



South-South and Triangular Cooperation In Action

THE AFRICAN, CARIBBEAN AND PACIFIC GROUP OF STATES

South-South and Triangular Cooperation In Action

**THE AFRICAN, CARIBBEAN
AND PACIFIC GROUP OF STATES**

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Abbreviations and Acronyms

ACP	African, Caribbean and Pacific
EDULINK	African, Caribbean and Pacific - European Union Programme for Higher Education
SRP	African, Caribbean and Pacific Sugar Research Programme
BAPA	Buenos Aires Plan of Action for Promoting and Implementing Technical Cooperation among Developing Countries
COP 21	Conference of the Parties
DAC	Development Assistance Committee
EDF	European Development Fund
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
HLF-4	Fourth High-level Forum on Aid Effectiveness
OIF	International Organization of la Francophonie
LDCs	least developed countries
LLDCs	landlocked developing countries
MSIRI	Mauritius Sugarcane Industry Research Institute
MoU	memorandum of understanding
NFIDCs	net food-importing developing countries
NAMA	non-agricultural market access
RIOs	regional integration organizations
SIDS	small island developing states
SDGs	Sustainable Development Goals
UNDP	United Nations Development Programme
UN-Habitat	United Nations Human Settlements Programme
UNOSSC	United Nations Office for South-South Cooperation
WTO	World Trade Organization

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Joint Foreword

It is with great pleasure that the Secretariat of the African, Caribbean and Pacific Group of States, on behalf of the ACP Group, has joined forces with the United Nations Office for South-South Cooperation (UNOSSC) to provide this first joint ACP Group-UNOSSC publication, the latest volume of the South-South in Action series. It is a concrete translation of the commitment expressed in the Memorandum of Understanding established in 2016 between the ACP Secretariat and UNOSSC that includes cooperation on joint publications.

The present report is being published at a crucial time marked by two important developments. First, the ACP Group is at a crossroads in repositioning and reinvigorating itself to become an effective global player fit for meeting the emerging challenges of the twenty-first century, thereby assisting its 79 Member States to achieve their aspirations and realize the ultimate goal of the right to development.

Second is the preparatory process now under way for the Second High-level United Nations Conference on South-South Cooperation to be held in Buenos Aires in March 2019 and to which the ACP Group can contribute its experience as part of the stocktaking of 40 years of implementation of the Buenos Aires Plan of Action for Promoting and Implementing Technical Cooperation among Developing Countries (BAPA). The Conference will reinforce the implementation of the 2030 Agenda for Sustainable Development as well as specific continental and regional development strategies.

Moreover, the transcontinental nature and strength of the 79 ACP countries speak to the relevance of



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South-South and triangular cooperation for the Group, based on the principles of solidarity and shared interests.

This report illustrates the intersection between the ACP Group's policies and practices under South-South and triangular cooperation and global development and policy arrangements, including the 2030 Agenda, the Addis Ababa Action Agenda of the Third International Conference on Financing for Development and the Paris Agreement on climate change. It lays out the ACP Secretariat framework for South-South and triangular cooperation in ACP countries, as highlighted in the Strategic Management Plan 2017–2020 of the ACP Secretariat, and seeks to capture the various factors that contribute to the ACP Group as being a “natural” hub and facilitator of South-South and triangular cooperation.

In addition, the report showcases South-South and triangular cooperation programmes implemented in ACP countries. This includes case studies in which collaboration between or among ACP countries is facilitated through European Union assistance via the intra-ACP programming envelope, worth €3.5 billion under the eleventh cycle of the European Development Fund (2014–2020).

Finally, the report is expected to help disseminate the experiences and knowledge of the ACP countries and strengthen the already-existing partnership between the ACP Secretariat and UNOSSC.

Owing to the experience of a number of ACP States that have accumulated a wealth of knowledge, expertise and lessons learned from their South-South and triangular cooperation initiatives, including the implementation of intra-ACP programmes, the ACP Group is committed to playing a bridging role. To achieve this, it must become a conduit through which such lessons and expertise are shared among its Members States and other stakeholders, thereby contributing to further charting the way forward and strengthening South-South and triangular cooperation.



Chapter I - Introduction

Introduction

While South-South cooperation and triangular cooperation have been present in the world as concepts and practices for decades, global interest in them has been growing rapidly over the past decades. That period saw the vigorous and sustained economic growth of countries of the global South such as Brazil, China, India and the Gulf States and their increasing contribution to global economic growth. In 2010, for instance, emerging economies represented nearly 50 per cent of global gross domestic product (GDP) as opposed to 36 per cent 10 years earlier. This trend is expected to continue in coming years.

The wealth of development knowledge and experience found in the countries of the global South, bolstered by technological innovation and growing opportunities for mutual learning and knowledge-sharing, has increased significantly and continues to grow. Moreover, the important contribution that South-South cooperation and triangular cooperation have made to achieving the development goals of those countries has been internationally recognized and reaffirmed at the highest political levels. Indeed, outcomes from key forums such as the

High-level United Nations Conference on South-South Cooperation held in Nairobi, Kenya, in 2009 and the globally endorsed 2030 Agenda for Sustainable Development have underlined the importance of these modalities as critical complements to North-South cooperation in pursuit of sustainable development. Various mechanisms have been put in place by international actors to enhance understanding of the concepts, quantify the outcomes and impact, identify models, map modalities and share findings.

Acknowledging that potential, the leaders of African, Caribbean and Pacific (ACP) countries recommended, in the Sipopo Declaration of December 2012, that special attention be given to South-South and triangular cooperation in the context of the future perspectives of the ACP Group and called for the creation of an ACP institution for South-South cooperation. The ACP Group has embarked on various streams of actions to promote these modalities, working towards a systematic and strategic approach. It is hoped that this publication will contribute to facilitating deeper reflection in this direction.



The ACP Group of States



Who We Are

The ACP Group is an intergovernmental association made up of 79 countries from across the global South: 48 from sub-Saharan Africa, 16 from the Caribbean and 15 from the Pacific. It constitutes the largest transregional intergovernmental association of developing States, serviced by a fully staffed Secretariat in Brussels, and signed onto a comprehensive legally binding partnership treaty with the European Union (EU) known as the ACP-EU Partnership Agreement. This Agreement covers trade, development cooperation and political dialogue.

The diverse membership of the ACP Group is bound together by common values and objectives, as outlined in the founding document of the organization: the Georgetown Agreement on the Organization of the African, Caribbean and Pacific Group of States of 1975.

The original aims of the Group were to promote the development of Member States and their equitable integration into the global economy via structured cooperation with Europe as a main partner; solidarity and closer economic, social and cultural relations among its own Member States; and the promotion of inter- and intra-regional cooperation.

Reflective of the geopolitical atmosphere of the time following major waves of decolonization across the globe, the ACP Group was founded amid a growing sense of commonality among developing countries of the global South vis-à-vis the industrialized North. The establishment of the ACP Group as an organization in its own right was a manifestation of the will of developing countries from the ACP regions to join forces in defending their shared interests in relevant domains in relation to Europe as its main development partner as well as to the rest of the world.

Guiding the work of the ACP Group is its vision, which is backed by its mission, which is based on its core values, as follows:

VISION

To become the leading transcontinental organization working in solidarity to improve the living standards of our people through South-South and North-South cooperation.

MISSION

To accelerate the political, economic and social advancement of our peoples through good governance, poverty eradication, promotion of trade, sustainable development and equitable integration into the global economy.

CORE VALUES

Solidarity, Peace and security, Good governance and the rule of law, Social justice, Unity and diversity

Convening Power and Established Structures

Opportunities to draw out good practices and home-grown ACP solutions to development challenges that can be adapted to fit contexts in various countries can be nourished only within a framework that allows for joint discussion and open communication, collaborative agenda-setting, the sharing of research and expertise, and shared programmes. Such a framework can already be found within the existing ACP structures and work programmes, which can be used to further promote South-South and triangular cooperation.

Since its beginning as a platform for joint negotiations with the European Economic Community, the ACP countries have established a firm and functioning governing structure that facilitates regular dialogue and joint decision-making. These intergovernmental processes lead to policies and decisions that directly affect development agendas at the national level, mostly in the areas of trade and investment, or through development cooperation via the EU.

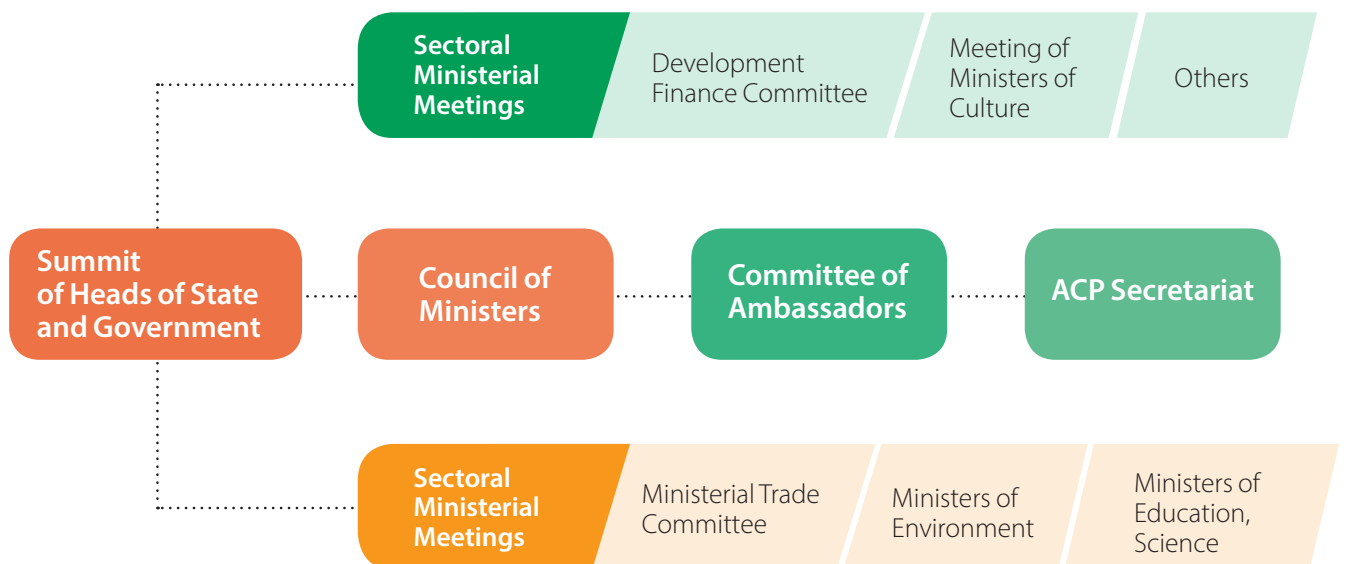
The supreme governing organ of the ACP Group is the Summit of Heads of State and Government, which lays down the broad guidelines for the general policy of the ACP Group.

The Council of Ministers is more directly engaged in policymaking. It convenes twice a year to monitor the implementation of directives of the Summit as well as relevant provisos of the Partnership Agreement ACP-EU (also known as the Cotonou Partnership Agreement).

The Council of Ministers is supported by the Committee of Ambassadors, made up of one representative of each ACP State, which meets in plenary at least monthly in Brussels at the ACP Group headquarters. In addition, the ACP Parliamentary Assembly also meets several times a year. The ACP Secretariat is the technical arm that services all these organs, with a staff complement of about 80 ACP nationals, including experts and support staff.



ORGANIGRAM OF THE ACP GROUP OF STATES



More than 40 years since its inception, the ACP Group faces the challenge of navigating an international context that is constantly changing, where international development challenges remain numerous, often shifting while new challenges emerge. Issues such as climate change threaten the survival of the planet and the livelihoods of populations in all the ACP countries, while complex political and security crises impede sustainable development in many of them. Despite gains over the last 15 years, poverty and inequality persist, with half of the 700 million people still living in extreme poverty residing in Africa.

Part of the response of the international community to these trends is the consolidation of efforts towards attaining an ambitious set of 17 Sustainable Development Goals (SDGs), framed in the 2030 Agenda for Sustainable Development. At the same time, the ACP Group is seeking to fortify its place as an effective player in the international arena in order to eradicate poverty and achieve sustainable development for the one billion people that call the ACP countries home.

The comparative advantage offered by the ACP Group in the landscape of global development cooperation lies within its membership of 79 countries, which is diverse but convenes against a background of shared experiences, common interests and functioning governing structures as well as accrued knowledge and expertise derived from decades of cooperation with Europe. Thus, the potential for the ACP Group to bring about meaningful positive change through South-South and triangular cooperation mechanisms is noteworthy.

This volume of South-South in Action speaks to this potential and aims not only to contribute to the growing body of literature documenting

experiences and good practices in South-South and triangular cooperation but also to lay the foundation for a more structured framework that will enable the ACP Group to unlock the potential of these modalities to advance sustainable development in its member States.

An Introduction to South-South Cooperation and Triangular Cooperation

South-South cooperation can be understood as "...a broad framework of collaboration among countries of the South in the political, economic, social, cultural, environmental and technical domains. Involving two or more developing countries, it can take place on a bilateral, regional, intraregional or interregional basis. Developing countries share knowledge, skills, expertise and resources to meet their development goals through concerted efforts. Recent developments in South-South cooperation have taken the form of increased volume of South-South trade, South-South flows of foreign direct investment, movements towards regional integration, technology transfers, sharing of solutions and experts, and other forms of exchanges".¹

Triangular cooperation "is collaboration in which traditional donor countries and multilateral organizations facilitate South-South initiatives through the provision of funding, training, management and technological systems as well as other forms of support".²

Bearing in mind these definitions, it is clear that achieving sustainable development goes far beyond mere financial or trade cooperation to also include the sharing of

¹ UNOSSC, About South-South and Triangular Cooperation. Available at <https://www.unsouthsouth.org/about/about-sstc/>.

² Ibid.



Working together to bring in the catch

knowledge, skills and technology among partners and stakeholders. South-South cooperation and triangular cooperation have the potential to transform the policies and approaches of developing countries to tackle various challenges by providing effective domestic solutions adapted to each country's circumstances. In this context, ACP countries have much to gain by sharing their experiences and expertise in dealing with the development challenges that they face, which, notwithstanding individual specificities, are often very similar. Nonetheless, they will need to acquire the necessary financial resources and platforms to facilitate this sharing of knowledge and experiences.

Despite the progress made in South-South cooperation, traditional development partners – for example the developed countries of the North – remain the primary providers of support

to ACP countries and are their main trading partners. The EU and its member states have reaffirmed their commitment to contribute 0.7 per cent of gross national income (GNI) to speed up the process to accomplish the SDGs. Consequently, South-South cooperation and triangular cooperation should not be seen as alternatives to North-South cooperation but rather as complementary to it.

In the interest of clarity, this report deals only with South-South cooperation insofar as it refers to collaboration and cooperation among the 79 Member States of the ACP Group, whether in the form of financial assistance, technical capacity-building, or technology transfer and knowledge-sharing. Although cooperation with other non-ACP countries of the South (such as Brazil and China) is not covered in this context, it remains a rich domain with standout successes that warrant further examination in terms of structures,

modalities and best practices. Furthermore, case studies for triangular cooperation in this publication are drawn primarily from the various development programmes funded by the European Commission and often implemented by other international organizations such as the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP) or the World Bank in ACP countries. Many times, these externally financed programmes involve some form of South-South exchange or collaboration across two or more recipient countries, resulting in a trilateral or triangular cooperation framework.

The ACP Group as a Hub and Facilitator of South-South Cooperation and Triangular Cooperation

The ACP Group is, in and of itself, a manifestation of South-South cooperation due to the simple fact that it brings together 79 developing countries of the South to engage in dialogue

and discussion and find collaborative ways to advance their common interests as a whole. Other than that, there are a number of factors that give the ACP Group added value as a hub and facilitator of South-South cooperation and triangular cooperation.

A Past and a Future Rooted in South-South Solidarity

Just a year prior to the formal establishment of the ACP Group, one united group of African, Caribbean and Pacific countries had successfully negotiated a historic cooperation agreement with the European Economic Community (known as the Lomé Convention of 1975), governing trade relations and development cooperation between the two blocs. The creation of the ACP Group was thus borne out of a common realization that, in order to achieve the best possible outcome for each individual member, countries had to speak with one single voice and negotiate unwaveringly as a group, especially across a much more powerful bloc.



Symposium on South-South and triangular cooperation titled “Integrated Rural Development: Strengthening Women and Empowerment through Jobs and Entrepreneurship”, co-organized by the ACP Group, FAO and the International Organization of la Francophonie (OIF), 11–12 February 2016, ACP House, Brussels.



The ACP Group founding charter resonates with commitment to solidarity, closer relations and common aspirations. Among the main objectives of the Group, as captured in the Georgetown Agreement of 1975, are the following:

- to promote and strengthen the existing solidarity of the ACP States and understanding between ACP peoples and governments;
- to contribute to the development of greater and closer economic, social and cultural relations among developing countries and, to that end, cooperation between the ACP States in the various fields such as trade, science and technology, industry, research and communications; and
- to contribute to the promotion of effective regional, interregional and intra-ACP cooperation among the ACP States and between developing countries in general, and to strengthen the regional organizations to which they belong.

These aspirations are still very much valid 40 years and 33 additional members later and provide a strong foundation for South-South cooperation among Member States. In fact, the Sipopo Declaration (2012) of the Seventh Summit of

ACP Heads of State and Government highlights South-South cooperation and triangular cooperation as cornerstones of the approach of the ACP Group to international cooperation, even calling for the establishment of a “South-South economic cooperation organization”. The President of the Seventh Summit, H.E. Teodoro Obiang Nguema Mbasogo, President of Equatorial Guinea, followed with a concrete proposal for the setting up of an ACP centre for South-South cooperation to be located in Malabo, Equatorial Guinea.

Looking towards the future of the ACP Group beyond 2020, the policy framework document “Towards the ACP we want”, approved by the ACP Council of Ministers, elaborates on South-South cooperation and triangular cooperation as other key mechanisms for delivering on the 2030 Agenda as well as the need to develop a strategy that fosters genuine cooperation among members of the ACP Group (ACP Group, p. 17). The paper also calls for these modalities to be a cross-cutting component in intra-ACP programmes and projects, a proposal further reinforced in practical terms under Strategic Objective 3 (“Advancing South-South and Triangular Cooperation”) of the Strategic Management Plan 2017–2020 of the ACP Secretariat.



Internal Diversity

A remarkable level of diversity exists among the membership of the ACP Group. Seventy-nine members form six regional groupings: West Africa, East Africa, Central Africa, Southern Africa, the Caribbean and the Pacific. Among them are 38 out of the world's 47 least developed countries (LDCs), 37 small island developing States (SIDS), and 15 landlocked developing countries (LLDCs). In terms of GNI per capita, the ACP Group includes 7 high-income countries, 27 low-income countries, and, in between, 21 lower-middle-income and 23 upper-middle-income countries. This does not include ACP members Niue and the Cook Islands, which are States in free association with New Zealand. Cultures are incredibly rich, vast and diverse, as are countries' individual histories and paths to development.

What could be seen as a threat to cohesiveness is also one of the greatest assets of the ACP Group. The heterogeneous range of experiences and capacities across Member States and regions increases the potential for learning and exchange from one another, including finding development solutions that may be applicable or transferable from one country or region to another.

A recent example is the first-ever Pacific Agricultural Week, hosted by the Government of Vanuatu in October 2017, with the support of the ACP-European Union Technical Centre for Agricultural and Rural Development, FAO and the Pacific Community. That event, inspired by the Caribbean Week of Agriculture, first launched in 1999, aimed to explore strategies to boost the agrifood sector. Not only were the concept and model successfully reproduced in the Pacific, but the event also highlighted the two regions as home to the majority of the world's SIDS, which face similar challenges in terms of climate change impacts, high food imports, small internal markets and reliance on a few export commodities. These countries also share the potential to develop the agrifood sector.



Proven Capacity to Influence Global Policy as a Group

Through well-defined structures and operational mechanisms for dialogue and consensus-building, the ACP Group is able to take action on various issues of common concern, where multilateral action at the ACP Group or global level can bring more advantages than an individual approach. Increasingly, it is taking joint positions on such global issues of common interest as climate change, ocean governance and multilateral trade. By speaking as one cohesive voice through declarations, resolutions and decisions issued at the highest political levels, the ACP Group reinforces and brings visibility to the shared concerns of some of the poorest and most vulnerable countries in the world.

One area where the ACP Group has made a clear impact is on the multilateral trading system,

through the participation of its Geneva-based member States missions in negotiations of the World Trade Organization (WTO). The ACP Group is untiring in its insistence that development should be at the centre of negotiations, underlining the need to observe the principles of the single undertaking, transparency, less than full reciprocity, and special and differential treatment in favour of developing countries. The Group has succeeded in putting the spotlight on the specific needs of its member States as well as the needs of LDCs, small and vulnerable economies (SVEs) and net food-importing developing countries (NFIDCs). It has argued that full attention should be paid to these needs and the solutions found to ameliorate the vulnerabilities of these States. Through specific, targeted and issue-based proposals, the ACP Group has contributed markedly to the ongoing Doha Round of negotiations and to outcomes at WTO Ministerial Conferences.

At the Ninth WTO Ministerial Conference in Bali in 2013, the ACP Group mobilized to successfully push for a post-Bali work programme and a separate Ministerial Decision on the Trade Facilitation Agreement that addresses special and differential treatment provisions for developing-country and LDC members, including assistance and support for capacity-building to be provided to help these countries to implement the provisions of the Agreement. Similarly, at the Tenth WTO Ministerial Conference held in Nairobi, Kenya, in December 2015, the ACP Group tabled submissions calling for continued efforts to advance the remaining Doha Development Agenda issues including agriculture, non-agricultural market access (NAMA), services, development, and rules, flows from contributions. These were eventually featured in the final Nairobi Declaration.



As a promoter and supporter of South-South and triangular cooperation, the ACP Group seeks not only to pursue outcomes in favour of ACP States and other developing countries but also to bridge the divide between members in the negotiations and reach out to cooperating partners. In this regard, the ACP Group and the EU, as partners, have reached out to each other on both bilateral and international issues.

Long-standing and Concrete Experience as a Key Development Actor

The ACP-European Union partnership is a unique and comprehensive cooperation agreement between European and ACP countries that has facilitated cooperation between the two blocs for more than 40 years. Since the signing of the Lomé Convention of 1975, the partnership accord has been renegotiated and renewed six times, most recently resulting in the Partnership Agreement ACP-EU (Cotonou Partnership Agreement) signed in Benin in 2000 for a period of 20 years.

The Cotonou Partnership Agreement outlines the parameters for international trade, development cooperation and political dialogue between the

EU and 78 African, Caribbean and Pacific States (Cuba being the only member of the Group not to have signed the original Agreement in 2000). In terms of development cooperation, significant levels of financing are made available for ACP countries through the European Development Fund (EDF). For the period from 2014 to 2020, for instance, the EDF makes available more than €30.5 billion to ACP countries for development cooperation, delivered at three levels: national (through governments), regional (via the regional organizations) and intra-ACP (co-managed by the ACP Secretariat).

This structured engagement has served to enhance the negotiating capacity of the ACP Group as a bloc with each round of intense talks to renew the ACP-European Union partnership. It has also nurtured and honed the expertise of the ACP Secretariat to negotiate, develop and administer large-scale international development programmes in partnership with the EU as well as other implementing agencies.

These intra-ACP programmes include major multi-country initiatives such as the Participatory Slum Upgrading Programme implemented by the United Nations Human Settlements Programme (UN-Habitat) (€30 million for 2016–2020); the intra-ACP Global Climate Change Alliance+ (GCCA+) programme for climate change, which is part of the larger Global Climate Change Alliance initiative of the EU (€37 million for the period 2011–2016); and the ACP-European Union Natural Disaster Risk Reduction (NDRR) Programme to support disaster risk reduction activities in ACP countries. Its operations are financed by a European Union grant of €54.5 million to a single-donor trust fund managed by the World Bank-led Global Facility for Disaster Reduction and Recovery (GFDRR). Some of these examples are detailed further in the following chapter.



ACP Group Activities in Support of South-South and Triangular Cooperation

While the ACP Group has been actively participating in South-South and triangular cooperation over the course of its four decades of existence, it is in recent years that it has taken a concerted interest in building its capacity further and branding itself as a facilitator and hub for these modalities. This is evident in regular hosting of major conferences specifically on the topic, committed participation in international frameworks that promote South-South and triangular cooperation, mainstreaming of these modalities into the ACP Secretariat work programmes and activities, and exploration of key initiatives such as the establishment of the ACP Information Centre for South-South Cooperation in one of its member States: the Centre was officially launched in October 2018 in Malabo, Equatorial Guinea.



Ministers of Equatorial Guinea, ACP Ambassadors in Brussels and Members of the Diplomatic Corps in Malabo.



H.E. Mr. Teodoro Obiang Nguema Mbasogo, President of Equatorial Guinea.



H.E. Mr. Daniel Evina Abe'e, Ambassador of Cameroon, ACP Representative, Chair of the Task Force.

ACP Group Engagement in International Forums

The Fourth High-level Forum on Aid Effectiveness (HLF-4) held in Busan, Republic of Korea, from 29 November to 1 December 2011 under the auspices of the Organisation for Economic Co-operation and Development

(OECD), was a historic opportunity to review the development cooperation landscape and the increasingly relevant role of South-South and triangular cooperation therein. The participation of the ACP Group at that forum was an important step in signalling its interest in enhancing its role.

HLF-4 committed to eight “building blocks” of development cooperation effectiveness that would drive forward the implementation of measures agreed to at the meeting. The ACP Group joined the Building Block on South-South and Triangular Cooperation along with several other key organizations such as the EU, the World Bank, UNDP and the Islamic Development Bank and nearly 20 countries including Colombia, Germany, Japan, Mexico and Zambia. As a founding member, the ACP Secretariat co-hosted, with the Government of Colombia, the official launch and inaugural meeting of the members of that Building Block in Brussels in March 2012. At the launch, three major areas of work were identified for members to pursue, along with key messages and champions.

Aside from the HLF-4 event, the ACP Group has sought to enhance its involvement and visibility in relevant international platforms aimed at promoting South-South and triangular cooperation, especially in the context of the 2030 Agenda. For example, the ACP Group and the International Organization of la Francophonie (OIF) co-organized a thematic side event titled “South-South and Triangular Cooperation: An Innovative Solution to Achieve Sustainable Development Goals (SDGs)” at the United Nations Conference on Sustainable Development (Rio + 20) in June 2012, attended by representatives of many ACP countries. Similarly, at the United Nations summit for the adoption of the post-2015 development agenda in New York in September 2015, ACP Secretary General H.E. Mr. Patrick Gomes announced that the realization of the SDGs would give effect to the “coordination of South-South and triangular cooperation by the ACP, acting as a facilitator and hub”.

The ACP Group also played a dynamic role in various events and panels at the Global South-South Development (GSSD) Expo, spearheaded by UNOSSC, in Dubai in 2016 and is committed to continued engagement in future events.



Third ACP symposium on South-South and triangular cooperation titled “Integrated Rural Development: Strengthening Women and Youth Empowerment through Jobs and Entrepreneurship”, 11–12 February 2016.

ACP Symposiums on South-South and Triangular Cooperation

In addition to being visible at international discussions, the ACP Secretariat organizes its own series of symposiums on South-South and triangular cooperation in Brussels. The first ACP symposium on that topic was jointly organized by the ACP Group with OIF in January 2011 and titled “ACP-OIF Symposium on the Reinforcement of South-South Cooperation: Challenges and Opportunities for the ACP Group”. Participants acknowledged that South-South cooperation constitutes a tangible reality by creating new development cooperation spaces and highlighted the need for further reflection on its effectiveness and complementarity to North-South cooperation.

The second ACP symposium was held in March 2014 following other major undertakings by the ACP Group, such as co-hosting the launch of the Building Block on South-South and Triangular Cooperation in 2012 and organizing the ministerial meeting of National and Regional Authorizing Officers of the EDF in ACP countries in 2013, at which South-South and triangular cooperation was a key topic of discussion. On the theme “ACP Group strategic approach to South-South and triangular cooperation”, the discussions of the second symposium centred on research by Dr. Carine Nsoudou (2014a, 2014b) that examined the potential role for the ACP Group as a facilitator and hub for South-South and triangular cooperation and included a compilation of case studies from ACP States.

The third ACP symposium, held in February 2016, was co-organized with FAO and OIF on the theme “Integrated rural development: strengthening women and youth empowerment through jobs and entrepreneurship”. The event featured presentations of concrete cases from across the

ACP countries and generated a proposal for a South-South knowledge exchange programme for ACP countries.

Studies on Intra-ACP South-South and Triangular Cooperation

A study commissioned by the ACP Group and titled “Intra-ACP South-South and triangular cooperation” analysed the potential role for the ACP Group in South-South and triangular cooperation and how ACP Member States could actively and productively engage in the different modalities. As part of the study, a mapping exercise was carried out to document 128 examples of South-South cooperation projects among ACP States, with several highlighted as case studies. Elements of that research were presented at the second symposium at ACP headquarters.

The study suggested that there were ample demand and potential for the ACP Group to be a “knowledge repository and facilitator” of South-South and triangular cooperation. As a facilitation agent, the proposed role of the ACP Group would be to proactively identify opportunities for Development Assistance Committee (DAC) donors, and pivotal and recipient countries; connect/match demand and supply through a brokering mechanism; and assist stakeholders in developing triangular strategies. The study also recommended that the EDF intra-ACP cooperation envelope be used to finance triangular programmes, which could contribute to bridging the divide between North-South and South-South cooperation.

In the same year, another study financed by the European Commission titled “Study on the prospect of an all-ACP development cooperation policy” (Kaepler and Jones,

2014), was presented to ACP Ambassadors in Brussels. The concept of “all-ACP development cooperation” refers to transregional and/or cross-continental cooperation within the ACP Group aimed at promoting existing relations and exchanges between members and where ACP countries are involved in the actual provision and supply of development cooperation to other ACP countries. That study found that at that time, all ACP development cooperation policy was implemented mostly within the framework of EDF intra-ACP Group funds. It recommended that the ACP Group commit itself to formulating a real all-ACP development cooperation policy, essentially a form of South-South development cooperation, and promptly take leadership of the process. A diversification of funding opportunities beyond EU funds was strongly urged as well as the reinforcement and adaptation of ACP Group institutional capacities and structure.



Both of those studies fed into elements captured in the Report of the Ambassadorial Working Group on Future Perspectives of the ACP Group (2014), which was approved by the ACP Council of Ministers. The report remains an important basis for discussions on the future orientation of the ACP Group as an organization post-2020.

Key Partnerships for South-South Cooperation and Triangular Cooperation

The ACP Group continues to reach out to identify and build productive relations with like-minded organizations and countries that support South-South and triangular cooperation. A recent highlight is the agreement with the UNOSSC in 2016 to embark on concrete joint initiatives. Key areas of cooperation include cultivating South-South and triangular cooperation among their mutual constituencies as well as with other developing countries to support intraregional and regional integration; deepening institutional partnerships to scale up knowledge-sharing, showcasing and scaling up of development

solutions, and technology transfer; and providing support to constituencies towards the achievement of the SDGs.

Similarly, the ACP Group and FAO signed a memorandum of understanding (MoU) in 2015 with the aim of strengthening cooperation to better address food insecurity and malnutrition, hunger, natural resource management and climate change challenges in ACP countries. The MoU also anticipates measures aimed at facilitating an ACP Group South-South cooperation programme for food security and agriculture, including technology-sharing, knowledge exchange and policy dialogue between tropical countries.

The ACP Group also signed a historic MoU with the Government of Brazil in 2011 stipulating regular communication for the interchange of information on programmes, projects and activities. Under the MoU members of the ACP Group have the opportunity to submit proposals for activities to the Government of Brazil through the ACP Secretariat.





Chapter II

South-South Cooperation and Triangular
Cooperation in Action

ACP Group-European Union Partnership as a Driver for South-South and Triangular Action

The Partnership Agreement ACP-EU is a unique framework that outlines parameters for trade, development cooperation and political dialogue between the EU and members of the ACP Group. Under the pillar of development cooperation, significant levels of financing are made available for ACP countries through the EDF, now in its eleventh cycle. For the period from 2014 to 2020, the EDF is making available more than €30.5 billion to ACP countries for development cooperation, delivered at three levels: national, regional and intra-ACP.

It is at the intra-ACP level that South-South cooperation and triangular cooperation are the most evident and at which the ACP Secretariat carries out its work. While the EDF intra-ACP programmes do not operate in the traditional “triangular” sense, whereby one external donor

country provides the financial means for a “pivotal” country (a developing country that can provide expertise, in-kind assistance, etc.) to support the recipient country, the principle of the EU as a partner contributing to South-South collaboration among ACP countries remains as a basis for that cooperation.

Intra-ACP cooperation, which is worth €3.5 billion under the eleventh EDF cycle, finances programmes and projects that cover multiple countries and regions of the ACP Group and works in complementarity and subsidiarity with the national and regional EDF instruments. To give an idea of scope, the tenth EDF cycle, covering the period from 2008 to 2013, financed more than 80 ACP-wide programmes under which hundreds of smaller projects were implemented. The EDF continues to be recognized as a highly relevant and efficient ACP-European Union



development instrument, with independent external reviews noting its success in terms of high level of commitment and disbursement of allocated funds.

The intra-ACP envelope is co-managed by the ACP Secretariat and the European Commission, and the programming strategy, including the priority development areas to be addressed, is generated through a joint exercise and approved at the political level by the European Commission and the ACP Committee of Ambassadors, acting on behalf of the ACP Council of Ministers. The implementation is usually carried out in partnership with other international organizations such as UNDP or the World Bank or through programme management units and monitored by steering committees comprised of all key partners involved.

The intra-ACP programmes reinforce South-South cooperation because they benefit large numbers of developing countries in the global South in the same priority areas and are also developed and overseen by organs and

structures jointly established by ACP countries. Many programmes are already able to offer valuable and effective methods and approaches to South-South cooperation and triangular cooperation that can be promoted, scaled up or used as models for future programmes. The case studies presented in the following section are select examples of such programmes.

These modalities of development cooperation are further strengthened by the ACP Secretariat's renewed explicit commitment to promoting South-South cooperation and triangular cooperation through its programmes, as captured in its Strategic Management Plan 2017–2020. In the Plan document, which encapsulates the efforts being made in support of the aspirations of the ACP Group to become a more “effective global player”, the advancement of these modalities is highlighted as one of seven major strategic priorities of the ACP Secretariat. This entails mainstreaming South-South and triangular cooperation into all intra-ACP projects and programmes and ensuring that it is a central element in the design of future projects.



Case Studies: Intra-ACP Programmes

Enhancing Trade Capacity: The Hub and Spokes Programme

One of the primary concerns for the ACP Group is the gainful integration of member countries into the world trade system as a way to boost their economies and contribute to eradicating poverty and promoting sustainable economic development. The Hub and Spokes programme is an innovative Aid for Trade initiative that helps to strengthen trade capacity in developing countries in Africa, the Caribbean and the Pacific by enhancing the capacity of national governments and regional organizations to draft effective trade policies as well as to better negotiate and implement international agreements.

Hub and Spokes is a joint programme of the Secretariat of the ACP Group, the EU, the

Commonwealth and OIF, with the EU as the main funder. The backbone of the programme lies in the South-South cooperation nurtured not only in the active promotion of regional integration into policy formulation and implementation but also in the deployment of a network of African, Caribbean and Pacific trade experts to provide expertise, advice and training in other ACP countries. These experts are either national trade advisers (referred to as “spokes”), who boost the capacity of government ministries, or regional trade advisers (the “hubs”), who provide similar technical assistance to key regional and national organizations.

The first phase of the Hub and Spokes programme operated from 2004 to 2012. During that period, the Commonwealth deployed 60 experts and OIF deployed 26 experts across the ACP regions. The budget for the first phase



was €29 million, of which €21.4 million were provided by the European Union, €5 million by the Commonwealth and €2.6 million by OIF.

For the second phase, €12 million were secured from the intra-ACP 10th European Development Fund for Hub and Spokes II. The Commonwealth and OIF are co-donors and executing agencies, contributing €2.5 million and €1.2 million, respectively. A further €5 million from the European Union were committed in 2017, extending the second phase to 2019. The ACP Group Secretariat is the global partner and a facilitator for this important programme.

Approach

More than 70 developing countries in the ACP Group are eligible for assistance from the Hub and Spokes programme. The network of advisers across the ACP regions comprises 11 regional trade advisers based at key regional organizations in the ACP regions and 36 advisers operating in key regional organizations and within national ministries dealing with trade. The Commonwealth is implementing the programme in eastern and southern Africa, the Caribbean and Pacific regions and is managing a network of seven hubs and 22 spokes. OIF is implementing the programme in central and West Africa and has placed four regional and 14 national advisers.

Impact and Results

Reviews of the programme and feedback from beneficiaries have proven the value of the Hub and Spokes approach in building the capacity of poor and vulnerable countries to trade. After the completion of Phase I, more than 34,000 stakeholders, drawn from parliaments, academic and civil society organizations and business associations, had been trained in and sensitized to trade policy issues, while an

extensive volume of valuable contributions to trade negotiations has been generated as well as contributions to the implementation of trade agreements and national efforts to reform regulatory regimes, such as administration of intellectual property rights.

Significant contributions were made to the drafting of national trade policies in Botswana, the Central African Republic, the Democratic Republic of the Congo, Malawi, Micronesia, Rwanda, Saint Vincent and the Grenadines, Samoa, Sierra Leone, and Trinidad and Tobago. In addition, joint trade policy reviews were prepared and presented to the WTO by countries including Cameroon, the Central African Republic, Chad, the Congo and Gabon.

Countries that have benefited from the programme have been able to share their experiences with other ACP States, contributing to South-South exchanges of knowledge and information. The expertise of trade experts is enhanced with each deployment, adding to the knowledge already produced about ACP realities.



Phase II of the Hub and Spokes programme has already made significant inroads. In 2016 alone, the trade advisers are estimated to have aided more than 5,000 national and regional stakeholders and helped to draft a range of trade policies, for example delivering the first-ever national trade policy of Fiji and helping the country to become a Pacific trading and investment hub. By the end of the programme, the following results should have been achieved:

- key public-, private- and civil society-sector stakeholders trained in trade policy issues;
- effective trade policies developed and relevant international trade agreements successfully negotiated and implemented;
- national and regional consultative trade networks established and strengthened;
- collaboration with donor partners strengthened to maximize the benefits of Aid for Trade opportunities; and
- intra-ACP (South-South) communications on trade development promoted.

“Capacity-building programmes are vital in delivering trade policy objectives – widening Fiji officials’ understanding of trade policy issues, international trade law, competition, consumer protection, economic development issues and the functioning of multilateral trading. This has improved the effectiveness of their work.” – Hillary Kumwenda, Hub and Spokes national trade adviser deployed to the Fiji Ministry of Industry, Trade and Tourism.

“This is the very first time in my life that I have undergone training as an officer in the Consumer Welfare Office of the Ministry. This training has opened my eyes to the knowledge and skills that I need to mediate between business owners and clients in situations of commercial dispute. I know the way I approach my work is going to be very different from today.” – Lisema Keketsi, Consumer Welfare Officer of the Lesotho Ministry of Trade and Industry, who participated in Hub and Spokes training in Lesotho.

Agricultural Research and Innovation: ACP Sugar Research Programme

The development of commodities and agricultural value chains contributes to eradicating poverty and promoting sustainable development in ACP countries, allowing for increased revenues, job creation and capacity-building as well as addressing food security. One key commodity for ACP countries is sugar, which is produced by 38 countries across sub-Saharan Africa, the Caribbean and the Pacific Islands.

Since 2006, the EU has continued to reform its sugar regime successively, and it eventually renounced the Sugar Protocol with effect from 2009, granting duty-free and quota-free access to a wider group of countries. Since 2009, the EU has granted additional access under new free trade agreements and in October 2017 completed its reform by removing domestic quotas and thus any restrictions on the amount of domestically produced sugar that can be sold within the EU.

The EU reform has had significant impact on ACP producers, resulting in the drop of an estimated €430 million in global income for ACP countries. In this context, the whole industry is at risk and requires extensive, long-term investment to regain competitiveness. This will happen alongside drastic changes in the management of the ACP sugar industry through the control of production costs as well as improved efficiencies and performances.

The ACP Sugar Research Programme was designed to enhance the capacity of the sugar industries in ACP countries to transition to and take advantage of opportunities in a deregulated sugar market. A total of €13 million, financed from the intra-ACP envelope of the ninth EDF cycle, was committed to the implementation of 13 research projects as well as to operate a programme management unit. That also included €800,000 for a “competitive fund” to support sugar cane stations in searching for additional funds. The programme not only has enabled the production of new knowledge and innovative methods to rapidly identify and screen improved varieties and improve cane processing but has also facilitated South-South transfers of that knowledge and expertise through various platforms for networking and knowledge-sharing.

Approach

The programme focuses on boosting research and innovation as well as sharing knowledge and information among the ACP sugar-producing countries, including research centres and partner factories. Support is provided to five research stations in attaining their goals and fostering networking among ACP-country research stations to strengthen their capabilities, increase communication and enhance the sharing of information and outputs. They include research institutes within the Sugar Industry

Authority in Jamaica (SIA-SIRI), the West Indies Central Sugar Cane Breeding Station in Barbados (WICSBS), Swaziland Sugar Association Technical Services (TSSA), the Mauritius Sugarcane Industry Research Institute (MSIRI) and the Sugar Research Institute of Fiji (SRIF).

The programme addresses a number of clearly identified technological challenges that hamper the performance of the sugar cane sector. The 13 research and innovation projects are based on three main topics:

- delivery of new sugar cane varieties that are better adapted to future needs of the ACP sugar industry;
- delivery of technological innovations to reduce the cost of production while limiting negative impacts on the environment; and
- delivery of technological solutions and services to reduce sugar losses and increase revenue from sugar cane processes and by-products by promoting efficiency and value addition.

Impact and Results

The programme has been successful in equipping sugar producers with enhanced technical knowledge to improve productive capacity, cut costs and diversify products



and in facilitating South-South sharing and exchange of scientific expertise and technical information. Research outputs have been widely disseminated among ACP sugar cane research organizations and actors in the industry through training, workshops, field visits, presentations made at relevant international conferences and electronic exchange via a common website. This has fostered greater collaboration, capacity-building support and the potential for scaling up and replicating successful models.

Examples of this collaboration can be seen in a project led by MSIRI in Mauritius in partnership with 26 sugar factories in Burkina Faso, Burundi, Cameroon, Fiji, Madagascar, Rwanda, Uganda, the United Republic of Tanzania and Zambia. The aim was to improve energy efficiency in cane processing and involved assessment of energy and training needs in 12 ACP countries, the sharing of good practices achieved in Mauritius, and creation of a conducive environment for further cooperation and knowledge-sharing. Technicians from the various partner countries undertook training and site visits to Mauritius, and energy-efficiency software was successfully developed and shared among the participating industries to improve energy management.

Another project led by MSIRI and aimed at diversifying and expanding the revenue base of the sugar sector has generated a technology to produce bio-plastic using unused or cheap sugar cane biomass. The findings have been presented at various international conferences, where the project has received positive feedback due to its originality. Steps have been taken to collaborate with the Queensland University of Technology in Australia to explore the technology further and make it available so that all ACP countries can benefit.



Finally, the use of short message service (SMS) messages has allowed sugar growers in Swaziland to receive important information relating to irrigation scheduling. A high adoption rate has been achieved, with approximately 85 per cent of participating growers now using the irrigation schedules. Results over three years include reduction of water and electricity usage by 9 to 12 per cent while increasing by 7 per cent the number of tons of sugar produced per hectare. This technology has been made available to all sugar-producing ACP countries.

The ACP Sugar Research Programme (SRP) is designed to increase the competitive edge of sugar cane industries in ACP States. Through the programme, researchers and technicians have increased their knowledge and sharpened their skills. At the same time, institutions have developed skills in the management of external funding; they have experienced dealing with the commercialization of findings, registering patents and examining intellectual property issues; and they have built modern infrastructure and acquired the skills to operate it. Key to the success of the programme is the network built among the participating countries, which facilitates South-South cooperation through collaboration on joint projects and the dynamic exchange of information, expertise and technology to promote growth and sustainable development.



“The ACP Sugar Research Programme is providing an information and communication platform to encourage knowledge-sharing among the beneficiary countries. It has allowed [them] to develop a dedicated exchange network and promote dissemination of information which is in line with our EU policy on promoting international cooperation on research and innovation. Besides, it is promoting the exchange of best practices in governance and management of research and innovation programmes and projects across the region.” – H.E. Mrs. Marjaana Sall, Ambassador and Head of Delegation of the European Union to the Republic of Mauritius

“[In view of t]he low price of sugar at present on the world market, which will be the case for the coming years, and the end of preferential prices in the European Community in September 2017, it is imperative that industries within and even outside the ACP States become more efficient and diversify for niche as well as large-scale markets. The outcomes of the ACP-SRP will certainly increase the competitive edge of the sugar cane industries of the ACP States”– Dr. Jean-Claude Autrey, General Secretary, International Society of Sugar Cane Technologists (ISSCT) on behalf of the ACP Scientific Advisory Group – ACP-SRP

Sustainable Development through Knowledge-sharing Networks: EDULINK Programme

Research, science and higher education, along with higher-quality education, are indispensable catalysts in driving growth and innovation, transforming livelihoods and living standards, and expanding horizons in terms of solutions to persistent development challenges. The ACP-European Union Programme for Higher Education (EDULINK) is focused on building excellence in centres and establishments for higher education in ACP regions through dynamic and constructive partnerships and institutional networking with leading universities in European countries as well as among ACP countries.

The programme started in 2006 (EDULINK I) with the launch of three calls for proposals financed under the ninth EDF cycle, with an aggregate budget of €30 million. The three calls financed 66 grant projects involving 210 higher education institutions from 51 ACP countries. The second phase (EDULINK II) started with the launch of a new call for proposals in 2012, resulting in 47 grant projects for a financing total of €22.5 million sourced from both the tenth EDF cycle and the EU budget. With a focus on two themes, “agriculture and food security” and “energy access and efficiency”, these projects involve the participation of 101 institutions of higher education from 43 ACP States as well as 50 such institutions from 13 European Union countries.





E-learning training, Makerere University, Kampala, Uganda, 2015.

Approach

EDULINK programmes seek improvements in the effectiveness, management and visibility of ACP Group institutions of higher education and work to increase their competitiveness in the global environment. By strengthening the institutional capacities of ACP academic institutions, upgrading curricula and promoting exchanges, EDULINK contributes to improving the quality of higher education and making it more responsive to the needs of ACP countries.

The programme aims to achieve this through the creation or consolidation of partnerships where the participation of different organizations from ACP and European Union States leads to the transfer of know-how and to capacity-building in favour of the participating ACP institutions.



Impact and Results

These projects produced a wide range of academic outcomes, from short- to long-term degrees achieved, several hundred publications produced and disseminated, and training delivered to thousands of students and teaching staff of participating ACP institutions. EDULINK has been instrumental in engaging a broad range of organizations in ACP and EU countries, delivering access to international networks in socioeconomic fields of importance in creating sustainable and equitable knowledge-based societies. As a direct result, certain ACP institutions of higher education supported by EDULINK are recognized as regional centres of excellence, offering advanced learning practices and outcomes for students and academic and technical staff.

With multiple countries often involved in each project, South-South and triangular cooperation among them is almost a given. For example, the project LifeLong Learning for Energy Security, Access and Efficiency in African and Pacific SIDS (L³EAP) links the University of Mauritius and the University of the South Pacific based in Fiji to boost the capacity of institutions to provide high-level skills and training required for the energy labour market. This includes the development of a transnational teaching module as well as capacity-building seminars for teaching staff.

Another example is found in the project Strengthening Capacity for Food Science and Technology Teaching, Learning and Research to Add Value to Indigenous Foods for Food Security in Africa and the Caribbean, (FSTinAC) which supports research and teaching on the sustainable use, post-harvest technology and value addition of indigenous underutilized crops and species, which is important for the livelihoods of local populations in the Southern African, West African and Caribbean regions.



The project involves South-South collaboration between institutions of higher education in Botswana, Ghana, and Trinidad and Tobago and North-South cooperation with the University of Maribor in Slovenia, which has recognized expertise in the added value and health benefits of foods.

These examples, along with numerous cases of South-South cooperation among institutions of higher education in African, Caribbean and Pacific regions, are supported by EDF financing of around €500,000 per project and last for several years to ensure greater sustainability and impact.

“No Future without Culture”: ACP Cultures Plus Programme

Culture is an integral component of the cooperation strategy between ACP countries and the European Union. Since 2007, the ACP Group and the European Union have supported the ACP cultural sector within the framework of three programmes: ACPFilms, ACPCultures and ACPCultures+. These programmes are implemented by the ACP Secretariat and financed by the intra-ACP ninth and tenth EDF cycle funds.

The ACP Cultures+ programme was allocated a budget of €30 million for the period from 2012 to 2017. It provided support to the entire sector (cinema/audiovisual and other cultural

industries) and covered all parts of the value chain, for example production, distribution and training. Following two calls for proposals in 2011 and 2012, 55 projects were supported for a total of €23.3 million.

The programme aims to contribute to the fight against poverty through the development and consolidation of viable and sustainable cultural industries in ACP countries by reinforcing their contribution to social and economic development, as well as to the preservation of cultural diversity. Specifically, it aims to reinforce the creation and production of cultural goods and services in the ACP States through supporting integrated distribution networks; increased access to local, regional, intra-ACP, European and international markets for the cultural goods and services of the ACP States; building the capacities of cultural-sector professionals in ACP States; and improving the regulatory environment of the cultural sector in ACP States.

The ACPCulture+ programme will be followed by a new support programme worth €40 million under the eleventh EDF cycle to be launched in 2018, aimed at increasing the economic revenues from creative industries as well as recognizing and valuing the ACP Group cultures. One of the main objectives of the ACP Group is to “promote and strengthen unity and solidarity among the ACP States, as well as understanding



between ACP people” (Georgetown Declaration, 1975). The support to culture programmes is decidedly a successful tool for achieving this goal while fostering productive and constructive South-South cooperation in the process.

Approach

The programme invites proposals from across the ACP countries, resulting in the allocation of grants to selected operators in all areas of the cultural sector. Activities involve around 200 cultural organizations, many of them managed by young ACP professionals, working in partnership. They are carried out in more than 60 ACP countries.

Programmes implemented under the ACP-European Union cooperation framework with respect to the sector are outstanding for their exceptional level of funding and the duration of the supported actions (up to three years). The added value of the programme lies in the synergies developed between the various components, enabling improvement in the impact of all the implemented actions. Through active and innovative online communication, the results of the supported projects, the tools and studies to improve the regulatory framework,

and the relevant information about the sector are presented and developed on the programme website and Facebook page.

Impact and Results

Hundreds of ACP works of art have been produced, including 13 long features; 25 short 2D and 3D animated films; 26 radio documentaries; dozens of choreographic creations; and numerous books, CDs, drama plays, architectural works, websites, online platforms, and music and film festivals. Many of them have received awards at prestigious ACP Group and European Union cultural events such as the Festival de Cannes. They have circulated within ACP countries and on an international level. Cultural operators have reinforced their technical, artistic and management skills.

Through intra-ACP partnerships, the transmission of South-South know-how has been promoted and has led to increased impact of capacity-building activities. More than 4,000 ACP artists, technicians and/or managers have been trained in a wide range of fields such as producing, directing, editing, sound recording, radio creation, creative commons, information and communications technology, dance, drama and music. This training has often led to jobs and made it possible for a new generation of talent to emerge. The Intra-ACP Fund has enabled ACP cultural operators to extend their traditional intervention areas so that many professional networks have been greatly strengthened.

The economic impact in ACP countries is also very important with regard to youth employment, cultural investments and development of service providers. Sustainability of the projects has often been achieved through expanded collaboration with public authorities. ACP legal frameworks have been reinforced through



directories, studies and databases made available to ACP cultural professionals by the cultural policy component of the programme.

Seminars for National Authorizing Officers (NAO) and Regional Authorizing Officers (RAO)

The series of six seminars for National Authorizing Officers (NAO) and Regional Authorizing Officers (RAO) was approved by the ACP Committee of Ambassadors to take place in the ACP regions from 2016 to 2018. Seminars have been held in five ACP regions: the Pacific, Southern Africa, West Africa, Central Africa and East Africa.

Seminars are designed to examine and take stock of the progress being made by the ACP member

States and regions in both programming and the implementation of the EDF within the framework of the Cotonou Partnership Agreement while also taking into account the 2030 Agenda. They provide an important platform for an exchange of views among key players of the Cotonou Partnership Agreement on the one hand and ACP development partners, notably the European Commission and the European Investment Bank, on the other.

The seminars have been designed to be as inclusive as possible to ensure that all key stakeholders are able to participate. Participants include Members of Parliament and representatives from civil society and the private sector. They facilitate discussions on practical issues such as how the ACP Group could use lessons learned from within its own ranks as well as from partners to ensure the successful use of the resources of development finance within the framework of the eleventh

EDF cycle as well as encouraging reflections on projects undertaken.

The regional seminars also provide an appropriate platform to better take into account the programming and implementation challenges of each region through sharing experience, knowledge and best practices from each member State and provide advice and recommendations on practical solutions.

Cooperation between Portuguese-speaking African Countries and Timor-Leste (PALOP-TL)

The PALOP-TL Group is comprised of six ACP member countries that use Portuguese as an

official language: Angola, Cabo Verde, Guinea-Bissau, Mozambique, Sao Tome and Principe, and Timor-Leste. The Group is convened under the Cotonou Partnership Agreement and financed through the EDF.

Cooperation covers a broad spectrum including cultural, economic, social and political components. Under the tenth EDF cycle, the PALOP-TL Group was allocated €33.1 million to support good governance including economic governance, public services, rule of law, democratization and human rights. The Group facilitates the South-South exchange of knowledge and experiences and deepens both regional African integration and integration between Portuguese-speaking countries.



Case Studies: South-South Cooperation among ACP Member States



In addition to cooperation through ACP Group-European Union development programmes, cooperation and collaboration among African, Caribbean and Pacific countries take various forms.

Technical Aid Corps of Nigeria

Nigeria is one of the largest economies in Africa, driven by a youthful population of more than 185 million, abundant natural resources including oil, and well-developed financial, legal, communications and transport sectors. With an annual gross domestic product of over USD 460 billion, Nigeria is classified as a lower-middle-income country by the World Bank. It is also one of the MINT countries (Mexico, Indonesia, Nigeria and Turkey): up-and-coming economies expected to take after the trajectories of the BRICS (Brazil, Russian Federation, India, China and South Africa) emerging economies.

At the same time, Nigeria is challenging the notion of African countries being solely “recipients” of development assistance. The Nigerian Technical Aid Corps (TAC), established in 1987 as a foreign policy tool, is Africa’s only sustainable technical aid programme for development, and it is a practical demonstration of effective South-South cooperation. Under the auspices of the Ministry of Foreign Affairs of Nigeria, the TAC programme is guided by the following policy goals and objectives:

- share the know-how and expertise of Nigeria with other ACP countries;
- give assistance on the basis of assessed and perceived needs of the recipient countries;
- promote cooperation and understanding between Nigeria and beneficiary countries; and
- facilitate meaningful contacts between the youth of Nigeria and those of the recipient countries.

Since the inception of the programme, several thousand Nigerian volunteers have been deployed, growing from a first round of 102 volunteers in the period from 1987 to 1988, to up 1,500 for the period from 2014 to 2016. These professionals currently provide assistance to more than 30 ACP countries in a range of fields including engineering, agriculture, law, medicine, architecture, accounting, radiology, meteorology and education.

Under the programme, development efforts in countries such as Belize and Jamaica have benefited from the deployment of Nigerian health professionals including nurses and pharmacists to assist their health ministries. In Fiji, TAC volunteers have contributed to the drafting of its new Constitution. In Africa, TAC has made contributions to the national development of neighbouring West African countries such as the Gambia, Senegal and Sierra Leone as well as elsewhere on the continent, including the Congo, Ethiopia, Mozambique, Namibia and Uganda.

As outlined in the Nigerian Technical Aid Corps Act, ACP countries make specific technical assistance requests to the Government of Nigeria according to their needs, challenges and national priorities. Nigeria finances and deploys skilled technical experts in these areas for a mandatory period of two years, with host countries also providing free medical care, tax exemptions, repatriation costs, and other payment and facilities as agreed. A host country may offer employment to a volunteer upon completion of the assignment, on their own agreed terms, or retain the volunteer for a defined period. Recruitment into the scheme is both rigid and meticulous, and volunteers from the public sector are usually given a two-year leave of absence in the interest of job security.

The scheme is the only one of its kind operating in Africa and has been recognized as a model by

leading South-South cooperation institutions. Its comparative advantage lies in the fact that Nigeria shares similar development issues with recipient countries, leading to more relevant experience, appreciation and sensitivity in responding to the challenges. According to the Ministry of Foreign Affairs of Nigeria, “the strength of the TAC programme and its success is predicated on the fact that it is a people-oriented and people-centred assistance programme geared towards the development of recipient countries” (Nigeria, n.d.).

Cuban International Health Cooperation

Cuba views primary health care as a fundamental human right, at the centre of public policies for sustainable development. Its health-care system actively promotes SDG 3: “Ensure healthy lives and promote well-being for all at all ages”.

Despite its struggling economy, a result of the economic, commercial and financial embargo imposed by the United States of America, Cuba provides free, accessible, regionalized, comprehensive care to its entire population. This has led to impressive statistics, including life expectancy at birth of 78.4 years; an infant



mortality rate of 4.3 per 1,000 live births in children under one year of age and 5.7 in children under five years of age, with a survival rate of 99.4 per cent; and HIV prevalence in the population aged 15 to 49 at 0.27 per cent (Ojeda, 2016). In addition, Cuba is certified by the World Health Organization as the first country to eliminate maternal-to-child HIV transmission and congenital syphilis (“Towards an HIV- free generation”, p. 866).

Through its international health cooperation programmes, Cuba continually seeks to export and share its accrued expertise with the rest of the world, especially other developing countries, in the spirit of solidarity and South-South cooperation. From early initiatives in the 1960s, including its first disaster-response medical team sent to Chile following a major earthquake in 1960 and a 55-member team dispatched to Algeria in 1963, a range of modalities have been made available to partner countries that wish to tap into the wealth of knowledge and experience of Cuba in the sector as well as its human resources. Currently, there are over 50,000 Cuban collaborators offering medical services in more than 60 countries around the world (Ojeda, 2016).

Much of its international cooperation takes place through bilateral cooperation agreements with other developing countries in the global South, whereby the partner country requests technical cooperation from Cuba and covers the costs at negotiated rates (Cuba’s global health cooperation, 2015). This has helped to generate income for Cuba and facilitate further social services for the local population. In fact, it is estimated that the exportation of medical services is worth almost three times the amount generated annually through tourism and is one of the most important forms of income for the country (Kirk, 2015).



There are also many examples of triangular cooperation, whereby Cuba provides medical services to other developing countries, with partial or full funding from another source. One recent example is the agreement signed between Cuba and New Zealand to support medical teams posted to Pacific Islands (Cuba’s Representative Office Abroad, 2015).

Other flagship initiatives and special programmes that have made a significant impact on fellow ACP countries include the Henry Reeve Emergency Medical Contingent for rapid response in epidemics, natural disasters and other health emergencies. Since its creation in 2005, 24 brigades of more than 7,000 volunteer health professionals have provided critical assistance in 21 countries, most recently in West African countries – Guinea, Liberia and Sierra Leone – most severely hit by the Ebola outbreak



in 2014 (World Health Organization, 2017). The Henry Reeve Emergency Medical Contingent was awarded the prestigious Dr. LEE Jong-wook Memorial Prize for Public Health by the World Health Organization in 2017.

Cuba also offers full medical scholarships at the Latin American School of Medicine (ELAM), where international enrolment in 2016 stood at roughly 10,500 students from 136 countries (Ojeda, 2016). Since its founding in 2005, ELAM has graduated qualified doctors and medical professionals from close to 50 ACP countries. With proven and sustainable results in terms of improved capacity, enhanced health systems and literally millions of lives saved, the contributions of Cuban international health cooperation to communities around the world is a testament to the potential of South-South cooperation.

South Africa: Interventions in Peace and Security in the Democratic Republic of the Congo

South Africa is an upper-middle-income country with an annual GDP of USD 295 billion in 2016 and a population of nearly 56 million. It is a key development partner to many of its neighbours on the African continent.

The foreign policy of South Africa is based on two central tenets, as outlined in the Government white paper on the issue, namely, Pan-Africanism and South-South solidarity, undergirded by a “diplomacy of Ubuntu”, which draws on the African concept that “we affirm our humanity when we affirm the humanity of others” (South Africa, 2011, p. 4). These principles, along with a clearly stated commitment to South-South cooperation, provide a fertile basis for cooperation with other States both within Africa as a priority as well as the wider global sphere.

One key area to which South Africa has made a notable South-South contribution is peace and security. Its own historical experience with internal conflict, peacebuilding and nation-building provides a comparative advantage over other traditional development partners, making it a credible and legitimate mediator. Aside from a better understanding of the African context due to cultural, political and strategic interests similar to those of other African countries, South Africa has more effective hands-on experience as far as shared development challenges and similar institutional capacity (Lucey, 2015, p. 2).

The most significant engagement of South Africa in peacebuilding, including mediation and post-conflict reconstruction and development, (PCRD), is with the Democratic Republic of the Congo. According to the South African Institute of International Affairs, South Africa spent more than 8.5 billion rand (more than USD 1 billion) between 2001 and 2015 on South-South cooperation with the country, not counting financing mobilized through other sources including triangular cooperation, the private sector and trade arrangements.

The cooperation of South-Africa with the Democratic Republic of the Congo is demand-driven. There is no conditionality attached to this cooperation, which operates



under more than 35 bilateral MoUs between the two parties, monitored through biannual cooperation meetings (Besharati, 2016). Cooperation has taken the form of financial assistance, capacity-building, humanitarian and security-related support including the deployment of troops in peacekeeping operations, good governance initiatives

and capacity-building for elections, and administrative support such as helping to conduct an important civil service census. Energy is also a major sector being considered for further strategic engagement, specifically the Grand Inga hydroelectric power plants. There are plans to involve the private sector in additional cooperation in the future.







Chapter III

Looking Forward: ACP South-South Cooperation and Triangular Cooperation and Global Development Frameworks

Supporting the 2030 Agenda in the Global Arena

The examples and case studies elaborated in the previous pages attest to the potential advantages to be realized through South-South cooperation and triangular cooperation. At the same time, they recall that while these practices are being carried out among member countries of the ACP Group, much remains to be done in terms of formulating a cohesive and comprehensive strategy at the ACP Group level that enables the examination, refining and scaling up in ACP contexts.

The ACP Group represents 38 of the world's 47 LDCs (as at 2018), 37 SIDS and 15 LLDCs. The bulk of its membership (48 countries) is African countries, which also face particular challenges as a group. The ACP Group provides a platform for these countries to gather together, share experiences, negotiate together on the international stage, and very important also, speak as one magnified voice to support initiatives that address the concerns of the poorest and most vulnerable countries of the world.

A key example in which ACP Group solidarity has reaped significant results was during the negotiations on the Paris Agreement under the United Nations Framework Convention on Climate Change in 2015. During the lead-up to the twenty-first session of the Conference of the Parties (COP 21), the ACP Group had circulated an issues paper based on outcomes of various key meetings held in the different ACP regions, as well as discussions held at the ACP level, which brought together all 79 countries to share positions and outlooks in Brussels and Addis Ababa. The ACP Council of Ministers released a declaration on 25 November 2015, just before

COP 21 in Paris, pledging full support for a legally binding agreement on climate change, with enhanced mitigation ambition, additional support for adaptation actions in ACP countries, and scaled-up climate finance, while also calling for a global warming limit of well below 1.5°C above pre-industrial levels by the end of the twenty-first century.

In the last days of COP 21, without any breakthrough in negotiations, the ACP Group teamed up with the EU to make a joint press announcement calling for an "ambitious, durable and legally binding" deal, with a review every five years. The joint announcement, which represented an alliance of 107 developing and industrialized countries, sparked a renewed impetus in the talks and contributed to catalysing what became known as the "High Ambition Coalition": a movement that eventually led to the passage of the historic global agreement on climate change. Without being a formal negotiating entity in the global climate negotiations, the ACP Group was still able to capitalize on the unified voice of its large membership to move climate talks forward.

In this instance as well as in more structured and systematic participation of the ACP Group in negotiations on multilateral trade (via WTO) or development cooperation (with the EU), South-South cooperation is manifested in the way in which African, Caribbean and Pacific countries work together to influence global policies that constructively support their efforts to overcome poverty and inequality through sustainable development. Policies by the ACP Group governing organs reflect common regional and national views, discussed and agreed to by consensus, which are in turn reflected, where appropriate, in national and regional strategies.

ACP Strategic Approach to South-South and Triangular Cooperation

The ACP Group is in a process of reorientation and transformation to become a more effective global player, building on its significant experience in international development cooperation, trade and political dialogue, particularly through its partnership with the European Union. In this context, the Group not only aims to align its programmes to the 2030 Agenda and the SDGs but it also has taken concrete measures to enhance its approach to South-South cooperation and triangular cooperation, giving them more prominence and structure in its mid- and long-term strategies.

In the Strategic Management Plan 2017–2020 of the ACP Secretariat, advancing South-South cooperation and triangular cooperation is reflected in both Strategic Objective 1 and Strategic Objective 3.

ACP Strategic Objective 1: Enhancing Intra-ACP Cooperation

The desired outcome of this ACP objective is enhanced cooperation among the 79 ACP Member States in order to strengthen the effectiveness of the ACP Group as a global player. In pursuit of this outcome, the ACP Secretariat aims to strengthen political engagement with members and reinforce its working relations with regional integration organizations (RIOs) and regional economic communities (RECs) while also strengthening the activities of the ACP Forum on Small Island Developing States. This not only fosters greater understanding among ACP member States regarding one another's interests and concerns but also champions the interests of the ACP Group as a whole and as a

collective of LDCs, LLDCs, SIDS and some middle-income countries.

The relationship of the ACP countries as a Group with the RIOs and RECs within its regions will thus be increasingly nurtured and intensified in the coming years, with the aim of strengthening regional integration as well as facilitating better coordination of development efforts. Regional integration has a recognized role in supporting ACP countries to overcome shared economic, development and security challenges. South-South cooperation and triangular cooperation are natural components in such a context, given the need for cooperation between countries of a region in terms of sharing intelligence and information, pooling resources and aligning strategies for greater impact.

To enhance impact and meet the SDGs in a timely fashion, synergies must be sought among national, regional and intra-ACP programming strategies for initiatives financed by the EDF while respecting the principles of subsidiarity and complementarity. To support this, the ACP Inter-Regional Organizations Coordination Committee (IROCC) was set up in 2011 with the aim of promoting regional integration, coordinating regional and intra-ACP agendas for EDF resources, and fostering synergies between the work of the ACP Group and regional frameworks.

The ACP Council of Ministers took a decision in June 2015 to establish the ACP Forum for Small Island Developing States (SIDS Forum), recognizing their unique vulnerabilities, which make them a special case with regard to sustainable development. With members from across Africa, the Caribbean and the Pacific, the ACP SIDS Forum is tasked with the specific responsibility of sensitizing stakeholders to the challenges of SIDS and contributing towards the implementation of the SIDS Accelerated

Modalities of Action (SAMOA) Pathway. This approach will foster South-South cooperation and triangular cooperation among ACP countries through sharing experiences and knowledge and joint implementation of projects aimed at addressing common challenges among countries, regions and continents.

ACP Strategic Objective 3: Advancing South-South and Triangular Cooperation

In addition to general solidarity, cooperation and alignment among regions in terms of development strategies, the ACP Secretariat is also pursuing more specific proposals that provide constructive South-South and triangular cooperation solutions for its Member States. ACP countries, like many of their fellow countries of the global South, offer a myriad of development solutions – knowledge, experiences and good practices, innovative policies, technology, know-how and resources – that have proven to be cost-effective, with huge potential to be scaled up for the benefit of others. ACP countries stand to benefit significantly from sharing lessons

of success and exchanging relevant technical expertise through South-South cooperation and triangular cooperation.

To achieve this end, the ACP Group must consolidate its position as a facilitator and hub for these modalities. It can act as a conduit through which lessons learned, best practices and expertise are shared among its member States. The goal of the hub is to enable all actors to have access to valid, relevant and systematized information and to ensure adaptive replication. To contribute to cultivating more of this useful data, the ACP Secretariat will focus on generating knowledge products and providing dynamic platforms for exchange and debate, such as the ongoing symposium series in ACP countries.

South-South and triangular cooperation will also be mainstreamed throughout ACP programmes and projects, which cut across a number of SDGs, as outlined in the following table. This means that these modalities will be included as a critical element in the design of new programmes and the implementation of existing projects. As noted in the case studies presented in the previous chapter, a number of South-South cooperation and triangular cooperation success stories have been recorded, from which models can be drawn.

Mainstreaming South-South cooperation and triangular cooperation in the Intra-ACP Programming Strategy 2014-2020a

Thematic Area	Relevant Sustainable Development Goal (SDG)
Human and social development	SDG 3: Good health and well-being SDG 4: Quality education SDG 8: Decent work and economic growth SDG 11: Sustainable Cities
Climate change, building resilience, and the environment	SDG 13: Climate action SDG 14: Life below water SDG 15: Life on land
Private-sector development and investment	SDG 1: No poverty SDG 8: Decent work and economic growth SDG 9: Industry, innovation and infrastructure
Institutional support to the ACP Secretariat	SDG 1: No poverty SDG 2: Zero hunger SDG 8: Decent work and economic growth



Finally, key partnerships will be formalized and deepened between the ACP Secretariat and multilateral and bilateral institutions on South-South cooperation and triangular cooperation. This includes building on the agreement with UNOSSC signed in 2016. In this regard, the ACP Group aims to establish a physical presence at United Nations Headquarters in New York to promote and coordinate the activities of the ACP Group.

Lessons Learned and Challenges

Lessons Learned

Having dealt with Intra-ACP programmes and other bilateral arrangements in ACP countries, an array of lessons can be drawn from experiences and best practices shared through South-South and triangular cooperation for development including:

1. A myriad of experiences of South-South and triangular cooperation at the national and regional levels confirm the role that

ACP countries play as important agents of South-South cooperation notwithstanding the fact that most actions are not registered as such.

2. It is important to secure adequate mechanisms for systematic data collection on actions taken under South-South and triangular cooperation.
3. Enhanced visibility of South-South and triangular cooperation in the programmes implemented represents an important contribution to information dissemination and knowledge-sharing.
4. Predictable financing is crucial to ensure the implementation of the programmes as well as improved capacity of the ACP Group so that it can better serve as a facilitator of South-South and triangular cooperation.
5. Enhanced ACP Group capacity to mobilize resources is fundamental to complement the core funds needed to operationalize South-South and triangular cooperation.

Challenges

Cognizant of the fact that there is no “one-size-fits-all” approach to development as a whole and to South-South and triangular cooperation in particular, the ACP Group identified some of the shared challenges as follows:

1. Access to information and the consequent data collection and analysis. Their absence hinders the necessary assessment of the results and their impact on the development aspirations of the developing countries.
2. Dissemination and scaling up of knowledge, skills and experience. These call for a strengthened dedicated mechanism in ACP regions to ensure the mutual learning process and visibility of South-South and triangular cooperation.
3. More institutionalized approaches to South-South cooperation and triangular cooperation. Besides integrating these modalities of cooperation into ACP policy instruments, a coordinated undertaking will be needed to ensure that member States will consider incorporating these modalities in their development strategies.
- 4.
5. Access to and dissemination of information from the field to other partners. The ACP Information Centre for South-South and Triangular Cooperation in Malabo is expected to play an important role in this activity.
6. Coordination, planning, monitoring and evaluation. There is a need to undertake these steps with partners at a very early stage.



