

# EU POLICY ON SOUTH-SOUTH COOPERATION

Briefing Paper

Mirjam van Reisen<sup>1</sup>

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<sup>1</sup> Mirjam van Reisen is Professor International Social Responsibility at Tilburg University (Department of Culture Studies), Endowed Chair Marga Klompé. She is also the director of Europe External Policy Advisors. The material for this briefing paper was researched by Ludovic Mollier and the paper was edited by Susan Sellars-Shrestha. Comments were gratefully received by Mathias Pofagi.

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## INTRODUCTION

The purpose of this paper is to provide an overview of EU policies on South–South cooperation.

In the 21st Century, national and international schemes of development and international cooperation are changing rapidly. A new environment is emerging in development cooperation; economic growth in southern countries is bringing new actors to engage in development cooperation, favouring models such as South-South Cooperation (SSC). South-South Cooperation is a form of development assistance between developing countries. It is able to tackle global development issues such as poverty, hunger and global warming by breaking away from North-South development stereotypes. South-South Cooperation ensures greater empathy between southern countries and a better understanding of realistic strategies for problem resolution.

The closeness of southern countries to the identification of main problems can increase the cost effectiveness of technical cooperation; promote the transfer of appropriate technology; and enhance ownership, leadership and capacity building among southern countries. Because of these advantages, South-South Cooperation has been promoted through triangular development programmes in which projects are initiated and implemented by two or more developing countries with financial support from a developed country or multilateral northern donor. Given the advantages of South-South Cooperation, it is pertinent to look at its place in European Union (EU) policy.

This paper provides an overview of the promotion of South-South Cooperation as a model of development cooperation by the EU. It analyses where South-South Cooperation lies in the: (1) EU legal framework, (2) EU policies, (3) acts of European institutions, (4) European Commission's administrative structure, and (5) policies and approaches of Member States. European policy papers and some legal document relevant to South-South Cooperation, but that do not explicitly point to it as a clear operational policy, are also considered.

In the annexes, South-South Cooperation is analysed through the lense of the aid effectiveness agenda, an agenda in which the EU and the Organisation for Economic Co-operation and Development (OECD) have made several commitments toward the promotion of South-South Cooperation.

## SOUTH-SOUTH COOPERATION AND THE LEGAL FRAMEWORK OF THE EU

The Treaty of Lisbon establishes the overall legal framework of the EU. The *acquis communautaire* relates to the legal provisions that are included in the legal framework of the EU. These cannot be revoked.

### LISBON TREATY

The Treaty of Lisbon was signed by the heads of state and governments of the 27 EU Member States on December 2007; it was ratified in all 27 EU Member States and entered into force on 1 December 2009.<sup>2</sup> This Treaty does not mention South-South Cooperation as a model for development cooperation for the EU. However, the legal structure and objectives set up by the Lisbon Treaty does not prevent such a model from taking root within the EU framework for development cooperation. In other words, through its specific objectives, the Lisbon Treaty opens a window of opportunity for new development schemes, such as South-South Cooperation, to be adopted.

The Lisbon Treaty contains key changes designed to enhance the consistency and coherence of the EU's external actions. This legally binding document is structured in two parts: (1) the Treaty of the European Union, which sets out the main structure and principles of the EU, and (2) the Treaty of the Functioning of the European Union, which presents the specific objectives of the EU's various policies.

Within the first part, under Title V, Chapter 1, **Article 21** highlights the EU's objective as to "develop relations and build partnerships with third countries and international, regional or global organisations". According to Article 21, the EU shall work for a high

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<sup>2</sup> Treaty of Lisbon amending the Treaty on European Union and the Treaty establishing the European Community (2007/C 306/01), available at: [http://europa.eu/lisbon\\_treaty/full\\_text/index\\_en.htm](http://europa.eu/lisbon_treaty/full_text/index_en.htm)

degree of cooperation with third countries in order to “foster the sustainable economic, social and environmental development of developing countries, with the primary aim of eradicating poverty”.

Specific development cooperation principles and rules are presented in Part Five, Title III, Chapter 1 of the Treaty of the Functioning of the European Union. Within this Chapter, **Article 208** states that the Union “shall have as its primary objective the reduction and, in the long term, the eradication of poverty”. Its potential to foster greater empathy between southern countries and a better understanding of problems and realistic strategies for the resolution of poverty means that South-South Cooperation has clear added value in the achievement of Article 208.

In **Article 209**, the EU states that the:

*European Parliament and the Council, acting in accordance with the ordinary legislative procedure, shall adopt the measures necessary for the implementation of development cooperation policy, which may relate to multiannual cooperation programmes with developing countries or programmes with a thematic approach.*

So, while South-South Cooperation is not explicitly mentioned by the Lisbon Treaty, it can without doubt be recognised as a useful model for achieving development cooperation goals.

#### LEGAL BASIS FOR THE EU’S EXTERNAL ASSISTANCE INSTRUMENTS

The EU's external policies, together with EU development cooperation, are directed by a multitude of Council and European Parliament’s regulations and decisions. These EU regulations provide the legal basis for EU programmes for external development assistance. In 2006, the legal framework for EU external assistance was considerably restructured. Three of the relevant legal bases under the current legal framework of EU external assistance (2007–2013) are considered here: (1) the Regulation establishing the Development Cooperation Instrument, (2) the Regulation establishing the European Neighbourhood and Partnership Instrument (ENPI), and (3) the Cotonou Agreement establishing the European Development Fund.

On 18 December 2006, the European Parliament and the European Council established a financial instrument for development cooperation regulation, the Development Cooperation Instrument (DCI).<sup>3</sup> The financial framework for the execution of this Regulation will take place over the period 2007 to 2013.

According to **Article 12** of the Development Cooperation Instrument, the thematic programme 'Investing in people' shall include the promotion of gender equality and women's rights by:

*...strengthening institutional and operational capacities of key stakeholders, civil society organisations, women's organisations and networks, in their endeavours to promote gender equality and economic and social empowerment, including North-South and South-South networking and advocacy.*

According to **Article 15** of the Development Cooperation Instrument, the thematic programme 'Food security' shall include:

*...contributing to the provision of international public goods, in particular pro-poor demand driven research and technological innovation, as well as capacity development, scientific and technical South-South and South-North cooperation and twinning.*

Moreover, according to **Article 15**, the EU shall work on:

*...developing innovative food security policies, strategies, approaches, and strengthening the potential for their replication and South-South dissemination. Areas for intervention may include agriculture, including land reform and land policy, sustainable management of and access to natural resources, food security in relation to rural and local development, including infrastructure, nutrition, demography and labour, migration, health and education.*

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<sup>3</sup> Regulation (EC) No 1905/2006 of the European Parliament and of the Council of 18 December 2006 establishing a financing instrument for development cooperation, available at: <http://eurex.europa.eu/lex/LexUriServ/LexUriServ.do?uri=OJ:L:2006:378:0041:0071:EN:PDF>

Since 1 January 2007, The European Neighbourhood and Partnership Instrument (ENPI) has been the financial instrument for the European Neighbourhood Policy (ENP). This instrument has been developed to enhance cooperation and progressive economic integration between the European Union and its neighbouring partner countries. In particular, this is an instrument for assistance to those countries that will not accede to the European Union in the near future. It also encourages efforts by partner countries to promote good governance and equitable social and economic development. The general provisions of the European Neighbourhood and Partnership Instrument were established by the Regulation of the European Parliament and Council of 24 October 2006.<sup>4</sup>

The Regulation establishing the European Neighbourhood and Partnership Instrument provides a non-exhaustive list of goals and 29 different measures that the instrument may be used to fund. In **Article 2**, the EU sets out the relevant goals for South-South Cooperation, such as:

- *the promotion of sustainable development in all aspects;*
- *the promotion of environmental protection, nature conservation and sustainable management of natural resources including fresh water and marine resources;*
- *the support of policies aimed at poverty reduction, to help achieve the UN Millennium Development Goals;*
- *the promotion of the development of a market economy, including measures to support the private sector and the development of small and medium-sized enterprises, to encourage investment and to promote global trade.*

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<sup>4</sup> Regulation (EC) No 1638/2006 of the European Parliament and of the Council of 24 October 2006, laying down general provisions establishing a European Neighbourhood and Partnership Instrument, available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2006:310:0001:0014:EN:PDF>

South-South Cooperation is not mentioned within the European Neighbourhood and Partnership Instrument's legal basis; however, this instrument was enriched with regional and multilateral cooperation initiatives that provide support to South-South Cooperation programmes within a delimited region of the globe.

In this regards, Title II, **Article 6** on programming and allocation of funds states that:

*...the Community assistance under this Regulation shall be implemented through country or multi-country programmes which deal with assistance to one partner country or address regional and sub-regional cooperation between two or more partner countries, in which Member States may participate.*

Moreover:

*Multi-country programmes may include trans-regional cooperation measures. For the purposes of this Regulation, trans-regional cooperation shall mean cooperation between Member States and partner countries, addressing common challenges, intended for their common benefit, and taking place anywhere in the territory of the Member States and of partner countries.*

Within this framework, the Euro-Mediterranean Partnership<sup>5</sup>, formerly known as the Barcelona Process, aims to promote South-South Cooperation between Mediterranean countries in order to ensure peace and stability in this region. However, geographical eligibility for such programmes only covers limited European neighbourhood countries.

#### THE COTONOU AGREEMENT (2000–2020)

The Cotonou Partnership Agreement is an aid and trade agreement concluded between 79 African, Caribbean and Pacific (ACP) countries and the European Community signed in Cotonou (Benin). This Agreement establishes guidelines and principles that are in common with the South-South Cooperation<sup>5</sup> approach.

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<sup>5</sup> The European Neighbourhood and Partnership Instrument (ENPI), Regional Strategy Paper (2007–2013) and Regional Indicative Programme (2007–2010) for the Euro-Mediterranean Partnership, available at: [http://ec.europa.eu/world/enp/pdf/country/enpi\\_euromed\\_rsp\\_en.pdf](http://ec.europa.eu/world/enp/pdf/country/enpi_euromed_rsp_en.pdf)

According to **Article 1**, its principle objective is “reducing and eventually eradicating poverty consistent with the objectives of sustainable development and the gradual integration of the ACP countries into the world economy”.

Following its second revision<sup>6</sup>, applicable from November 2010, climate change has been highlighted as a serious global development challenge that considerably threatens the achievement of the Millennium Development Goals (MDGs) (Article 32bis).

The second revision of the Cotonou Agreement appears to be moving toward South-South Cooperation on a number of grounds, such as equality of partners, ownership of development strategies and participation.

According to **Article 2**, ACP-EU cooperation is based on the following fundamental principles:

- “ownership of the development strategies by the countries and populations concerned. EU development partners should align their programmes with these strategies”;
- “equality of partners”;
- “participation: apart from central government as the main partner, the partnership shall be open to ACP parliaments and local authorities in ACP States and different kinds of other actors [...]”.

**Article 20** states that ACP-EU cooperation shall aim at:

*...achieving rapid and sustained job-creating economic growth, developing the private sector, increasing employment, improving access to productive economic activities and resources.*

**Article 21**, entitled ‘Investment and private sector development’, states that:

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<sup>6</sup> Second revision of the Cotonou Agreement – agreed consolidated text, 11 March 2011, available at: [http://ec.europa.eu/development/icenter/repository/second\\_revision\\_cotonou\\_agreement\\_20100311.pdf](http://ec.europa.eu/development/icenter/repository/second_revision_cotonou_agreement_20100311.pdf)

*Cooperation shall support the necessary economic and institutional reforms and policies at national and/or regional level, aiming at creating a favourable environment for investments and the development of a dynamic, viable and competitive private sector.*

**Article 29** tends to promote South-South Cooperation by:

*...supporting inter-regional and intra-ACP cooperation such as involving: one or several ACP region organisations, including continental level; (b) OCTs [Overseas Countries and Territories]; (c) non-ACP developing countries.*

## EU DEVELOPMENT POLICY STATEMENTS AND SOUTH-SOUTH COOPERATION

Support for South-South Cooperation in general EU development policy can be found within development policy statements. These statements are not legally binding, but carry strong political weight in the EU sphere.

### EUROPEAN CONSENSUS

The European Consensus on development cooperation, signed on December 2005 by the European Community, the European Parliament and the European Council, represents the first attempt to lay out a framework of common principles to guide the EU's activities in the field of development cooperation. The Consensus is the first document to consecrate the MDGs at the EU level in all key sectors – environmental sustainability, basic education, basic health, gender equality and HIV&AIDS – as overriding objectives of EU development cooperation. Its primary objective is the reduction of global poverty in the context of sustainable development.

The Consensus stresses that development assistance can be:

*...provided through different modalities that can be complementary (project aid, sector programme support, sector and general budget support, humanitarian aid and assistance in crisis prevention, support to and via the civil society,*

*approximation of norms, standards and legislation, etc.), according to what will work best in each country.*

South-South Cooperation or the triangular development approach is consistent with these modalities.

The Consensus emphasises several principles and objectives that are also promoted by South-South Cooperation. One of the first principles enshrined by the three European institutions in the European Consensus is the principle of ownership. Developing countries, through national strategies developed in collaboration with non-government bodies, and through domestic resource mobilisation, are responsible for their own development. EU aid should be aligned with these national strategies and procedures:

*The EU is committed to the principle of ownership of development strategies and programmes by partner countries. Developing countries have the primary responsibility for creating an enabling domestic environment for mobilising their own resources, including conducting coherent and effective policies. These principles will allow an adapted assistance, responding to the specific needs of the beneficiary country.*

The Consensus commits the EU to “enhance its support for building capacity of non-state actors in order to strengthen their voice in the development process and to advance political, social and economic dialogue”.

Furthermore, from water and energy management to trade and regional integration, the Consensus stresses the need to support and promote capacity building in development cooperation. The exchange and training of capacities and development of self-capacity building are key interventions of South-South Cooperation. In this sense, South-South Cooperation helps to sustain achievements in the sector, as well as allowing sectors in other locations to benefit from the increased expertise. South-South Cooperation is a durable and long-term sustainable investment in development.

## APRIL PACKAGE 2010

On 23 April 2010, the European Commission launched its 'April package' with its twelve-point EU Action Plan in support of the Millennium Development Goals. After being discussed by the Council, the Package was adopted by the European Heads of States at the European Council as the common EU position towards the September United Nations MDG Summit. The April Package consists of a number of papers covering six areas: the MDGs, financing for development, aid effectiveness, aid for trade, tax governance and policy coherence for development. Political commitments on these issues have been made by the EU in order to achieve MDG targets. The need to enhance ownership and ensure leadership by developing countries are key elements.

## GREEN PAPER ON INCLUSIVE GROWTH

On 10 November 2010, the European Commission launched the Green Paper on 'EU development policy in support of inclusive growth and sustainable development – Increasing the impact of EU'.<sup>7</sup> According to Paragraph 2.1, 'High impact development policy', the European Commission recognised the importance of South-South Cooperation as an emerging form of development cooperation at the international level.

## STRUCTURED DIALOGUE

'Structured Dialogue for an effective partnership in development' was launched by the European Commission in March 2010.<sup>8</sup> This initiative will last until May 2011 with a final conference co-organised with the Hungarian Presidency of the EU. Within this framework, the European Commission is opening a window of opportunity for dialogue to strengthen their partnership between civil society organisations and local authorities worldwide.

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<sup>7</sup> Green Paper on 'EU development policy in support of inclusive growth and sustainable development – Increasing the impact of EU development policy', available at: [http://ec.europa.eu/development/icenter/repository/GREEN\\_PAPER\\_COM\\_2010\\_629\\_POLITIQUE\\_DEVELOPEMENT\\_EN.pdf](http://ec.europa.eu/development/icenter/repository/GREEN_PAPER_COM_2010_629_POLITIQUE_DEVELOPEMENT_EN.pdf)

<sup>8</sup> A wrapping up document presenting the current status of the Structured Dialogue for an effective partnership in development is available at: [https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/b/bf/FINAL\\_Wrapping-up-doc.pdf](https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/b/bf/FINAL_Wrapping-up-doc.pdf)

The Structured Dialogue is not entirely a European decision-making process; however, the European Commission has committed itself to use all the relevant feedbacks produced by the dialogue to shape future EU policies in its relation to the Council and the European Parliament. Outcomes from the Structured Dialogue should have an important impact on the future of the post-2013 Multiannual Financial Framework (MFF) of the EU. The Multiannual Financial Framework will set up the EU Budget and the European development instruments to implement it for at least five years.

South-South cooperation characteristics are referred to in different comments put forward by the Structured Dialogue. Multi-stakeholder approaches with recognised civil society organisations and local authorities – used as key drivers for positive changes – have been put forward within this dialogue process to achieve successful sustainable development. Ownership has also been highlighted as a fundamental principle for development success. However, this principle needs to be moved forward towards the notion “of development effectiveness” with a better integration of local authorities, civil society organisations and citizens.

Following Working Group 1 and 2, which promoted and shaped the Structured Dialogue for an effective partnership in development by addressing policy-oriented issues, key messages and preliminary recommendations in favour of South-South Cooperation have been emphasised. It was concluded that: ‘Support networking and coalition building among civil society organisations (including global campaigns South-South and North-South partnerships)<sup>9</sup> should be part of the operational debates for the 3rd Working Group on EU aid modalities.

The 3rd Working Group session on aid delivery mechanisms took place in Brussels on 26 and 27 January 2011. At the meeting a number of approaches were presented in technical fiches as part of preparation of a toolbox for European Commission aid in the future. The technical fiche on ‘Regranting’<sup>10</sup> includes the need to cover and promote networking and coalition building among civil society organisations (including global campaigns South-South and North-South partnerships) by a financing mechanism that

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<sup>9</sup> *Ibid.*, Table p. 32

<sup>10</sup> ‘Technical Sheet – Aid Modalities, Regranting’, available at: [https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/9/90/TF2\\_-\\_Regranting.pdf](https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/9/90/TF2_-_Regranting.pdf)

can “support CSOs [civil society organisations], whereby the donor provides funding to a generally well established or umbrella organisation”.

In the technical fiche on ‘Core Funding/Operational Grants’<sup>11</sup>, the European Commission proposed to open grants core funding to (i) non EU-entities “involved in education, training, information, innovation or research and study on European policies, any activities contributing to the promotion of citizenship or human rights”, and (ii) “legal entities representing non-profit bodies”. Core funding or operational grants are financial support to cover basic administrative and other costs of an organisation (material equipment, salaries and facilities).

The technical fiche on ‘Follow-up (performance-based) Grants’<sup>12</sup> takes into consideration the need to set up a particular mechanism for follow-up funding for projects by civil society organisations that have shown high performance results. Within such a mechanism, the need to promote South-South Cooperation has been put forward.

The technical fiche on ‘Direct Award of Grants’<sup>13</sup> emphasises the need to promote South-South Cooperation by the direct awarding of grants, without using the call-for-proposal mechanism. Direct grants are limited to civil society organisations working in particular situations. At the moment, the European Commission is not willing to change the direct award grants mechanism in any substantial way.

In the last technical fiche ‘City to City Partnerships (Twinning)’, city to city partnerships are defined in terms of geographic orientation. This orientation places emphasis on the positive assets of South-South Cooperation by stating that “communities from Southern areas are dealing with the same types of problems, and therefore can learn from solutions developed by one another”.

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<sup>11</sup> ‘Technical Sheet – Aid Modalities, Core Funding and Operational Grants, available at: [https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/5/5b/Microsoft\\_Word\\_-\\_TF1\\_-\\_Core\\_funding.pdf](https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/5/5b/Microsoft_Word_-_TF1_-_Core_funding.pdf)

<sup>12</sup> ‘Technical Sheet – Aid Modalities, Follow-up (performance-based) Grants, available at: [https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/e/ee/Microsoft\\_Word\\_-\\_TF5\\_-\\_Follow-up\\_grants.pdf](https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/e/ee/Microsoft_Word_-_TF5_-_Follow-up_grants.pdf)

<sup>13</sup> ‘Technical Sheet – Aid Modalities, Direct Award of Grants, available at: [https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/3/38/Microsoft\\_Word\\_-\\_TF9\\_-\\_Direct\\_award\\_of\\_grants.pdf](https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/3/38/Microsoft_Word_-_TF9_-_Direct_award_of_grants.pdf)

## ACTS OF EUROPEAN INSTITUTIONS ON SOUTH-SOUTH COOPERATION

European institutions adopt conclusions and resolutions that are not legally binding, but which can carry strong political weight. They set standards that form the basis of European secondary legislation known as 'soft law'.

South-South Cooperation has been put forward in various Council conclusions and Parliamentary resolutions. These instruments are politically binding on the Council and European Parliament and are also indicative for the Commission.

### COUNCIL CONCLUSIONS

On 17 November 2009, the Council of the European Union endorsed 'Conclusions on an Operational Framework on Aid Effectiveness'<sup>14</sup> in which the EU explicitly requests Member States to explore options for South-South and triangular cooperation. According to these conclusions:

*The Council will also consider, as appropriate, other themes which would have an added value in view of Seoul 2011, such as South-South cooperation and triangular cooperation between the EU, developing countries and emerging donors; as well as adequate response modalities including, inter alia, Budget Support Operations, along with other priorities from the aid effectiveness agenda, while respecting the principle of ownership.*<sup>15</sup>

Furthermore, the EU Member States and the Commission will:

*Explore possibilities for triangular cooperation arrangements and institutional twinning, whereby local and regional TC [triangular cooperation] providers are included. Where needed and possible, strengthen individual and institutional*

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<sup>14</sup> Council of the European Union (2009) *Council Conclusions on an Operational Framework on Aid Effectiveness 2974th External Relations Council Meeting Brussels, 17 November 2009*. Available at: [http://ec.europa.eu/europeaid/how/ensure-aid-effectiveness/documents/2009-operational-framework\\_en.pdf](http://ec.europa.eu/europeaid/how/ensure-aid-effectiveness/documents/2009-operational-framework_en.pdf) (accessed 21 December 2010)

<sup>15</sup> *Ibid.*, Paragraph 37

*capacities in delivering South-South cooperation, including through triangular cooperation.*

On 22 March 2010, just before the Bogotá High Level Event (HLE) on South-South Cooperation and Capacity Development, hosted by the Government of Colombia, the Council of the European Union made some significant steps toward South-South Cooperation and triangular cooperation. The Council endorsed a series of conclusions on 'EU contribution to the HLE on South-South Cooperation and Capacity Development'<sup>16</sup>, which ask the EU to put forward an exchange of perspectives on South-South Cooperation and the EU's role in this form of development cooperation.

*The EU, in line with its commitment to the Paris Declaration and the Accra Agenda for Action, recognises the need to have a clearer conceptual framework for these forms of cooperation and for a better understanding of them. The EU will continue to encourage and support all development actors to use the aid effectiveness principles as a point of departure in their development cooperation.*

*The EU stresses the importance to continue reflecting on cooperation between developing countries and/or emerging economies and on possible initiatives in support of this cooperation.<sup>17</sup>*

## EUROPEAN PARLIAMENT RESOLUTIONS

The lack of promotion of South-South Cooperation at the EU level, notably by the European Commission, has not resulted in concrete action from the European Parliament. Instead of a solid stand, the promotion of South-South Cooperation by this institution appears to be scattered within a few legal positions.

In order to promote European development cooperation policies, the European Parliament Resolution on 'mainstreaming sustainability in development cooperation policies'<sup>18</sup> adopted in February 2007 highlights in Paragraph 51 the need to:

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<sup>16</sup> Council of the European Union (2010) *Council Conclusions on EU Contribution to the High-Level Event on South-South Cooperation and Capacity Development (Bogotá, 23-25 March 2010)*. Available at: <http://register.consilium.europa.eu/pdf/en/10/st07/st07801.en10.pdf> (accessed 21 December 2010)

<sup>17</sup> *Ibid.*, Paragraph 4

*...emphasise the importance of enhancing the social dialogue with local businesses in developing countries in order to foster cooperation and common responsibilities with a view to achieving sustainable consumption and production and supporting South-South and North-South learning in this regard.*

Additionally, the European Parliament in its Resolution of March 2007 on 'local authorities and development cooperation'<sup>19</sup> stresses:

*...the importance of North-South and South-South partnerships between local authorities and their representative associations in contributing to the strengthening of good governance and the achievement of the MDGs.*

## **EUROPEAN COMMISSION'S ADMINISTRATIVE STRUCTURE AND SOUTH-SOUTH COOPERATION**

There is no proper administrative structure yet established within the European Commission dealing with South-South Cooperation. Instead, this task has been dedicated to Unit A3, 'Relations with international organisations and non EU States', lying within the Directorate General on Development and Relations with African, Caribbean and Pacific States. Since 1 January 2010, an International Relations Officer, Olivier Schott, has been in charge of finding the appropriate European Commission position toward South-South Cooperation and triangular cooperation in development cooperation.

## **INDIVIDUAL MEMBER STATES AND SOUTH-SOUTH COOPERATION**

A number of European Member States have already invested conceptual and operational efforts in South-South Cooperation and triangular development.

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<sup>18</sup> European Parliament Resolution on Mainstreaming Sustainability in Development Cooperation Policies (2006/2246(INI)), available at: <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//NONGML+TA+P6-TA-2007-0014+0+DOC+PDF+V0//EN>

<sup>19</sup> European Parliament Resolution of 15 March 2007 on Local authorities and development cooperation (2006/2235(INI)), available at: <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//NONGML+REPORT+A6-2007-0039+0+DOC+PDF+V0//EN>

According to the OECD Working Party on Aid Effectiveness (WP-EFF) and the United Nations Economic and Social Council (ECOSOC), Germany and Spain (and Ireland and France at a lower level) are the main Member States to have used triangular development as a form of development cooperation.

According to a draft concept note produced by the Spanish European Presidency in February 2010<sup>20</sup>:

*Germany's commitments with triangular cooperation are embedded in the cooperation policy with the so-called 15 anchor countries, mostly emerging countries which are seen as critical partners in the global and regional governance.*

For example: Mexico, Germany and Guatemala agreed to conduct a triangular development cooperation programme together on solid waste management. The organisations involved in this programme were the Ministry of Foreign Affairs (SRE), Mexico Ministry of Environment and Natural Resources (SEMARNAT), Mexico Ministry of Environment and Natural Resources (MARN), Guatemala German Federal Ministry for Economic Cooperation and Development (BMZ) and German Technical Cooperation (GTZ).

Germany also set up triangular development cooperation with Mozambique and Brazil in order to improve Mozambican quality infrastructure through institutional and technical development.

Spain has developed some activities in South-South Cooperation with Chile and Paraguay to strengthen the public sector in southern countries. Spain has incorporated the modalities of triangular development cooperation into its Master Plan 2009–2012 and explores this partnership framework largely with Middle Income Countries.

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<sup>20</sup> Workshop report and concept note 'Triangular cooperation in the context of aid effectiveness – Experiences and views of EU donors', Final draft, 17 March 2010. Available at: [http://www.dev-practitioners.eu/fileadmin/Redaktion/GroupsFolders/Division\\_of\\_Labour/triangular\\_cooperation/EU\\_triangular\\_cooperation\\_workshop\\_report\\_and\\_concept\\_note\\_170310.pdf](http://www.dev-practitioners.eu/fileadmin/Redaktion/GroupsFolders/Division_of_Labour/triangular_cooperation/EU_triangular_cooperation_workshop_report_and_concept_note_170310.pdf)

Ireland and Northern Ireland carried out a project within the framework of triangular cooperation with Timor-Leste, Liberia, on the implementation of United Nations Security Council Resolution 1325 on Women Peace and Security.

Sweden has been involved in a small way in triangular arrangements by providing funds to South Africa to provide police training and capacity building in Rwanda.

An interesting case is the financial support to Tunisia from multilateral institutions, such as the EU and bilateral governments such as France and Germany, to carry out development projects within the framework of triangular cooperation. Within this framework, France has funded the training of Nigerian doctors by Tunisian physicians.

A key problem in assessing South-South Cooperation and triangular cooperation in the EU context is the lack of available data and limited exchange among Member States.

## CONCLUSIONS

There is increasing recognition that South – South cooperation is an interesting methodology for international cooperation that provides greater ownership to development processes, is closer to understanding poverty and is cheaper in developing and exchanging experts in the South. It also creates greater understanding and extends links between different parts of the developing world.

This paper presents an inventory of current policies of the EU and Member States on South–South cooperation. It is clear that there is scope for extension of policies as well as making them more coherent.

## ANNEXES

The international consensus around aid effectiveness has promoted a serious reorientation towards increased ownership over development by developing countries. In this framework, South-South Cooperation has an important place. The EU and other international donors, through the Accra Agenda for Action (AAA), have

committed themselves to promote South-South Cooperation. The Accra Agenda for Action leads up to the establishment of the Task Team on South-South Cooperation (TT-SSC) within the OECD.

#### ACCRA AGENDA FOR ACTION

On 4 September 2008, Ministers of developing and donor countries responsible for promoting development and heads of multilateral and bilateral development institutions endorsed the Accra Agenda for Action<sup>21</sup> in Ghana to accelerate and deepen the implementation of the Paris Declaration on Aid Effectiveness (2 March 2005). Embedded in the Accra Agenda for Action, the European Commission is considering triangular models with the greatest interest, especially with a view to the benefits of embedding them into the overall aid effectiveness agenda.

Consequentially, the European Union has recognised the importance and particularities of South-South Cooperation and encourages the further development of triangular cooperation.

According to **Article 14** of the Accra Agenda for Action, the EU and developing countries should “promote the provision of technical co-operation by local and regional resources, including through South-South Co-operation”.

According to **Article 19** of the Accra Agenda for Action:

*[T]he contributions of all development actors are more effective when developing countries are in a position to manage and co-ordinate them. We welcome the role of new contributors and will improve the way all development actors work together by taking the following actions:*

*a) We encourage all development actors, including those engaged in South-South co-operation, to use the Paris Declaration principles as a point of reference in providing development co-operation.*

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<sup>21</sup> Accra Agenda for Action, available at <http://www.oecd.org/dataoecd/58/16/41202012.pdf>

*b) We acknowledge the contributions made by all development actors, and in particular the role of middle-income countries as both providers and recipients of aid. We recognise the importance and particularities of South-South cooperation and acknowledge that we can learn from the experience of developing countries. We encourage further development of triangular co-operation.*

*(c, d, ...)*

*e) South-South co-operation on development aims to observe the principle of non-interference in internal affairs, equality among developing partners and respect for their independence, national sovereignty, cultural diversity and identity and local content. It plays an important role in international development co-operation and is a valuable complement to North-South co-operation.*

#### OECD: ACTION ON SOUTH-SOUTH COOPERATION

Following the Accra Agenda for Action, a sub-group of the Working Party on Aid Effectiveness (WP-EFF) within the OECD, called the Task Team on South-South Cooperation (TT-SSC), has been created in order to boost South-South Cooperation in the context of aid effectiveness.

This Southern-led platform brings together approximately 70 representatives from partner countries, especially Middle Income Countries, donors, civil society, academia, and regional and multilateral agencies for the common objective of mapping, documenting, analysing and discussing evidence on the synergies between the principles of aid effectiveness and the practice of South-South Cooperation. So far, the TT-SSC has mapped “110 case stories involving practitioner and cooperation officials from 133 countries, as well as 10 multilateral organizations, 4 civil society organizations, and 3 parliamentary bodies from all over the world”.

The TT-SSC derives its mandate from three main areas under the Accra Agenda:

- Adapting aid effectiveness principles to South-South Cooperation practices

- Enriching aid effectiveness from South-South Cooperation experiences
- Identifying complementarities between North-South and South-South Cooperation

From 2010 to 2011, the priorities of the TT-SSC can be summed up in three main points:

1. Deepening analytical work with case studies and case stories: Identifying and agreeing on good practices of South-South Cooperation in the context of aid effectiveness, generating clear-cut policy recommendations for the Korea High Level Forum.
2. Creating a Community of Practitioners (CoP): Discussing and exchanging solutions around key challenges and boosting capacities of members to link up practice with policy.
3. Investing in a sound information platform on South-South Cooperation in the context of aid effectiveness: Boosting dissemination and creating transparency around South-South Cooperation policy and practice.