partners to ensure ownership and mutual value added;
- willingness of TrC partners to run the cooperation according to international standards for development effectiveness;
- consistency with the policy agenda and development objectives of the beneficiary country;
- as far as possible, use of bilaterally agreed priorities of cooperation between Germany, and the pivotal/beneficiary country;
- distribution of responsibilities in the trilateral relationship according to the respective expertise of each partner; and
- avoidance of reputational risks for Germany (e.g., the maintenance of minimum quality standards, avoidance of potential of conflict of interests).

In line with this, BMZ has introduced a superordinate policy guideline, with particular relevance to TrC, specifically regarding development cooperation with the emerging economies; they include Brazil, India, Indonesia, Mexico and South Africa, which Germany calls its Global Development Partners. The cooperation with Global Development Partners is to concentrate where possible on three themes of cooperation: 1) mitigating climate change and preserving the environment; 2) promoting sustainable economic development; and 3) shaping global development agendas (BMZ 2011, pp.10-12).

b) Identification of TrC activities

Regular mechanism

Among the three categories of possible partners in TrC, i.e., Germany, a pivotal country, and a beneficiary country, any country can be the initiator of projects. A beneficiary country/regional organization or a pivotal country can approach the German Government for TrC. Likewise, the German Government can also propose projects when, for example, the idea comes out of a cooperation project in an existing bilateral program. In the majority of cases, however, the initiative comes from partner countries

(pivotal or beneficiary), as Germany promotes a demand-driven approach and lets partner countries (pivotal or beneficiary) identify and propose activities. For example, a third country that has seen positive results coming out of cooperation between Germany and a developing country may approach Germany or its partner country; in other cases, an emerging country takes the initiative to approach Germany with a project proposal, expecting that Germany would be able to offer such resources as funds, experience in implementation, technical knowledge, and established infrastructure for cooperating with the beneficiary country, which includes a sense of mutual trust and excellent track record. Still in other cases, Germany may, in engaging itself in bilateral consultations with a partner, recognize that bringing in experience from an emerging economy/third country could actually help to implement a program/approach more than any technical solution from Germany; in such cases, the German Government itself proposes a joint project.

Common to all of these cases is that initial ideas and discussions on TrC usually come from the country-level, where in most cases German embassies or German implementing agencies are represented. Subsequently, the parties get into regular and periodical bilateral consultations and negotiations between the two governments, which is the normal route for bilateral cooperation projects.

LAC Fund

The Regional Fund for Triangular Cooperation in Latin America and the Caribbean (LAC Fund) is open for emerging economies as pivotal countries in the region, whereas the area of beneficiary countries is not limited to the region.¹² It especially aims at cooperation with Bolivia, Brazil, Costa Rica, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Colombia, Mexico, Nicaragua, Paraguay, and Peru. Before its establishment, there were bilateral TrC funds with Chile and Brazil, but they were merged into this wider Latin American fund. Therefore, currently, there is only this regional fund in this area.

The procedure of creating projects for this fund is accessible on the website and thus public.¹³ First, German Embassy / GIZ¹⁴ offices receive a proposal from a counterpart in a pivotal or beneficiary country. Before formal submission to the German Embassy,

¹² BMZ lists the beneficiary and pivotal country of German bilateral development cooperation on its website. Details are as below. "Country concentration: German bilateral development cooperation", BMZ, accessed March 17, 2014, http://www.bmz.de/en/what_we_do/countries_regions/laenderkonzentration/tabelle_neu.html. In line with the concept of development cooperation with global development partners, it is also possible to cooperate with other emerging economies that are still registered as developing countries. Exceptions are possible, if TrC is used with countries that have graduated from the list of cooperation countries in recent years.

¹³ For details, please see "Regional Fund for the Promotion of Triangular Cooperation in Latin America and the Caribbean", GIZ, accessed March 17, 2014, <http://www.giz.de/en/worldwide/12942.html>.

¹⁴ GIZ stands for Deutsche Gesellschaft für Internationale Zusammenarbeit, and is an implementing partner of the Government of Germany.

proposing partners are encouraged to consult their local GIZ office to get advice on how to best apply for funds, and for GIZ to give advance notification to the Embassy. Twice a year (May and November), the Embassy, in consultation with the GIZ office or local counterparts when necessary, reports possible projects via Foreign Office headquarters to the relevant regional division of BMZ. BMZ then decides on the funding of projects in a predetermined time frame, which enables BMZ to respond quickly.

TriCo Fund with South Africa

The Trilateral Cooperation Fund (TriCo Fund) was established between the German and South African Governments. A particular process has been established with the Government of South Africa. A joint committee based in South Africa meets regularly on the use of the fund for trilateral cooperation activities. The steering committee consists of representatives from the Germany Embassy and the South African National Treasury.^{15,16} To this committee, a South African governmental institution, a third country or regional organization can propose projects, and all the partners involved in the project are expected to positively exchange their knowledge and experience. In this fund mechanism, the proportion of the contribution from South Africa is fixed to be at least 30%. Projects need to fall within the scope of existing prioritized development cooperation areas (good governance, climate and energy, skills development, and HIV/AIDS), and/or contribute to the protection of global public goods (specifically peace and security). Core quality criteria are participative planning with representatives from all parties involved, a results-based monitoring system ensuring effectiveness of project, and an exit strategy ensuring sustainability of results.

c) Additional mechanism for matching needs

Regular mechanism

Even if the procedure to identify TrC projects is itself the same as that for regular bilateral cooperation, it requires more government-to-government discussions through various channels. This is particularly important, as TrC usually involves more partners than bilateral cooperation, and is more complex to organize. In order to make an agreement between various partners, it is important to have closer discussions. In addition, they need to discuss the implementation of the project. Normally, after a formal commitment, BMZ designates certain German implementing agencies to initiate the joint planning process with the implementing partners. However, in many cases of projects whose ideas originated from the past or existing bilateral programs, such a preliminary planning process has already been completed, the feasibility of the

¹⁵ This is just a description of normal patterns. Issues concerning the fund can be also discussed at annual consultations and negotiations because this fund is a bilateral scheme between Germany and South Africa.

¹⁶ "Experience from the Trilateral Cooperation (TriCo) Fund", TT-SSC (Task Team on South-South Cooperation), accessed March 17, 2014, http://southsouthcases.info/casostriangular/caso_16.php. This is just a description of normal patterns. Issues concerning the fund can be also discussed at the annual consultations and negotiations because this fund is a bilateral scheme between Germany and South Africa.

proposed project checked, and the rationale of the project confirmed, by the potential implementing partners beforehand. These implementing partners are in most cases GIZ on the German side,¹⁷ and on the pivotal or beneficiary country side, the implementing Ministry, agency or public corporation, depending on the type of project.

When it comes to particular attempts to match the needs for TrC, the German Government occasionally holds regional and international conferences to raise the participants' awareness of the opportunities for and modalities of TrC, and/or on particular themes of interest (e.g., global public goods issues, such as climate change). German embassies and development agencies in individual partner countries also invite line ministries in pivotal/beneficiary countries and possible implementing partners, using their networks to inform them about possibilities for collaboration.

LAC Fund

The LAC Fund is designed to match the needs of pivotal countries and beneficiary countries through regional conferences held almost annually. Most communication between conferences (i.e., follow-up and preparation of the following meeting) takes place electronically. To supplement it, the same routine mechanism as in regular bilateral cooperation is used, which means partners are informed about the opportunities of LAC Fund projects through various dialogues and discussions between the partner governments, and implementing agencies and embassies.

d) Agreement procedures

Regular mechanism

In order for a project to be committed and financed, a formal request is required to be submitted to the German Government from either or both the pivotal country and beneficiary country or related regional organizations (for commitment, it has to be verified that there is interest from all three partners). There are no specific formats except in the case of LAC funds. However, the planned cooperation should be mentioned in the protocol of bilateral consultations/negotiations between Germany, and both the pivotal and beneficiary country. The required official steps and procedures of the decision-making process depend on the financial volume of the project. Projects with a budget of less than 250,000 EUR require a relatively simple procedure, and for example, there is no requirement for the exchange of notes. In that case, an agreement between the implementing agencies/partners on each side can be sufficient.

In any case, all trilateral measures have to be approved by the responsible regional desk in BMZ-headquarters, while embassies play key roles to offer recommendations

¹⁷ Kreditanstalt für Wiederaufbau (KfW), Germany's development bank which is responsible for financial cooperation has been much less involved in trilateral cooperation in the narrow sense so far.

to the HQs based on their local experience and knowledge, and have an important role in the preparatory and decision-making process. Also, local GIZ offices play an important role in advising on the options, the design and possible partners for a TrC. If a fund exists and a governing structure has been created, the respective German embassies also participate in joint commissions.

LAC Fund

In terms of project proposals for the fund, the German Government prepared a special format which requires, for example, background information, and project outlines, including possible impacts and risks. It also lays out the assessment criteria for the approval of projects. This requires sufficient exchange between a beneficiary country and a pivotal country, since a TrC is part of a South-South cooperation relationship.

e) Budgeting and financing

Regular procedure

Germany has the following procedures for financing TrC activities:

- *Beneficiary country allocation*: Projects are approved under the general budget allocated to a specific beneficiary country. Also, there can be TrC-activities as part of larger bilateral cooperation projects or programs (one component in a larger program).
- *Emerging country allocation*: TrC may be approved under the general budget allocated to an emerging economy. An example is South Africa where Germany agreed to jointly work in the third countries as part of bilateral cooperation, taking into account South Africa's status as a Middle Income Country and emerging economy. Also, similarly to beneficiary country allocations, there can be TrC-activities as part of larger bilateral cooperation projects or programs (one component in a larger program).
- *Regional funds*: Apart from country allocations, BMZ has regional allocations for regional projects, which can also be used for TrC activities in principle. In most of these cases, the implementing partner will be a regional organization. Financing of TrC is, however, mainly done by country allocation either to a pivotal or beneficiary country.
- *Study and expert funds (SFF)*: These resources exist in all German bilateral cooperation portfolios, and allow flexible funding to prepare projects and programs which are rather small-scale activities such as studies, consultancies and the assignment of personnel. Their advantage is that they require less official procedures (e.g., in terms of exchange of notes), compared to normal bilateral commitments, in bilateral negotiations or financing contracts between two governments.

LAC Fund

As explained, this is a fund dedicated to TrC activities where Latin American and Caribbean countries can apply for financing for their projects as pivotal countries. Under this overall budget, individual projects are decided upon and programmed in BMZ HQs on a competitive basis according to the proposals made.

TriCo Fund with South Africa

This is also a dedicated budget for TrC, and a part of the bilateral cooperation program with South Africa. Under this fund, individual projects are jointly decided upon and programmed according to the agreement between Germany and South Africa. The TriCo Fund also stipulates that the contribution from South Africa must be at least 30%, in contrast to other TrC cases where Germany usually decides the proportion of contribution from each partner on a case-by-case basis.

Box 1

Tanzania-South Africa Fire Management Coordination Project

Tanzanian forests and woodlands have been continuously under threat by mismanagement of fire. In July 2010, the Southern African Development Community (SADC) developed a Regional Fire Management Programme in order for SADC countries across the border to manage fire effectively while limiting the burden on nature. The programme consists of 5 components: (1) legal and regulatory aspects of fires; (2) community-based fire management; (3) institutional strengthening and establishment of a regional fire management coordination centre; (4) generation and dissemination of relevant fire information for detection; and (5) early warning. It contributed to forest conservation, including water reservoirs conservation, by improving the management of fire especially in cultivation (an agricultural method called burnt field) and cooking, and reducing outbreaks of uncontrolled fires (Rücker and Tiemann 2012, p.2).

As part of this program, “the Trilateral Tanzania-South African Fire Management Coordination Project” was approved by the TriCo Fund in October 2010. The project had two components: enhancing integrated and coordinated fire management system at national, regional and district level in Tanzania; and establishing the operational framework, whose components include communication and budget-monitoring, for a Regional Fire Management Coordination Centre initially based in South Africa under the structure of SADC (Rücker and Tiemann 2012).

This project was implemented by the line ministries of South Africa, the Meraka

Institute in the Centre of Scientific & Industrial Research (CSIR) from the South African side, the line ministry from the Tanzanian side, and the GIZ from the German side. They contributed the following, respectively: office space, staff for the Fire Management Coordination Centre and training modules on fire-fighting and fire management; logistical support, planning and research capacity and administration; and medium-term experts to provide the project with technical support and financial resources for training and equipment.

B. Japan¹⁸

Introduction and overview

Japan has long been considered the major bilateral donor actively involved in TrC activities (OECD 2013b). Its TrC engagement dates back to 1974 when it started its first triangular cooperation in Thailand. Since then, the Japanese Government has expanded its volume and sectoral and regional coverage of TrC projects through the activities of JICA, the main public ODA implementing agency under the supervision of the Ministry of Foreign Affairs (MOFA).

The Japanese commitment to TrC is underscored by its national ODA policy documents. The ODA policy documents at high level, including both the ODA charter of 2003 and the Mid-term ODA plan of 2005, have taken clear note of the support to and promotion of SSC and TrC in one of the five basic ODA policies.¹⁹ In accordance with the national policies above, JICA, as the implementing agency of Japan's ODA, has also identified TrC as one of the key prioritized approaches of development cooperation in its current mid-term plan (2012-2017) (JICA 2013).

Regarding the regional directions of Japan's TrC, the Official Development Assistance (ODA) White Paper 2012 briefly touches on some broad directions of ODA relevant to TrC engagement. Below is the authors' summary from the Japan's Official Development Assistance White Paper 2012:²⁰

- ASEAN region: Emphasis is placed on intra-regional cooperation to address disparities in development progress among ASEAN members;
- Pacific region: Taking consideration of small island states sharing many common issues such as risks of climate change and natural disaster, Japan's ODA puts emphasis on regional cooperation, including regional exchanges of knowledge and experience, such as through the Pacific Islands Forum (PIF), a framework for regional cooperation;
- Latin America and the Caribbean: The prioritized actions include effective application and combination of different TrC instruments, and capacity development (CD) support to SSC implementing agencies in pivotal countries;

¹⁸This section on Japanese TrC is an abridged version of the detailed case study by Honda, which was published simultaneously (Honda 2014).

¹⁹The operational structure of Japan's ODA is largely divided into two functions, policy and implementation, with the former under the responsibility of MOFA as the central coordinating government body for ODA, and the latter under the responsibility of JICA.

²⁰This is the authors' summary of relevant points in Section 3: Assistance for Each Region, Chapter 2: Specific Initiatives of Japan's Official Development Assistance, Part 3: Official Development Assistance in FY 2011, Japan's Official Development Assistance White Paper 2012 (MOFA 2013).

- Sub-Saharan Africa (SSA): In keeping with the TICAD process, TrC in the region promotes both intra-regional and inter-regional cooperation;²¹ and
- Middle-East and North Africa: Two priority areas for TrC are to support efforts to restore peace in conflict-affected areas, and foster partnerships among Arab countries.

At the country level, two key frameworks guide TrC planning: the first is the Country Assistance Policy (CAP). CAP is the main policy document for all of Japan's ODA activities at country level.²² CAP provides the main reference framework not only for bilateral aid, but also for TrC activities.

Second, with twelve key pivotal countries,²³ the Japanese Government has signed an agreement which it calls the Partnership Program (PP) (JICA 2009).²⁴ PP function is a bilateral framework specifically for TrC, providing a platform for systematic joint programming and implementing of TrC. PP generally start with the signing of documents or statements of commitment to the partnership, which could include the cost-sharing principle between the two parties,²⁵ the forms of triangular technical cooperation, and the annual joint planning cycle. Some PP spell out priority areas for joint activities.

In its TrC engagement, JICA employs a range of technical cooperation instruments (Honda 2013). Among them, training (Third Country Training Program: TCTP) and the dispatch of experts (Third Country Experts Dispatch: TCED) have long been the main instruments of JICA's TrC.²⁶ In recent years, however, it has diversified cooperation patterns and instruments, such as packaged technical cooperation (Technical Cooperation Project: TCP), to meet the increasingly complex and manifold assistance needs of developing countries. There are now a number of cases of joint collaboration between JICA and pivotal countries as equal partners in TrC. One example is the collaboration between Japan and Brazil for capacity enhancement of institutional care in Angola. JICA also extends TrC assistance to the promotion of a regional network for knowledge and experience-sharing. The Japanese Technical Cooperation Project for Promotion of Regional Initiatives on Solid Waste Management in the Pacific Island Countries (J-PRISM) exemplifies such an initiative (Kano and Honda 2013).

²¹ In recent years, Japan has also played a catalytic role of promoting collaboration between Brazil and Lusophone African countries such as Mozambique and Angola.

²² In contrast to the preceding Country Assistance Program, which was only formulated for key priority countries, the new CAP is prepared for all the beneficiary countries of Japan's ODA, and has already been completed for over 80 countries (MOFA n.d.).

²³ The 12 countries comprise four Asian countries, Singapore, Thailand, Philippine and Indonesia, four Latin American countries, Chile, Brazil, Argentina and Mexico, and four Middle-East and North African countries, Egypt, Tunisia, Morocco and Jordan.

²⁴ PP generally take the form of a formal memorandum of discussions signed by high-level representatives of both countries, many of which were signed by Foreign Ministers.

²⁵ Some PP specify the exact cost-sharing ratio in the document.

²⁶ In 2012, over 3,000 participants encompassing the regions of Asia-Pacific, Latin America, the Middle-East and Africa, received training in one of the partner countries under JICA's TCTP during JICA's operational term. About 100 Southern experts provide professional advice to the beneficiary countries in various sectors.

Japan's TrC mechanism in detail

Planning and management of Japan's TrC, the large part of which is operated by JICA under the close supervision of MOFA has several key features. Firstly, it is undertaken through Japan's regular ODA mechanism. Second, the management of Japan's TrC activities is broadly characterized by its decentralized approach, largely driven at the country level, even though final authority over new projects and programs officially still rests with these headquarters offices.²⁷ Third, the majority of Japan's TrC activities have been built on long-term partnerships with organizations in pivotal countries in which JICA has supported capacity development through bilateral technical cooperation.

a) Operational frameworks and guidelines

JICA's "Thematic Guideline on South-South cooperation (Support to SSC)" prepared in 2006 provides detailed guidance on the planning and operations of TrC activities (JICA 2006).²⁸ To help JICA's practitioners with the planning and implementing of TrC, this document classified JICA's TrC practices into three typologies:

- dissemination of knowledge acquired through prior bilateral technical cooperation,
- collaborative support between Japan and Southern development partners, and
- the bilateral technical cooperation (TC) project integrating Southern knowledge.

Following the publication of the guideline, JICA issued operational manuals for key TrC instruments such as TCTP, and has periodically updated them since then (JICA 2008, 2012a).

In the current mechanism, the majority of TrC activities are conceived and prepared at the country level through close dialogue between the Japanese country team, comprising the Embassy and JICA offices, and the partner government.²⁹ Key frameworks at the country level for TrC planning are, first, the Country Assistance Policy (CAP) of the Japanese Government, which guides all the ODA activities in the respective country, and secondly and where applicable, PP, a dedicated partnership framework for TrC launched in 12 selected key TrC partner countries.

b) Identification of TrC activities

Who starts the planning of TrC activities and how the projects are actually initiated varies, depending on the patterns of cooperation and instruments used.

²⁷ Final authorization is given by the International Cooperation Bureau of the Ministry of Foreign Affairs (MOFA), which receives an official request through its diplomatic channel in parallel with an internal transaction within JICA. This is to ensure effective diplomatic communication among TrC stakeholders whenever any matter arises.

²⁸ In spite of organizational and other changes, this guideline continues to be used as the key reference document with other newer supplementary materials.

²⁹ The main counterpart is usually an agency or a ministry in charge of aid management. The respective sector ministries and implementing body of TrC activities usually engage in the planning process.

In the case of most training programs, the planning usually starts in the pivotal countries, as many such ideas are aimed to disseminate the knowledge acquired through prior JICA bilateral technical cooperation. In such cases, the counterpart organization in the pivotal country and the JICA office based there start discussing the design of new TrC activities.³⁰ In other cases, a beneficiary country can initiate the TrC planning, if it had identified specific resources (experience and knowledge) it wants to acquire from other developing countries. This often applies to a tailor-made training program and the dispatch of southern experts, like in a case of an African country wanting to learn from Asian countries. More complex types of TrC such as those that involve regional networks require the engagement of multiple beneficiary countries as equal partners from the onset of the preparation process.

The proposed TrC activities identified through initial contact processes will then be fed into the “annual official needs survey (hearing)” of Japan’s ODA, which takes place around July and August.³¹ This is the process through which identified TrC activities are put into the official request process for formal appraisal along with other bilateral ODA projects. During the survey, a Japanese country-based ODA taskforce, mainly comprised of the staff of the embassy and JICA country office, intensively consult with the partner government with reference to the frameworks of CAP and, where applicable, PP.

With partner countries having a PP, the Japanese Government and the partner country also hold a joint planning committee at an appropriate time to review progress, and discuss annual implementation plans and future activities in TrC, the outcome which is then incorporated into “annual needs survey exercise” of the Japanese Government and JICA.

c) Additional mechanism for matching needs

The Japanese Government, along with JICA, has taken several complementary measures to enhance TrC planning through the matching of needs and supply of southern knowledge.

Organizationally, JICA has held regional meetings for staff in charge of TrC to enhance the sharing of TrC information across JICA country offices for better needs-matching and smoother implementation. JICA has also assisted the capacity development of its partner countries’ agencies and departments in charge of South-South cooperation for better planning and management. For such assistance, JICA has dispatched Japanese technical cooperation experts to countries such as Chile, Mexico, Tunisia and Indonesia (Honda 2013).

³⁰ The JICA side usually includes technical cooperation experts and staff of the JICA country office.

³¹ This excludes loan aid and other requests for urgent assistance such as in the case of natural disasters, for which MOFA accepts requests for assistance throughout the year on an as-needed basis. Furthermore, MOFA and JICA gradually increase flexibility for the annual application process in which MOFA does accept requests for other modalities, such as capital grant aid and technical cooperation, with justifiable reason.

In Southeast Asia, JICA experimented in an initiative to systematize regional knowledge exchanges. It was an endeavor to create a multi-country, multi-sector process and mechanism to effectively meet the knowledge and capacity-building needs of the Association of Southeast Asian Nations (ASEAN) countries. Starting with the JICA-ASEAN Regional Cooperation Meeting (JARCOM), launched in 2002 (see Box 2 for details), it has evolved into an ongoing collaboration with the Initiative for ASEAN Integration (IAI) launched at the ASEAN Summit in 2000, with the main objective of narrowing the development gap between Cambodia, Laos, Myanmar, and Vietnam (CLMV) and the rest of the ASEAN members (JICA 2012b).

Box 2

JICA-ASEAN Regional Cooperation Meeting (JARCOM), and Japan-Southeast Asian Meeting for South-South Cooperation (J-SEAM)

An attempt at a systematic regional knowledge matching mechanism was JARCOM launched in 2002. JARCOM is a multi-country, multi-sector process and mechanism to effectively meet the knowledge and capacity-development needs of ASEAN countries. It also represents JICA's conscious efforts at promoting more demand-driven, effective TrC. In JARCOM, it is the CLMV countries that first submit a list of areas where they are in need of support. This list is then carefully matched with the potential knowledge of pivotal countries in more advanced ASEAN countries such as Thailand and Indonesia. The matching process takes advantage of various channels such as bilateral and multilateral meetings, fact-finding missions, and seminars organized under the auspices of JARCOM (JICA Thailand Office and UNDP Regional Centre in Bangkok 2009).

This needs-matching system had further evolved into what was called J-SEAM, which put more emphasis on the quality of knowledge exchange as well as network building. To further enhance the alignment of JICA-assisted regional TrC coordination efforts, JICA then dissolved J-SEAM, incorporating some of its constituent activities into IAI, an initiative for fostering regional integration by ASEAN. To extend necessary support to IAI, JICA, the ASEAN Secretariat, and Laos are currently implementing the Laos Pilot Program for Narrowing the Development Gap toward ASEAN Integration with the focus on a green economy and clean environment (JICA 2012b).

d) Agreement procedures

To kick start the official appraisal process for new ODA activities including TrC, the partner government (either pivotal or beneficiary country) has to submit a set of compiled proposals to the respective Japanese embassy with an official cover letter to the Japanese Government, with a copy to JICA, following the end of the official needs survey period around the end of August. Each proposal is required to describe all the required information including objectives, goals, envisaged outcomes, and proposed activities.

These submitted proposals are then sent to the International Cooperation Bureau of MOFA headquarters in Tokyo, with a copy sent to the respective regional department of JICA headquarters, which also shares it with JICA's sector and other relevant departments. MOFA, in close consultation with JICA, appraises the proposed projects, and then returns the final appraisal outcome to the partner government by around March or April. Some additional preparatory work for the approved activities will then follow.

e) Budgeting and financing

The costs of organizing training programs and dispatching southern experts are usually shared by JICA and its pivotal countries. In the case of the standard triangular training program, pivotal countries are expected to provide appropriate venues and facilities, develop and prepare a curriculum, select participants, and organize the actual training. The proportion of required contributions from the southern partners is determined on a case-by-case basis through dialogue, taking into account their financial capacity and other factors. JICA then provides its partners with various resources, including advisory support to develop curriculum and select participants, and the complementary financial contributions such as the travel and accommodation expenses of the participants, and honoraria for guest instructors from abroad.

Organizationally, the planning and management of Japan's TrC is through a regular ODA mechanism. The cost of JICA's TrC activities is thus internally budgeted along with other bilateral cooperation without any separately managed fund for TrC. For instance, TCTP is using the same budget line as the bilateral training program. It also applies to other instruments including TCED and a technical cooperation project in a triangular form.³²

As to where the budget of TrC activities is accounted for, the large part of triangular training (TCTP) is accounted for at the country offices in the pivotal country where host organizations are located. In other cases, such as when a beneficiary country invites experts from other developing countries, the respective budget may be accounted for at a JICA office in the beneficiary country.

³² TCTP and TCED are managed as sub-categories of respective budget lines.

C. The UK

Introduction and overview

DFID regards TrC as one of a set of tools to increase practical cooperation with Emerging Powers partners to deliver development results regionally or in third countries in partnership with the Emerging Powers, and for reinforcing policy dialogue with Emerging Powers on global issues. DFID focuses on TrC with China and Brazil (where they do not have bilateral assistance programs), as well as with India and South Africa (where this work is complementary to the UK's current bilateral assistance and the transition to new development partnerships from 2015), and, to a lesser extent, Gulf countries.

DFID's TrC work is aimed at eradicating poverty in poor countries. DFID believes that Emerging Powers have a significant contribution to make to poverty eradication through, among other things, helping to tackle global development challenges, and sharing recent and on-going experience of domestic poverty reduction.

DFID's development partnerships work with Emerging Powers is part of the wider UK Government Emerging Powers Initiative (EPI), established in May 2010.³³ The EPI is a cross-UK Government initiative aimed at creating much deeper relationships with the emerging powers in pursuit of long-term prosperity and security objectives. In 2011 DFID established the Global Development Partnership Programme (GDPP). In addition to DFID's network of country teams, the GDPP provides support for DFID's partnerships with Emerging Powers –including through triangular cooperation. Such cooperation can include training, sharing of experts, technical cooperation, and joint research, aimed at promoting poverty eradication in poor countries, as well as sharing the knowledge and experience of Emerging Powers (DFID 2013).

UK's TrC mechanism in details

a) Operational frameworks and guidelines

The UK does not currently have separate guidelines for TrC activities, which follow the same planning and delivery processes as bilateral and multilateral programs. The GDPP strategy guides the objectives for TrC project planning. Current GDPP TrC projects include: health, agriculture and food security, development effectiveness, education/knowledge/research, economic governance/tax/trade, climate change, water, sanitation and social protection.

³³ "BGIPU Discussion with Minister Jeremy Browne on the Emerging Powers Initiative", British Group Inter-Parliamentary Union, accessed March 17, 2014, <http://www.bgipu.org/our-work/news/bgipu-discussion-with-minister-jeremy-browne-on-the-emerging-powers-initiative/>.

b) Identification of TrC activities

The GDPP is managed centrally by DFID's the Global Partnerships Department (GPD), which oversees DFID's contribution to EPI.

DFID has a network of country teams based in Brazil, China, India and South Africa. DFID's Middle East and North Africa Department takes the lead on TrC activities with Gulf countries.

Individual TrC Projects are identified by country teams and reviewed at headquarters to ensure they meet the objectives of DFID's Emerging Powers program, and represent value for money.

DFID normally identifies TrC projects on a country team basis; however, there are occasional exceptions. For example, the Clinton Health Initiative Access to Medicines Programme (CHAI) involves work with pharmaceutical companies in India, South Africa and China to reduce costs of drugs for low-income countries (DFID 2012). CHAI is managed centrally by DFID's Policy Division; GPD funding makes up a significant proportion of CHAI's overall finance.

c) Additional mechanism for matching needs

DFID generally initiates projects through dialogue with country partners, and involving relevant stakeholders. DFID also provides developing countries with opportunities to share their knowledge and experience both at the country and international level. For example, DFID hosts workshops to share knowledge of effective programs, such as the 'Innovative Ventures and Technologies for Development (INVENT)' (DFID and TDB 2013), which has been successful in India and other countries. DFID also supports development of Knowledge Sharing Platforms to encourage mutual learning and networking among developing countries, including through international forums such as the Global Partnership for Effective Development Cooperation.

d) Agreement procedures

TrC projects follow the same planning and delivery processes as other DFID bilateral and multilateral projects, which are publicly available.³⁴ In the case of TrC, DFID uses a variety of mechanisms and formats for formalizing partnership arrangements, including MoUs, accountable grants and contracts.

e) Budgeting and financing

DFID's GPD manages overall allocation of the GDPP. Before the financial year begins,

³⁴ "Blue Book: the essential guide to working at DFID", DFID, accessed March 25, 2014, <https://www.gov.uk/government/publications/blue-book-the-essential-guide-to-working-at-dfid>.

GPD collects expenditure forecasts for the next financial year from staff managing TrC projects. On the basis of this information and further consultation with country teams, GDPP funds are allocated.

Box 3

Africa-Brazil Partnership on Climate-Smart Agriculture and Food Security (ClimAA). 2012 – 2015

Demand from African countries for Brazilian support on agriculture and food security is high. Brazil has responded with a political commitment to provide support to Africa, as well as a range of agreements with individual countries. Building on our established policy dialogue and successes achieved to date, Brazilian Government ministries and technical agencies were keen to deepen partnership engagement with DFID through an expanded set of Africa-Brazil initiatives. These address integrated agriculture, food security and climate change challenges.

The Business Case for GDPP funding was approved for the ClimAA Programme in March 2012. In all cases, ClimAA initiatives have been developed by Brazilian institutions, based on demand expressed by Brazil's African cooperation partners, and incorporating advice from DFID.

In supporting Brazil's South-South cooperation effort, Brazilian partners identify DFID's added value as:

- The willingness of both parties to work and learn together;
- Strong emphasis on partnership and being demand-responsive;
- The flexibility within DFID to try out different approaches;
- The strong learning culture within DFID;
- DFID's experience of working in Development Cooperation especially in Africa and its network of country offices;
- Ability to work with different modalities of cooperation, e.g., trilateral, South-South, grants, MoUs, etc.;
- The use of flexible funding instruments to support and boost South-South processes;
- Building an evidence base of what may work where and for whom, to guide Brazil's strategy;
- DFID is also well-respected within Brazilian Ministry of Foreign Affairs policy circles for its 0.7% commitment and its relationship with multilateral institutions, particularly the United Nations.

DFID support is channeled primarily through grants to the Brazilian federal

agriculture research corporation, Embrapa; to the World Food Programme's (WFP) Centre for Excellence on Hunger; and to the International Food Policy Research Institute (IFPRI). These institutions manage DFID's funds, and work with a broader range of partners including the Humanitarian Office of the Brazilian Ministry of Foreign Affairs, the Ministry of Social Development and Fight against Hunger, and the UN Food and Agricultural Organization (FAO).

Independent analysis and continuous monitoring takes place throughout the program. Learning will inform DFID's broader work with emerging powers.

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