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**Ibero-American Triangular  
Cooperation Lessons:  
Ten cases systematization**



IBERO-AMERICAN PROGRAMME  
FOR THE STRENGTHENING OF

**SOUTH-SOUTH  
COOPERATION**

# DT/22

## Ibero-American Triangular Cooperation Lessons: Ten cases systematization

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**WORKING DOCUMENTS SERIES**



The objective of the PIFCSS Working Document Series is to contribute to the wealth of knowledge in Ibero-America and to encourage debate on the different subjects it addresses for the strengthening of South-South Cooperation and Triangular Cooperation.

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## Preface

Undeniably, Triangular Cooperation has gained an ever more relevant role in the international cooperation agenda in the last years. Even when it is not a new cooperation modality, the 2030 Agenda and the Second United Nations High-Level Conference on South-South Cooperation (PABA+40) have recognized and emphasized this modality's potential for joining efforts in pursuit of the Sustainable Development Goals' continuance (SDG).

Ibero-American countries together with an increasing number of partners have been the pioneers in supporting Triangular Cooperation, which is currently consolidated as part of the respective strategies and cooperation programs in the region. The Ibero-American Program for the Strengthening of South-South Cooperation (PIFCSS for its acronym in Spanish) on its side, has supported this process from the start, wagering on strengthening its conceptualization, practices, and management processes involved in each of the stages of the projects.

This document is framed by this context, as part of a collection of Working Documents and aligned to the third PIFCSS' strategic goal: "Improving Ibero-American triangular cooperation management". The Program is proposed to undertake the present study based on the systematization of 10 Ibero-American experiences, to analyze how Triangular Cooperation projects are put into practice – mainly in the identification, negotiation, and formulation stages- and taking from the evidence those elements which would enhance the management of this modality.

Elements such as the origin of the project's demand, recipients' participation and leadership in the entire process, the relationship between partners, governance analysis, bureaucratic processes, and internal and external communication of the projects, are part of the present study. Additionally, it identifies good practices in the management of Triangular Cooperation initiatives.

The above gives continuity to a work started years ago which includes the exchange between country members, creation of general management guidance, and methodologic proposal for strengthening Triangular Cooperation. For this study, in particular, the key elements for the analysis have been the “Management Guidelines for Triangular Cooperation” and the conclusions reached by the working document 18 “Challenges in Ibero-American South-South Cooperation: identifying good practices to strengthen its management”.

We would like to thank all PIFCSS country members for their collaboration, the institutions responsible for cooperation as well as sectorial and subnational-level associations which have been predisposed to sharing information on systematized projects. By the same token, we would like to thank the disposition of the cooperation partners who have contributed inputs and their views on project management. Lastly, we would like to acknowledge the consultant responsible for the present study, Mr. Jorge Prieto, who has rightly proposed a methodology following the challenges set by the topic and has proved patient and capable of adapting as the investigation required.

We believe that the conclusions drawn from the present study contribute to broadening the knowledge on the modality and how Triangular Cooperation in Ibero-America projects are implemented. Studies of this kind shed a light on some aspects that are seldomly given the merited relevance and which undoubtedly, impact directly in the projects’ outreach, appropriation, and results.

**Daniel Castillo Carniglia**

Technical Secretary

Ibero-American Program for Strengthening South-South Cooperation

## Introduction

South-South Cooperation (CSS) together with Triangular Cooperation (TrC)<sup>1</sup> have been present and explicitly referred to in the most recent declarations regarding development funding. In Monterrey and Doha, they were limited to experience exchange, while during the Addis Ababa Summit, their role was modified and broadened, their potential in the face of SDG and their chances to complement all efforts accompanying the 2030<sup>2</sup> Agenda were acknowledged. Additionally, PABA +40 Declaration conceded that TrC has been increasingly taking different and varying forms, adding value to CSS by allowing developing countries to access a greater number and variety of resources, knowledge, and skills.

During the last years, TrC has experienced a major boost from debates and improvement derived from the Development Effectiveness Agenda and, mainly, from different agents' involvement, particularly governments, agencies, and international organizations advocating for this cooperation modality to adopt an identity of its own and, consequently, being accompanied by principles, particular nature, procedures, projects' life cycle adjustment, and ways to identify their added value and chances to evaluate their results and impact.

Hence, resulting from the debates on aid effectiveness (on development, later), principally in the Fourth High-Level Forum on Aid Effectiveness held in Busan, the TrC has played a key role in the discussions on international cooperation development. The subject has then been featured in the most important development and international cooperation discussion forums, such as the United Nations, OECD, G-20, European Union, SEGIB, to mention some of the most central ones.

<sup>1</sup> Brazil's expression "Trilateral Cooperation" is the most appropriate to refer to this type of cooperation practice between three international actors. Therefore, the information contained in the present document referred to Brazilian cooperation with two or more international partners should be read as "Trilateral cooperation" instead of "Triangular cooperation".

<sup>2</sup> Rivera, M. Xalma, C. (2020). "Iberoamérica y la cooperación Sur-Sur frente a las encrucijadas de la agenda internacional para el desarrollo". At: Sanahuja, J. (Ed.) *La Agenda 2030 en Iberoamérica*, pp. 467-504.

TrC has been clearly developing for a long time. However, definitions of this form of cooperation have evidently been also modified. TrC was envisaged as the chance for a traditional donor to finance CSS actions (projects and/or activities) lacking enough resources for their development, this concept has been widely overtaken by a much more complex concept implying partners' labor, co-responsibility, exchange, and knowledge management, as well as co-creation of development solutions.

In this regard, the OECD points out that *“triangular cooperation refers to countries, international organizations, civil society, private sector, private philanthropy, and other actors work jointly in groups of three or more to co-create flexible cost-effective and innovatory solutions for achieving the Sustainable Development Goals<sup>3</sup>”*.

In Ibero-America, TrC is understood as *“a CSS modality where a group of actors can participate differently (utilizing technical, financial, or other contributions) playing three roles: a first offeror and recipient (one or more than one developing country, in each case), a second offeror (a developing county, developed country, regional or multilateral agency, or a partnership between them). Its distinctive trait is determined by the first offeror's role, who acts as responsible for the skill strengthening<sup>4</sup>”*.



<sup>3</sup> OECD (undated) *Triangular Co-Operation: Why Does It Matter?* Development Co-operation Directorate [http://www.oecd.org/dac/dac-global-relations/\\_Triangular%20Booklet%20A5%20pages.pdf](http://www.oecd.org/dac/dac-global-relations/_Triangular%20Booklet%20A5%20pages.pdf). Free translation.

<sup>4</sup> Ibero-American Program for the Strengthening South-South Cooperation (2015) *Management Guidelines for implementing Triangular Cooperation in Ibero-America*, Working document, no. 8, Page 21.

In this context, the Program for the Strengthening South-South Cooperation (PIFCSS) aims at:

- Systematizing a sample of Triangular Cooperation Projects, focusing on the identification, negotiation, and formulation stages in matters such as governance, internal and external communication, and bureaucratic processes.
- Identifying behavior patterns and the triangulation processes functioning, which highlight the different ways of facing those challenges set forward by the Ibero-American countries in the advertising, government, and triangular cooperation projects management. (PIFCSS, 2021).
- Assessing projects included in the study bearing in mind the criteria of the Management Guidelines for Triangular Cooperation and Practices included in the *“DT/18 - Challenges in Ibero-American South-South Cooperation: identifying good practices to strengthen its management”*.

This activity development is aligned to the PIFCSS 2020-2023 Medium-Term Strategy Goal #3: *“Improving TrC management of Ibero-American countries”*, and course of action #3: *“Systematization and promotion of the experience derived from triangular projects among Ibero-American countries”*.

## 01

# The triangular cooperation in Ibero-America

TrC has managed to increasingly gain more space and acknowledgment as a cooperation modality which, together with CSS, allows to promote development through varied forms, alliances, association, and implementation mechanisms. In the region's particular case, Ibero-American countries have led important efforts regarding their analysis and consideration, materialized in the CSS report on SEGIB, on the one hand, where TrC has obtained high visibility in terms of its initiatives, partners, sectors, etc. On the other hand, TrC has carried out several conferences and workshops within the framework of PIFCSS, together with specific publications on TrC, encouraging its conceptualization, reach, and management.

In this sense, the current dimension reached by TrC leads to a larger number of studies and international meetings dedicating their efforts to continue learning and understanding this modality of cooperation, in the framework of the United Nations, SEGIB, OECD, GPED, etc. Even when it is true that there is a common minimum ground that enables dialogue and TrC initiative negotiations, it is also a fact that there are numerous outstanding issues that need analysis and discussion regarding the nature, forms of associations, narratives and development contributions resulting from TrC implementation.

Triangular Cooperation has become more relevant in the collaboration dynamics carried out by the Ibero-American community and the Global South, in general. Spaces supporting financial and technical leverage (such as agreements, funds, strategies, etc.) are a result of first and second offerors' initiatives in the region, as well as the promotion and consolidation of TrC initiatives. Table No. 1 below relates an overview of such cases:

TABLE NO. 1

Instrument	Creation	Countries / Agencies	TrC Actions
Association Program	1999, 2000, 1999, 2003 (respectively)	Japan - Argentina, Brazil, Chile, and Mexico	Association Programs between Japan and Latin American countries are the legal framework encompassing Triangular Cooperation activities conducted jointly with other countries.
EUROSociAL	2005	EU	Offering scope for learning among peers and experience exchange among counterpart institutions in both regions.
Joint Cooperation Fund	2006	Chile - Mexico	Aiming to finance the execution of programs, projects, bilateral and trilateral actions for the development, which promote cooperation between Chile and Mexico or in both states towards a third developing country.
Mix Triangular Cooperation Fund	2009	Chile - Spain	Seeking the strengthening of technical cooperation between Chile and Spain and encouraging the development of joint actions between both governments in third countries with lower relative development.
Special Agreement for Triangular Cooperation activities	2009	Argentina - Spain	Partaking in the latest generation agreements between Spain and other developing countries.

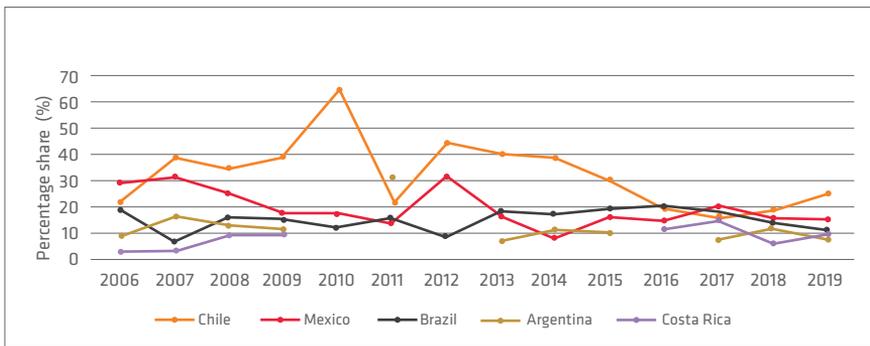
Instrument	Creation	Countries / Agencies	TrC Actions
Regional Fund for Triangular Cooperation in Latin America and the Caribbean	2010	Germany	Meant to enable joint and systematic learning on the possibilities and limits of Triangular Cooperation for those participating countries.
Triangular Cooperation Program	2010	Costa Rica - Spain	Aiming at supporting knowledge and experiences transfer from Costa Rica to Latin American and Caribbean countries.
Memorandum Of Understanding between USAID and AGCI for the implementation of development Cooperation activities in third countries	2011	United States - Chile	The cooperation partnership with the US in terms of triangular cooperation has been strong since its beginning in 2010, when both countries signed the Memorandum of Understanding of development Cooperation, establishing a legal framework to foster joint projects in the Latin American region and the Caribbean.
EU-LAC Triangular Cooperation Facility (Adelante I y II) [for its Spanish name]	2015	EU	Fostering horizontal relations between Latin America and the Caribbean countries and this with Europe, encouraging the exchange of knowledge and taking advantage of the capacity of all its partners to provide solutions aimed at the sustainable development of the region.

**Source:** Own source based on information available on countries or international organizations' official websites.

TrC has reached such a dimension in the region that the CSS' report on SEGIB includes from its name this cooperation modality to the extent that PABA+40 Conference highlighted its value once more and recognized it as a complement to CSS that enables a developing country to increase access to skills, knowledge, and resources.

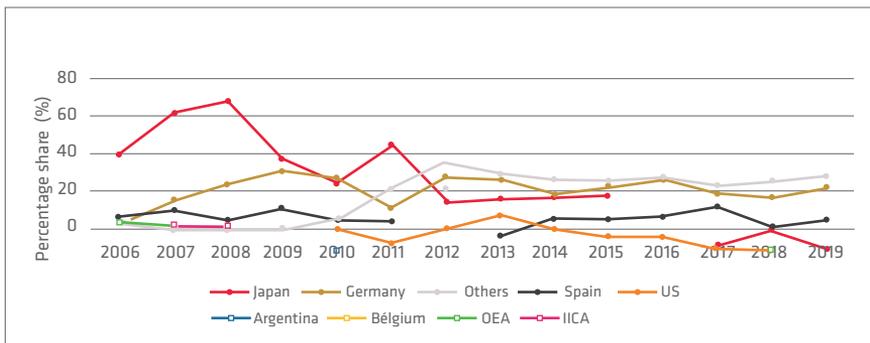
According to CSS's 2021 report, in Ibero-America from 2007 to 2019, 1968 TrC initiatives have been launched. As the following Charts from 1 to 4 relate, it is possible to identify some partners as standing out about the role played, as first offeror (Chile, Mexico, Brazil, Argentina, Costa Rica), as Second offeror (Japan, Germany, Spain, United States) and as the recipient (Salvador, Paraguay, Bolivia, Ecuador). Simultaneously, it is possible to find greater richness in the configuration of forms, mechanisms, and agreements to fulfill such Ibero-American TrC.

**CHART NO. 1**  
**IBERO-AMERICAN TrC: MAIN PARTNERS (FIRST OFFEROR)**

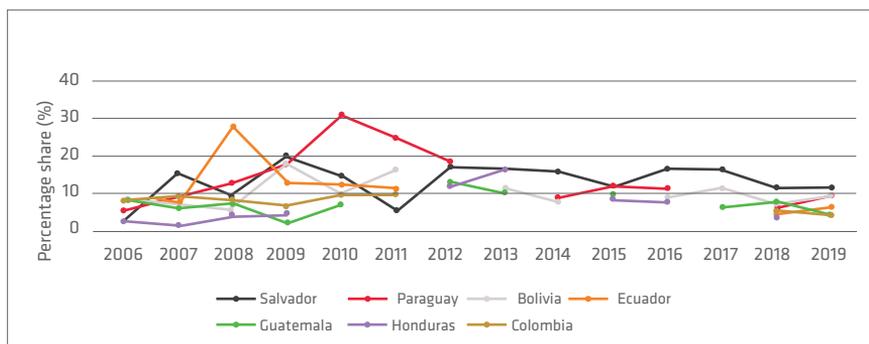


Source: South-South Cooperation in Ibero-America Report, 2020.

**CHART NO. 2**  
**IBERO-AMERICAN TrC: MAIN PARTNERS (SECOND OFFEROR)**



Source: South-South Cooperation in Ibero-America Report, 2020.

**CHART NO. 3****IBERO-AMERICAN TrC: MAIN PARTNERS (RECIPIENT)**

Source: South-South Cooperation in Ibero-America Report, 2020.

Since 2011, PIFCSS has devoted diverse efforts in the region, which have not been small, intended to move forward in the discussion on this cooperation modality conceptualization, management, criteria, tools, etc. Such activities have been translated into, among others, the preparation of two learning products whose basic elements will strengthen the analysis of those projects included in the present study. These are the “*Management Guidelines for implementing Triangular Cooperation in Ibero-America*” (DT-08/2015) and the document “*Challenges of triangular cooperation in Ibero-America: identifying good practices to strengthen its management*” (DT-18/2020).

## 02 Methodology

For the systematization and analysis of the Triangular Cooperation Projects implemented by the countries of the region, the study was focused on the revision of the INF stages (identification, negotiation, and formulation) in each of the chosen projects<sup>5</sup>. Particularly, aspects related to the project origin were revised, the governance mechanisms defined for each, the internal and external communication systems, and the functioning and the adaptive capacity of the bureaucratic processes specific to the projects' execution.

To this end, according to PIFCSS Technical Unit (TU-PIFCSS), the following selection criteria for projects were applied: main first and second offerors to be included, as well as recipients, according to CSS (SEGIB, 2020) report, that none of them were overrepresented, that thematic diversity was encouraged, and that the largest number of Ibero-American countries were involved regardless their role in the project execution. By these criteria, the following projects were obtained, as Table No. 2 relates below:

**TABLE NO. 2**

TRIANGULAR COOPERATION PROJECTS INCLUDED IN THE SYSTEMATIZATION	
1	Plan for the utilization of agricultural residues from sugarcane harvest
2	Skills development for dual training and labor skills certification on water supply and sanitation sector in Bolivia (Stage II)
3	Cooperação sul-sul de fortalecimento de Programa de alimentação escolar sustentável em países em desenvolvimento Project

<sup>5</sup>In Appendixes 1 to 7 the methodology used for gathering and tabulating information and the corresponding survey forms are presented.

### TRIANGULAR COOPERATION PROJECTS INCLUDED IN THE SYSTEMATIZATION

- 4** Habilitation Agricultural Credit Strengthening (Stage I).
- 5** Entrepreneurship and Business Development in Mesoamerica – EDEM.
- 6** Costa Rica – Ecuador Cooperation for strengthening adaptation skill facing climate change through a Marine - coastal space regulation.
- 7** Big data use for ecosystems integrity and environmental degradation evaluation.
- 8** Socialization of OVOP experience in Salvador
- 9** Mirada Ciudadana. Good governance MERCOSUR municipalities.
- 10** Supporting Northern Triangle of Central America regarding migrations.

Source: Author's creation.

Three information sources were used for collecting the information, two main sources and a secondary one. In the case of the first main source, a survey form was designed for each of the reviewed agents<sup>6</sup>, and taking into consideration the particular emphasis for each of them, they were questioned on the development of the above-mentioned project stages to identify those practices applied in the Triangular Cooperation.

The second method for collecting primary information was developed through focus groups (FG) and/or individual interviews (II). On average, three or four agents related to the projects took part in the FG. The II were organized in such a way as to have a first approach to each project, and to develop the same topics as for the focus groups<sup>7</sup> or to clarify doubts on the requested information or the survey forms filling process. Regarding the gathering of substantial information, the focus was on the identification of learned lessons and/or good practices in connection with INF stages execution and revision of coordination mechanisms.

Finally, secondary information was collected by reviewing those documents mainly provided by agents from international cooperation coordinating agencies and/or first offeror technical units. Additional information was also provided by the second offeror and recipient countries. This information allowed to expand the scope of analysis of the projects' origins (included in the profiles presented hereinafter), the different actors involved, final formulation, and the breakthroughs or pertinent evaluations.

<sup>6</sup> First and second offerors and recipients are divided into institutions responsible for international cooperation and technical institutions.  
<sup>7</sup> When due to agenda reasons or connectivity, participating in FG was not possible.

In a complementary manner, as before mentioned, the analysis of the collected information was complemented by the revision of the main criteria in the *“Management Guidelines for implementing Triangular Cooperation in Ibero-America”* (DT-08/2015) (hereafter *“the Guideline”*) and the main elements of the document *“Challenges of triangular cooperation in Ibero-America: identifying good practices to strengthen its management”* (DT-18/2020) (hereafter the Challenges document)<sup>8</sup>.

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<sup>8</sup> General descriptions of the documents are included in Appendixes 8 and 9.

## 03 TrC projects included in the study: General elements

Here below, Tables Nos. 3 to 12 depict a general description of the projects chosen for the analysis:

**TABLE NO. 3**

Plan for the utilization of agricultural residues from sugarcane harvest	
Partners	First offeror: Argentina
	Second offeror: Spain
	Recipient: Bolivia
Goal	To contribute to the elaboration of a plan for the utilization of agricultural residues from harvest (RAC) <sup>9</sup> .
Source	Part of a bilateral project entered in 2016 in the III Meeting of the Mix Technical Cooperation Commission Bolivia – Argentina. With the New Generation Memorandum between Argentina and Spain signed in 2017, this initiative was considered to be included as a TrC project <sup>10</sup> .
Actors	First offeror: Ministry for Foreign Affairs, General Directorate of International Cooperation (DGCIN-FO.AR), the Obispo Colombres Agronomic Experimental Station (EEAOC) / Aguas Blancas-Oran-Salta Municipality / Ministry of Environment / National Institute of Agricultural Technology.
	Second offeror: Spanish Agency for International Cooperation (AECID) OTC Montevideo and La Paz.
	Recipients: Deputy Ministry of Public Investment and External Financing (VIPFE), Bermejo Municipality Autonomous Government – Directorate of Natural Resources and Environmental Preservation and Conservation.

Source: Author's creation.

<sup>9</sup> Base Project Document. FOAR, Argentina.

<sup>10</sup> Project report.

TABLE NO. 4

Skills development for dual training and labor skills certification on water supply and sanitation sector in Bolivia (Stage II)	
Partners	First offeror: Peru
	Second offeror: Germany
	Recipient: Bolivia
Goal:	Ministry of the Environment and Water, through SENASBA, implements training and certification actions on water supply and sanitation section in the framework of a National Program <sup>11</sup> .
Source:	Part of a bilateral relationship between the Bolivian Ministry of the Environment and Water and the Peruvian Ministry of Housing, Construction, and Sanitation for the exchange of experiences, regulation, and technical breakthroughs. Both parties then agree to move forward with training for the implementation of dual training in the water supply and sanitation sector and to expand activities con Skill Certification, employing a TrC process in the framework of a Triangular Cooperation Regional Fund in Latin America and the Caribbean <sup>12</sup> .
Actors	First offeror: Peruvian Agency of International Cooperation, Ministry of Housing, Construction and Sanitation.
	Second offeror: Germany Agency of International Cooperation (GIZ), Programs PROAAGUA II and PERIAGUA.
	Recipients: Deputy Ministry of Public Investment and External Financing (VIPFE), Ministry of Environment and Water, National Service for the Sustainability of Basic Sanitation Services (SENASBA).

Source: Author's creation.

TABLE NO. 5

Projeto de cooperação sul-sul de fortalecimento de Programa de alimentação escolar sustentável em países em desenvolvimento	
Partners	First offeror: Brazil
	Second offerors: FAO, UNDP
	Recipients: Costa Rica, Guatemala, Salvador, Honduras, Paraguay, Peru, Dominican Republic, Belize, Grenada, Guyana, Jamaica, Saint Vicent and the Grenadines y Santa Lucia

<sup>11</sup> Project Document.

<sup>12</sup> APCI information.

Projeto de cooperação sul-sul de fortalecimento de Programa de alimentação escolar sustentável em países em desenvolvimento	
<b>Goal:</b>	To foster and facilitate planning and implementation process for a safe reopening of schools, following regulations and protocols established by educational and health authorities from each country. To acknowledge the efforts made by the 13 LAC countries working online on the concept of sustainable schools <sup>13</sup> .
<b>Source</b>	Source: Brazil has been developing this project for several years. They started with FAO focusing on school feeding in LAC and later in Africa with the WFP. The UNDP joined in for supporting these two initiatives in 2011. The final stage, carried out jointly by FAO and UNDP in 2020, focused on supporting LAC countries by providing kits for students to return to school after the negative impact of COVID 19 <sup>14</sup> .
<b>Actors</b>	First offeror: Brazilian Cooperation Agency (ABC), National Fund for Educational Development (FNDE)
	Second offerors: FAO, UNDP
	Recipients: Ministries, Education Secretaries or other related bodies from Costa Rica, Guatemala, Salvador, Honduras, Paraguay, Peru, Dominican Republic, Belize, Grenada, Guyana, Jamaica, Saint Vicent and the Grenadines y Santa Lucía

Source: Construcción propia.

**TABLE NO. 6**

Strengthening of Habilitation Agricultural Credit (Stage I)	
<b>Partners</b>	First offeror: Chile
	Second offeror: Japan
	Recipient: Paraguay
<b>Goal</b>	To improve agricultural loans facility (HAC) for rural producers in the Republic of Paraguay <sup>15</sup> .
<b>Source</b>	It started as a bilateral project between Japan and Paraguay. Japan invited Chile to join this large project with Paraguay. It is not related to the partnership mechanism held between Japan and Chile <sup>16</sup> .

<sup>13</sup> Technical conceptual note: Joint strategy for the strengthening of PAES in LAC – safe environment during and after the pandemic.

<sup>14</sup> Information gathered from interviews.

<sup>15</sup> Project summary sheet.

<sup>16</sup> Information gathered from interviews.

Strengthening of Habilitation Agricultural Credit (Stage I)	
Actors	First offeror: Chilean International Development Cooperation Agency (AGCID), National Institute for Agricultural Development (INDAP)
	Second offeror: Japan International Cooperation Agency (JICA)
	Recipient: Agricultural Loans Facility (HAC)

Source: Construcción propia.

**TABLE NO. 7**

Entrepreneurship and business development in Mesoamerica- EDEM	
Partners	First offeror: Colombia
	Second offeror: European Union
	Recipients: Honduras, Guatemala, Dominican Republic, Salvador, Nicaragua, Costa Rica, Belize
Goal	To encourage entrepreneurs and small and medium-sized enterprises to develop their business ideas and boost their capacity for innovation <sup>17</sup> .
Source	Bilateral cooperation initiative regarding entrepreneurship, between Colombia and Mesoamerican countries, that capitalizes to introduce European Union triangular cooperation's usability to the project - Program <i>Adelante</i> <sup>18</sup> .
Actors	First offeror: Colombian Presidential Agency for International Cooperation (APC-Colombia), Bogotá Chamber of Commerce, Cartagena Chamber of Commerce, Cali Chamber of Commerce, Palmira Chamber of Commerce, Ministry of Commerce, Industry and Tourism (MCIT), National Learning Service (SENA), INNPULSA.
	European Union - Program <i>Adelante</i>
	Recipients: CENPROMYPE, SENPRENDE (Honduras), Mesoamerican University (Guatemala), Ministry of Commerce, Industry and MSMEs (Dominican Republic), CONAMYPE (Salvador), Salvador Chamber of Commerce and Industry (CAMARASAL), Nicaragua Chamber of Commerce and Services (CCSN), Ministry of the Economy, Industry, and Commerce (Costa Rica), Tegucigalpa Chamber of Commerce and Industry (CCIT), The Belize Trade & Investment Development Service.

Source: Author's creation.

<sup>17</sup> *Adelante* website -European Union.

<sup>18</sup> Information gathered from interviews.

TABLE NO. 8

Costa Rica – Ecuador Cooperation for strengthening adaptation skill facing climate change through a marine-coastal space regulation	
Partners	First offeror: Costa Rica
	Second offeror: Germany
	Recipient: Ecuador
Goal	To strengthen officers' skills from the Ministry of the Environment of Ecuador, Under-Secretariats of Natural Heritage, Climate Change, and marine - coastal Management, for improving marine - coastal management and guaranteeing adequate and sustainable use <sup>19</sup> .
Source	After a joint work between Costa Rica and Ecuador on protected areas, in 2013, both parties agreed to develop a project with Germany's cooperation <sup>20</sup> .
Actors	First offeror: Costa Rica Ministry of Foreign Affairs and Culture, Ministry of National Planning and Economic Policy (MIDEPLAN), National System of Conservation Areas (SINAC).
	Second offeror: German Agency of International Cooperation (GIZ).
	Recipient: Ecuador Ministry of Environment

Source: Author's creation,

TABLE NO. 9

Big data use for ecosystems integrity and environmental degradation evaluation	
Partners	First offeror: Mexico
	Second offeror: Australia
	Recipient: Colombia
Goal	To debate on and assess development methods of Alexander von Humboldt Institute, National Commission for the Knowledge and Use of Biodiversity, and the Commonwealth Scientific and Industrial Research Organization for the knowledge and use of Biodiversity. To set indicators for assessing changes in the ecosystem's ecological conditions <sup>21</sup> .

<sup>19</sup> Project Follow-up report- SINAC.

<sup>20</sup> Information gathered from interviews.

<sup>21</sup> Concept note, AMEXCID.

Big data use for ecosystems integrity and environmental degradation evaluation	
<b>Source</b>	The Council on Australia Latin America Relations (COALAR) launched a call for LA countries regarding different topics, included environmental ones. It did not start as a triangular process but as a bilateral relationship between Australia and Mexico, Colombia then joined in due to an affinity of topics <sup>22</sup> .
<b>Actors</b>	First offeror: Mexican Agency for International Development Cooperation (AMEXCID), National Commission for the Knowledge and Use of Biodiversity (CONABIO), National Institute of Statistics and Geography (INEGGI), National Forestry Commission (CONAFOR).
	Second offeror: Commonwealth Scientific and Industrial Research Organization (CSIRO).
	Recipient: Alexander von Humboldt Institute

Source: Author's creation.

**TABLE NO. 10**

Socialization of OVOP experience in Salvador	
<b>Partners</b>	First offeror: Salvador
	Second offerors: The Grand Duchy of Luxembourg, Japan
	Recipient: Dominican Republic, Honduras, Costa Rica, Nicaragua, Guatemala
<b>Goal</b>	To foster and transfer acquired knowledge from the movement Un Pueblo Un Producto from Salvador to other Central American countries and the Dominican Republic, identifying (SWOT matrix, supply and demand matrix), analyzing the logical framework, and agree on the creation of the Network of the participant countries of the region <sup>23</sup> .
<b>Source</b>	In the framework of bilateral relationships, Luxembourg supports Salvador's interest in sharing their experience in the OVOP movement with other countries of the region <sup>24</sup> .

<sup>22</sup> Información tomada de entrevistas.

<sup>23</sup> Documento de proyecto, Ministerio de Relaciones Exteriores de El Salvador.

<sup>24</sup> Información tomada de entrevistas.

Socialization of OVOP experience in Salvador	
Actors	First offeror: Salvador Ministry of Foreign Affairs, National Commission of micro and small-sized enterprises (CONAMYPE)
	Second offeror: The Luxembourg Development Cooperation Agency, Japan International Cooperation Agency (JICA)
	Recipients: Viceministry of Small and medium-sized enterprises (MYPYME), Ministry of Economy (Guatemala), Secretariat of Economic Development (Honduras), Ministry of Public Works (Dominican Republic), City Council of Mora (Costa Rica), Nicaraguan Institute for Municipal Development (Nicaragua)

Source: Author's creation.

**TABLE NO. 11**

Mirada Ciudadana. Good governance MERCOSUR municipalities	
Partners	First offeror: Uruguay
	Second offeror: European Union
	Recipients: Chile, Brazil, Argentina, Paraguay
Goal	To strengthen institutional skill and municipalities' good governance to improve management efficiency, thus achieving quality public policies aimed at narrowing the inequality gaps <sup>25</sup> .
Source	Cerro Largo has had a long-standing relationship with the European Union. They started with the North Development Program (PRODENOR) in Uruguay, followed by the liaison with other countries' municipalities, which grew into Mirada Ciudadana, and later, they applied facility of the Triangular Cooperation with the European Union - <i>Adelante</i> <sup>26</sup> .
Actors	First offeror: Cerro Largo Department (Uruguay), collaborators from the Municipalities of Peñalolén and Los Andes (Chile)
	Second offeror: European Union - Program Adelante
	Recipients: Municipalities (mayors, councilors) of San Isidro (Argentina), San Bernardino and President Franco (Paraguay), Aceguá and Candiota (Brazil). Also, civil society representatives from municipalities, the Chamber of Commerce (Paraguay), Universities (Brazil and Paraguay), thematic forums and municipalities organizations, mayors, and local development took part.

Source: Author's creation.

<sup>25</sup> *Adelante website - European Union*

<sup>26</sup> *Information gathered from interviews*

TABLE NO. 12

Strengthening of attention and protection mechanisms for returning migrants, victims of human trafficking, and smuggled migrants in countries in the Northern Triangle of Central America	
Partners	First offeror: Chile
	Second offeror: Mexico
	Recipients: Guatemala, Salvador, Honduras
Goal	To strengthen the institutional mechanisms related to the attention to returning migrants as well as the penal investigation and the protection of victims of human trafficking protection and smuggled migrants in countries in the Northern Triangle of Central America <sup>27</sup> .
Source	As a result of the worrisome situation in the countries in the Northern Triangle of Central America, the Chile-Mexican fund decided to allocate larger resources for supporting an initiative on the matter calling those countries to conceive a project <sup>28</sup> .
Actors	First offeror: Chilean International Development Cooperation Agency (AGCID), Public Ministry of Chile - International Cooperation and Extradition Unit (UCIEX), Specialized Unit on Money Laundering, Economic and Organized Crime, Environmental Crimes and Smuggling of Migrants (ULDDECO), Division of Attention to Victims and Witnesses.
	Second offeror: National Institute of Migration (INAMI) Ministry of the Interior.
	Recipients: Ministry of Foreign Affairs, National Council for the protection and development of migrants and their families -CONMIGRANTES, General Migrations and Foreign Citizens Bureau, the Attorney General's Office, the National Registry of Individuals, National Council on Human Trafficking, Salvadoran Institute of migrants, Ministry of Education, National Youth Institute, Salvadoran Institute for the Development of Women, Ministry of Agriculture and Livestock (Salvador). Secretariat of Foreign Affairs and International Cooperation, Public Prosecutor's Office, National Institute of Migrations, Secretariat for Human Rights, Public Prosecutor's Office for Children, Directorate of Children, Adolescents and Family (DINAF), Inter-Agency Commission against the Commercial Sexual Exploitation and human trafficking (CICESTrC) (Honduras). SEGEPLAN, Ministry of Foreign Affairs, National Public Prosecutor's Office, Directorate-General of Migration, Public Prosecutor's office (Guatemala).

Source: Author's creation.

<sup>27</sup> Chile-Mexico Cooperation Fund.

<sup>28</sup> Information gathered from interviews

## 04 Triangular Projects Practices

The information collected from the surveys, focus groups and interviews, enabled us to distinguish a considerable number of forms under which the early stages of the TrC projects chosen for the present study were developed. In general terms, as it will be put forward hereinafter in the Guideline revision, the different partners agreed upon that several of their experiences concur with the criteria included in the said document.

Nevertheless, depending on the role played in the project by each partner, it became clear that their perception can differ. Therefore, convergences and differences in such practices are a rich source of information, experiences, and knowledge that must be evidenced in the present document.

Hereunder, the most important practices will be depicted from the INF stages' view, as well as from their connection with the execution and results. For this analysis, eight fronts will be established: Project origins, Recipient's leadership, Actors' participation – the relationship between partners, governance, bureaucratic processes, internal and external communication, visibility and risk, and sustainability.

### 4.1. PROJECT ORIGINS

Regarding projects' identification, in some cases, their origin was bilateral, between first offeror and recipient (Sugar, EDEM, Mirada Ciudadana, among others) with no participation of the second offeror at this stage (European Union). For other projects, bilateral initiatives were identified as a liaison between the second offeror and the recipient (Germany, Japan) or between both offerors (Big Data). On the other hand, in the framework of the Chile-Mexico Fund, the development of participative workshops was registered. Additionally, a good identification of the involved actors could be recognized.

## 4.2. RECIPIENT'S LEADERSHIP

Regarding the leading role of the recipient, in some cases, the initiative for promoting their priorities with first and second offerors could be remarked, as well as the regular participation in the projects' identification and formulation (Sugar, Marine - coastal). Nevertheless, evidence on the leadership exercise was not conclusive. This seems to be present in some of the two offerors. Despite the beforementioned, the acknowledgment of the horizontality, participation, among the involved parties, the demand-oriented approach, and the non-conditionality in these projects was evident in the involved parties.

On the other hand, in general terms, recipients' needs were clearly taken into consideration<sup>29</sup>, even though they were addressed, at least, through three different channels and, by some means, this implicated that the triangular agreement was entered in two separate moments<sup>30</sup>:

- The first channel is related to the direct definition between the first offeror and the recipient in a particular scenario or the context of the Mix Commissions preparation (Sugar, Mirada Ciudadana).
- The second as of acknowledging the recipients' need and/or interests<sup>31</sup>, which translates into the guideline initial preparation by the first offeror and subsequent consult and definition with the former (EDEM, School feeding).
- The third is related to the previous contacts between the two offerors for the initial bilateral definition and subsequent liaison with the recipient (Migrations, Big Data) or between the second offeror and recipient to liaise with a first offeror (Agricultural Credit, Dual training).

In this context, regarding the INF stages, the development of the recipient's skills was considered, and the first offeror took over the corresponding technical activities, furthermore, adapting their experiences to the recipient's necessities. (Sugar, Mirada Ciudadana, Agricultural Credit). At this point, it should be considered that several second offerors also provided technical support in the projects. Such is the case of Japan's support to the initiative financed by Luxembourg for OVOP movement advertising and their backing to the coordination of the Agricultural Credit, and the Germany support to the two projects in the sample. By the same token, Mexico's participation in the migrant support project was manifest.

<sup>29</sup> Nevertheless, in some cases it was evident that the recipient's participation is lower when they are having first experiences in TIC projects.

<sup>30</sup> The European Union (Adelante Program), for instance, expressed that in their view, they have not participated in the identification and formulation stages. Only after the approval of the project, did they intervene in some matters and decisions on the formulation.

<sup>31</sup> Which can emerge from preceding approaches or bilateral initiatives.

As far as the adaptation to the recipient's necessities during the formulation stage, in some cases, this has not been evident, beyond knowing that the initiative was originated by these partners. During the execution, mainly due to imbalances or political or institutional changes<sup>32</sup>, besides having a better understanding of the context or, even, some recipient's agent withdrawal or insufficient formulation, first and second offerors were forced to modify their planification, execution strategies and, even roles, to guarantee the project stronger chance of success. This became clear in the cases of the Agricultural Credit, Sugar, Mirada Ciudadana, Marine - coastal, Dual training, to name a few.

### 4.3. ACTORS' PARTICIPATION - THE RELATIONSHIP BETWEEN PARTNERS

Actors' roles varied in their intensity through the projects' life cycle. Additionally, considering that one of the parties of the triangulation can be represented by different institutional agents, changes in their participation can be associated on many occasions, to greater or lesser participation of the technical officers in respect to those responsible for the cooperation.

During the identification stage, it is worth highlighting several aspects. Firstly, mainly for first offerors<sup>33</sup> it became evident that the support from the institutions responsible for the international cooperation from each country was a key element for the stage to progress (Migrations, Sugar, EDEM), and from these projects' outset horizontality, participation, demand-oriented approach and unconditionality were noticeable.

Nonetheless, not all actors shared this view. Concerning project identification, several of the respondents mainly being, but not restricted to, recipients, expressed they did not participate first-hand at this stage or did not adequately conduct an analysis for lacking proper methodology.

By contrast, during negotiation, it was visible the cooperation coordinators' involvement to achieve the articulation of the engaged actors. Yet, some drawbacks in the execution of the activities call attention.

As for the formulation, in general terms, the responses regarding joint constructions rendered in the provided survey form were accepted. Nevertheless, when respondents expanded on their answers, only some elements were pointed out, such as cooperation coordinators' participation.

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<sup>32</sup> Which, by the way, were identified as important limitations for the sustainability of the projects.

<sup>33</sup> In the case of the recipients, an important number of institutions responsible for international cooperation mentioned they had no knowledge of the project, which suggests that the approaches with the recipient country were held directly with the technical institutions.

Overall, actors accomplished their roles; some pointed out that as time passed and the execution stage progressed, the participation of some recipients started diluting. Additionally, respondents emphasized that the context-changing situation forced the adjustment of such roles and responsibilities and even, a closer involvement of the new authorities to achieve project appropriation and liaison.

Regarding the identification of execution resources, financial contributions were included in the projects, and, in some cases, in-kind contributions or the monetary equivalency of technical contributions were added. Out of five budgeted projects, three had included the valuation/quantification of the technical institutions' contributions (Marine-coastal, the estimate of SINAC's participation; dual training, monetization of first offeror experts' time; OVOP – participation of offeror's institutional staff).

Finally, from the execution perspective, liaisons establishments became evident. For some projects, the high technical teams' involvement, their commitment to the execution of the activities, their affinity with the subject matter, and the use of informal spaces for strengthening personal and professional relationships foster their conformation and continuity<sup>34</sup>. This additionally contributed to the project's integral vision, better implementation mechanisms<sup>35</sup>, reaching consensus more easily, increasing coordination levels, harmonizing processes and procedures, enabling knowledge transfer and achieving better results. As outstanding examples of this subject matter, the Mirada Ciudadana, Sugar, Dual training, Marine – coastal and Agricultural Credit can be mentioned.

#### 4.4. PROJECT GOVERNANCE

Regarding governance mechanisms, in several projects (mainly in first offerors) it could be identified that this matter was interpreted mainly by the institutions responsible for international cooperation's role in the exercise of their coordination mandate. In the recipients' case, the emphasis in the responsibility instances was slighter and, in some cases, lies on the technical institutions or second offerors. From a wider perspective, it was noticeable that allocation of roles and responsibilities in the project's operative plan was considered (Migrations, OVOP, Dual training, School feeding).

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<sup>34</sup> Some liaisons held a very important development former to the conception and execution of some projects.

<sup>35</sup> Which was evident at the time of taking decisions on the required adjustments due to COVID 19 pandemic effects.

As to actors' identification, roles allocation and governance mechanisms, several used methods stand out, not necessarily, in principle, being similar or convergent between the different projects:

- Budget allocation (Marine - coastal).
- Actors' responsibilities (School feeding, Dual training, OVOP, Migrations) mainly related to their roles within the project execution and contribution.
- Governance mechanisms (Sugar, EDEM, Mirada Ciudadana) which, in addition to the responsibility for the coordination or execution of certain project's components, establish management, coordination and decision-making spaces.

In such context, it can be concluded that in terms of TrC projects' governance, there is still plenty of room for development. Firstly, from the Guideline's perspective, a *sine qua non* condition is a tripartite structure, namely, three actors must simultaneously converge and participate. As observed in some project development, "*triangularity*" results are incomplete since not all partners necessarily participate in the INF stages<sup>36</sup> and since in the execution, the cycle tends to fragmentation, prioritizing separately the liaison between first and second offeror, on the one hand, and first offeror and recipient, on the other.

Secondly, some governance models are the result of the second offerors' regular practices, particularly those being traditional cooperators. This implies that they are not a consequence of collective construction and follow their internal processes and forms under which they lead their actions in international cooperation.

Thirdly, several reviewed projects (or their operational plans) include the allocation of roles among their agents. In such cases, responsibilities are usually determined in the project's execution and the contribution made, but work division, in terms of coordination of decision-making mechanisms, are not included. Additionally, they are not interpreted as the result of the negotiation.

Consequently, even when it is evident that projects must rely on a certain structure to ensure higher levels of coordination and performance, more adapted (or adaptable) flexible options regarding the plurality of actors partaking in these processes should be considered.

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<sup>36</sup> Bear in mind previous comments on the bilateral origin of the projects and their approval in a context of competitive funds, for example.

## 4.5. BUREAUCRATIC PROCESSES

Regarding bureaucratic processes, several replies expressed that some adjustments needed to be done jointly to facilitate execution of projects, and, more evidently, it still prevails the need to strictly comply with second offerors' processes and procedures. Even when clearly such processes respond to their internal organization and vision, within TrC projects, they are becoming pressing demands mainly for those agents becoming involved in these practices.

According to some respondents, the complexity and strictness in the process or procedures related to accountability, information report, the diligence of formats, monitoring activities development, etc. imply operational, or even conceptual, pressures to comply with such requirements. This additionally challenges cooperation coordinators' ability since, either side, they are to comply with such requirements or to reinforce their support to technical agents to follow suit when the time being.

Moreover, in some cases, there is no adequate preparation for actors to anticipate their expected activities; therefore, this information should be shared in the communications between agents. Hence, some second offerors organize training workshops on processes and procedures.

From this perspective, it should be important that more flexible and approachable ways to comply with them should be conceived, without missing the essence of such procedures. For several respondents, some aspects related to processes and procedures point to the "verticalization" of the relationships.

## 4.6. INTERNAL AND EXTERNAL COMMUNICATION

Communication among partners involved in TrC projects, as well as that produced communication or to be produced between these processes and other interested agents and the general public, plays a significant role in the dynamics and coherence of the execution in the different stages of the project life cycle.

Different means of communication mechanisms and meetings for actors in INF stages were resorted to, such as virtual meetings, WhatsApp, pre-and post-pandemic (Sugar, Mirada Ciudadana), face-to-face workshops (Sugar, Migrations, School feeding), identification missions in the offeror's country (Agricultural Credit)<sup>37</sup>. Generally, the attendance at the development of these stages is to be highlighted.

Concerning the INF stages, while it is generally understood that, according to the necessities, the interlocutors are the international cooperation coordinating institutions and/or technical institutions involved in the specific projects, as observed, in practice, there is a communication breakdown. Main interlocutors, at least not always during the initial stages, are not always Chancelleries, Cooperation Agencies, and the like. Processes may start and move forward consistently through direct agreements with the technical agents. This recognized situation affects mainly recipient partners, generates confusion, conflicts of competencies, and, lastly, information gaps and/or misinformation. Remarkably, an important number of cooperation coordinating institutions declared ignoring those projects their countries are registered as recipients. Contrary, technical actors were highly aware of that.

In another sense, communication mechanisms, or means, do not encourage consensus. On the one hand, interlocutors may usually change causing loss of information or failure to thoroughly provide the available information to the new spokesperson. This implies that internal as well as external communication to be deficient, being sometimes necessary to resort to additional efforts for traceability and investigation to assure common minimum information between the parties. In some of the reviewed projects, it was mentioned, even by technical actors, that information on execution responsibilities and provision resources was unknown since it was handled by higher bodies in their organizations or outside thereof. Additionally, whenever possible, when the provided information was contrasted between different sources, dissimilar versions of the same facts could be noticed.

In this context, attention must be drawn to the institutional weaknesses which are still noticeable in the collected information, systematization, and knowledge management regarding the execution of projects. This is not specific to TrC, on the contrary, it extends to any process to be developed inside institutions and has a direct relation with officials' performance and the creation and keeping of institutional memory. Product of such circumstances, information leaks were observed in any of the projects' stages or among the different partners.

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<sup>37</sup> According to some respondents, the visit to the countries origin of the experiences is vital for an adequate identification of the recipients' need and the applicability of the offeror's skill. According to the concept, virtual meetings are acceptable but not sufficient for achieving such purposes.

## 4.7. PROJECTS' VISIBILITY

Regarding projects' advertising, namely from first offerors and recipients, it was noticed that some institutions fail to make provisions for visibility terms, others published information on their websites, shared it with their project's partners, and participated in official announcements. Nevertheless, there was no evidence of additional forms of public advertising of the projects.

As for projects' communication, execution, results, assessment, etc., in some cases, respondents expressed they had no access to comprehensive information, advertising was addressed to projects' partners only and they ignored whether this was made publicly; in contrast to other projects with a wide range of internal and external channels of communication, websites designed for the project, information on the projects available on the institutions' websites or specially designed website for project follow-up, assessment and knowledge management. This situation can relate directly, but not exclusively, to first and second offerors.

Second offerors rely on several means to develop communication and promotion of activities. In the case of the European Union, intermediate reports, learned lessons, and product knowledge derived from project execution are promoted in the project's media and the Adelante program. In other cases (OVOP, Agricultural Credit, Marine - coastal) all involved partners were informed and events were held to present the results. Several agents expressed that advertising was restricted to certain documents since others are of internal use or restricted to partners associated with execution and were disclosed only when suitable.

## 4.8. PROJECTS' RISKS AND SUSTAINABILITY

As regards risks, a specific section is included in some projects. Such are the cases of Dual training<sup>38</sup> and EDEM. However, surprisingly few mentions were found on political or institutional changes, precisely when these circumstances impacted deeply the execution, results, and projects' continuity.

Concerning sustainability, in some cases, sections were included specifically on the matter. As examples to be mentioned are Migrations (Projections, sustainability, and Project replicability), Marine - coastal (Project's Sustainability factors), Dual training (Project's relevancy and sustainability), Sugar (Sustainability), EDEM, and Mirada Ciudadana (action sustainability).

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<sup>38</sup> Risks for the goal achievement.

After execution, despite the difficulties arising from political and administrative changes which jeopardize the execution, significant evidence was found on the projects' sustainability. In particular, Dual training, Marine - coastal<sup>39</sup> and Sugar<sup>40</sup>, where outcomes and generated products are currently being used. In the case of other projects, due to significant changes in execution new stages activities, or projects will be outlined or are being developed (Agricultural Credit<sup>41</sup>, Mirada Ciudadana<sup>42</sup>, EDEM<sup>43</sup>, School feeding<sup>44</sup>, among others).

Another important contribution in the execution of projects was the establishment of liaisons. In some projects, the deep involvement of technical teams, their commitment to the activities' executions, their thematic affinity, and resorting to informal spaces for strengthening personal and professional relationships foster training and projects' sustainability<sup>45</sup>. This led to an integral view of the project, more efficient implementation<sup>46</sup> mechanisms reaching consensus easily, improving coordination, harmonizing processes and procedures, enabling knowledge transfer and achieving better results. Outstanding examples in this area are Mirada Ciudadana, Sugar, Dual training, Marine - coastal, Agricultural Credit project.

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<sup>39</sup> "...the country employs monitoring tools and available scientific studies. Local coastal actors address concepts of special marine planning."

<sup>40</sup> "...beyond institutional embedding, this was achieved thanks to the work carried out with the producers and sugar company"

<sup>41</sup> Second stage is being developed.

<sup>42</sup> A new proposal by the European Union.

<sup>43</sup> Bogota Chamber of Commerce will develop strengthening actions with Honduras with USAID resources.

<sup>44</sup> It will have a skill development stage for strengthening the previous stage of donation to schools.

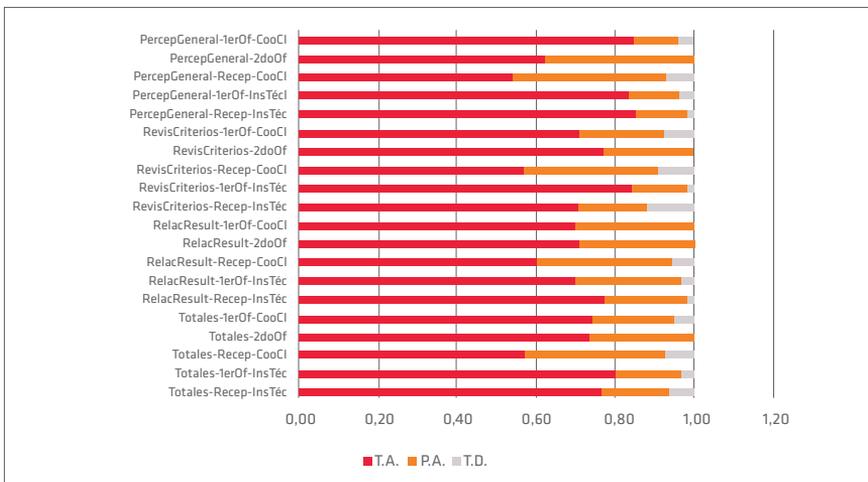
<sup>45</sup> Some liaisons had significant development before the conception and execution of some of those projects.

<sup>46</sup> Which was evident at the time of taking decisions on the required adjustments due to COVID 19 pandemic effects.

## 05 Management Guideline and its criteria

Based on the information obtained from the survey forms presented in Appendixes 2 to 6, the following main results were reached. As displayed in Chart No. 4, in partial (by survey forms sections) and total terms (for all agents), the compliance with the basic contents of the Guideline appears highly positive. Replies are largely focused on the category of totally agree (TA) and are complemented on a smaller scale by the partially agree category (PA). The totally disagree (TD) category has low occurrence. This points out to an encouraging prospect of TrC's promotion and strengthening goals.

**CHART NO. 4**  
**REPLY COMPARISON (AVERAGE) FOR TRC ACTORS**



Source: Author's calculations based on information from the provided survey forms.

Nevertheless, for a more detailed analysis, as presented in Charts 5.1 to 5.4, special attention should be paid to the lower TA percentages for all categories; systematically, they are related to the replies provided by institutions responsible for international cooperation in recipient countries. This seems to be associated with apparent authorities' disengagement from some project negotiation activities, even, from their follow-up or knowledge on the breakthroughs or executions.

In contrast, replies provided by the technical institutions from the same countries are in not so different ranges as the other agents'. These facts, on the one hand, prove the importance of participation in thematic-sectorial instances during the definition and execution of projects since they are knowledge recipients. But on the other hand, it can evidence the existence of direct agreements with them, without the coordinator's interventions, either of their own accord or due to the dynamics brought on by other actors. Furthermore, this could be considered as the result of dynamics in multi-level and multi-actor projects, where the participants from diverse authorities (territorial and/or local-decentralized) and/or non-governmental agents (academia, non-governmental producers, for example) imply liaisons with lower chances of being "centralized" by a national coordinator.

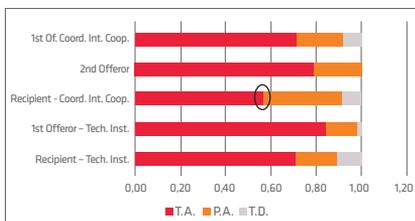
**CHART NO. 5.1**  
**TOTAL AVERAGE RESULTS BY TRC ACTORS**



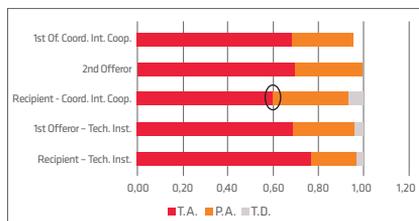
**CHART NO. 5.2**  
**GENERAL PERCEPTION**



**CHART NO. 5.3**  
**GUIDELINE REVIEW CRITERIA**



**CHART NO. 5.4**  
**RELATION WITH RESULTS**



Source: Author's calculations based on information from the provided survey forms.

Irrespective of the beforementioned specifics, it can be overall concluded that a significant percentage of the agents responding to the surveys considered, on the one hand, that TrC projects' INF stages were executed adequately. In contrast, they expressed that the main Guideline criteria (characteristic of TrC processes) were present in the project. Finally, it was pointed out that the satisfactory development of INF stages led to positive results, these being the result of the execution of the latter.

Even though the Guideline has not been used as a referent for the INF development, it could be ascertained that all the encompassed elements are unquestionably pertinent to CSS' current situation, namely, TrC. The criteria definition and application help grasp the essence of each of the stages of the projects' life cycle. Bearing in mind that such criteria were used as the base for the elaboration of the questions in the survey forms aimed at collecting information, Table No. 13 below relates the main conclusions drawn from this exercise.

**TABLE NO. 13**

Stages Criteria	Identification	Negotiation	Formulation
<b>Adaptability</b>	As a general rule, recipients' particular conditions are considered. Identification workshops are developed. A significant number of the proposals are bilateral.	In principle, this stage aims at validating the relevance of the initiatives to be developed per the recipient's needs. Second offerors (developed) do not partake at this stage when funds are competitive.	Even when documents take into consideration the recipient's conditions, they do not necessarily specify the legal and administrative frameworks or the procedures to be followed. Such procedures are usually second offerors'.
<b>Articulation</b>	Even when the guiding principles of international cooperation are plainly known, in some cases, namely recipients, scarce participation can be seen or direct agreements with technical executors can be entered. Identification of technical actors may not always be more adequate or thorough.	No clear governance mechanisms are established. Some may depend on the second offeror. Either the first or second offeror may oversee the process, rarely the recipient. Second offerors do not partake at this stage when funds are competitive (developed).	Execution time for this stage may be pressing and spare, as for the previous stages. Decision-making mechanisms or channels can be affected by these circumstances.

Stages Criteria	Identification	Negotiation	Formulation
To en Access to information	<p>Even when triangular projects generate a large body of information, it was found that this information does not relate to knowledge, domain, and public management in all cases. The main advertising means are project, technical agents, or offerors' websites. However, reconstruction of the project life cycle is hard when carried out on the gathered available public information. Some documents may be disclosed but others are of internal use only.</p>		
Partners' contributions	<p>Triangular projects are devised as exchange and learning spaces. In some cases, contributions (financial, technical, etc.) from each partner are not clear. If the project was initially bilateral, the other partner (first or second offeror) does not participate from the start.</p>	<p>To a large extent, the identification of contributions from all partners is starting to progress. In all cases, the technical contribution is not considered. Lack of methodology is the main reason for such a case.</p>	<p>In principle, each actor commits to their contribution and in most cases, they comply with it. In some cases, it is not clear whether all partners comply.</p>
Management joint learning	<p>Several projects were originated based on former bilateral experiences with the first and/or second offeror. These results have been collected as a base for further new stages of development or new projects.</p>	<p>There is no evidence on the agreements for reviewing identification and formulation execution stages.</p>	<p>In some projects' documents, learning revision is planned. In most cases, it is not considered at all. In those projects continuing former ones, previous experiences are considered. This mainly happens with second offerors.</p>
Conditionality absence	<p>Different partners highlighted the horizontality and unconditionality in the development of the stages. In some cases, for first offerors and recipients, the strict compliance of the processes and procedures set by the second offeror can imply impositions or a form of "verticality" in the liaisons.</p>		

Stages Criteria	Identification	Negotiation	Formulation
Consensus-oriented communication	<p>In general terms, there is an adequate information exchange on cooperation demand. When the project is originated bilaterally, one of the partners joins in following the information.</p>	<p>Despite being triangular projects, on rare occasions, a simultaneous dialogue is developed between the three parties. "Fragmented" channels appear between the first and second offerors and, later, between the first offeror and recipient. In these circumstances, the relationship between recipient and second offeror is less frequent.</p>	<p>The concept of recipient leadership is usually relativized due to their constant participation. There is little evidence that a process can be conducted by a recipient.</p>
Clear role definition	<p>In principle, the recipient role is recognized as a demand generator. The initiative may derive from one of the offerors.</p>	<p>In these processes, the meaning of the term 'negotiation' is relative. It remains valid when seeking an understanding of topics or priorities between the political authorities from the partners. Therefore, the scope of the term "negotiate" remains unclear.</p>	<p>Projects or their operative plans usually include role allocation, referred to as the execution stage. Political engagements, for instance, and international cooperation coordinators' support are not always stated.</p>
Initiative effectiveness	<p>Three actors may converge on some occasions. As per the evidence, bilateral spaces are more usual, later joining triangular liaisons or breaking communication channels. Timing for demand definitions is often too brief.</p>	<p>The three partners do not always provide advance information on negotiations. Even when the recipient could be aware of their needs, they cannot always express them in a tripartite negotiation scenario. Cooperation coordinating institutions do not always participate. In the case of recipients, they can be substituted by technical instances.</p>	<p>In most cases, the recipient does not lead formulation, though participates actively. Cooperation coordinating entities can be substituted by technical agencies. Most procedures or management arrangements are included in project documents or communicated through other channels.</p>

Stages Criteria	Identification	Negotiation	Formulation
Resource utilization management	<p>Previous bilateral liaisons or experiences between first and second offerors with the recipient can effectively support the former in the identification of triangular opportunities.</p> <p>Besides, recipients participate actively in these matters.</p>	<p>Partners participate in the identification of resources for the project execution. In all cases, such commitments do not mature into formal agreements.</p>	<p>Budgets are included in the project's documents. Resources are presumed to have been estimated and allocated to be applied properly.</p> <p>Administrative and financial regulations are seldomly mentioned in the documents, in some cases, the second offeror's regulations are adopted. Internal control regulations are not included (except for second offeror's) or contingency expenditure.</p>
Demand-oriented approach	<p>In principle, recipients are aware of their demands. These can be included through previous relationships with any of the offerors. In some cases, first offerors can suggest a course of actions or activities to be later validated by recipients.</p>	<p>Negotiations are based on the identification and officialization on the part of the recipients. Previous liaisons with any of the offerors can have an important influence.</p>	<p>The cooperation lead actor in the recipient's country endorses the project. By the evidence, triangular projects have been developed without their knowledge.</p>
Management shared by results	<p>In general terms, recipients are aware of their needs. By the collected information, some can have difficulties in the accuracy of their results.</p>	<p>Public priorities often steer the recipients' need definition.</p> <p>The results and measurement methods are agreed upon and included in the project's documents.</p>	<p>Projects include results and indicators which could be aligned to national plans and priorities. In other cases, the readings are linked to achievements of lower significance, even being only managerial ones.</p>

Stages Criteria	Identification	Negotiation	Formulation
<b>Recipient leadership</b>	<p>The concept of recipient leadership can be relative. Regarding the question in the survey on this matter, all replies pointed to enhancing commitment, participation, support, etc. but not process management. Most triangular cooperation projects are set off by the recipient's demands, yet there is no evidence (in the survey sample) of "projects being managed by the recipient partner.</p> <p>The rest of the partners are supportive and acknowledge the leadership constantly, revealing co-responsibility". In some cases, rather by changes, political upheaval, or institutional adjustments, some of the offerors perceived that they had to invigorate the process.</p>		
<b>Shared results</b>	<p>Results definition is usually set based on the project execution. No specifications per partner are available.</p>	<p>Goals and results are not necessarily negotiated. They rather derive from the joint work between partners, and if they originate from bilateral liaisons, they are amended through dialogue with the first or second offeror.</p>	<p>Projects include indicators and, in some cases, monitoring strategies.</p>
<b>Actions sustainability</b>	<p>Recipients' demands are usually a real need for the development of the countries. There is no evidence that basic elements to ensure the sustainability of the project's results is required at this stage.</p>	<p>Recipient-promoted initiatives have clear goals and aims. Recipients are not fully politically committed, mainly if international cooperation coordinators are not involved. Technical agents' commitment may fluctuate easily due to administrative and/or political circumstances.</p>	<p>Projects are aligned to the countries' public policies. These topics integrate the valorization criteria for their approval. The problem lays in how changeable public policies could be in some countries. In most cases, executor institutions are involved in the formulation from the beginning. In other cases, they are considered risk factors. However, political, administrative and personnel changes remain as the main challenges for the projects' execution</p>

Stages Criteria	Identification	Negotiation	Formulation
Visibility		Beyond channel negotiations, partners can choose visibility strategies. This is common practice for second offerors (developed).	There is no evidence of agreements on visibility towards external actors.

Source: Own source based on information from the provided survey forms and interviews.

## 06 Good practices

Complementary to the above analysis, good practices emerging from the development of INF stages in triangular projects are reviewed hereunder<sup>47</sup>.

- Regardless of the triangular project's origin, it was evidenced that institutions are increasingly considering TrC as an adequate means for endorsing development processes. Consequently, there is a high convergence between the different agents for involving in TrC processes.
- Early identification of coordinators and leaderships is an efficient option to ensure better and more concordant development during INF stages and other stages of the project life cycle.
- During INF stages, the existence of horizontal and non-conditioned liaisons became evident. No project was mentioned otherwise concerning these initial stages<sup>48</sup>.
- In those projects with permanent coordination and articulation between the institutions responsible for the international cooperation, technical institutions, and their counterparts, the materialization, and execution of the project were more expedited and with higher ability to adapt to change.

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<sup>47</sup> In order not to repeat information that has already been presented previously, a specific statement of each good practice will be made.

<sup>48</sup> However, as already mentioned, for the execution, monitoring and evaluation stages, certain "verticalities" were identified, as a result of the need to apply the processes and procedures of the second bidders, particularly when they are developed countries or international organizations.

- Projects structuring and later execution turned out to be more adequate and sustainable in those projects where prior identification, characterization, and actor recognition activities were held. In this context, participative and confidence-building spaces turned out of importance.
- Preparation and training activities on the second offeror's procedures may enable project execution, as well as monitoring, assessing, reports drafting, and presentation.
- Those experiences and skills which are systematized and available to potential recipients allow to reduce the knowledge curve between the parties, enable the understanding of such experiences, and better identification of potential triangular initiatives.
- A considerable number of triangular projects resulted from the continuance of initiatives previously developed in bilateral spaces. This contributed to the consolidation of first offerors' experiences, their escalation, strengthening technical liaisons, and mutual benefit.
- Most projects were much more substantial than CSS's average ones. This opens the way to multi-actor and multi-level initiatives and a much wider view on results and impact.
- The technical institutions' high commitment allowed to rely on well-formulated projects and to execute pertinent activities per the recipient's particular conditions. This enabled the development of processes, the ability to adjust to executions, building, and strengthening of liaisons, and improvement in the projects' sustainability.
- Permanent communication between the actors, videoconferences, identification missions, and/or (in-situ) exchanges, consults, identification workshops, and/or formulation enabled better identification of the recipient's problems and needs as well as first offeror's skills.
- Several projects involved the participation of technical and administrative joint work between first and second offerors. One project displayed such joint work between second offerors with the combination of their technical and financial contributions.

- Some second offerors seek a more active role in the projects, not merely being funders. They wish for more active participation in the INF stages and making greater technical contributions during the execution.
- Several actors were engaged in wide advertising and activities reporting on their projects and executions thereof. Public diffusion strategies were applied, and they provided recipients, local actors, and direct beneficiaries with feedback on the results.

## 07 Triangular cooperation challenges

Based on the identification of challenges and good practices included in the “Challenges in Ibero-American South-South Cooperation (PIFCSS, 2020)” document, its validation was carried out by the collected information from each of the projects. Since these topics were tackled in detail in the Guideline analysis, in this case only punctual references pertinent to the verification of the existence of challenges at INF Stages will be made. As shown in Table No. 14, the provided information relates to the analysis of the before-mentioned document.

**TABLE NO. 14**

	Challenges / Stages	Identification
1	<b>STRENGTHENING DIFUSION OF KNOWLEDGE ON CSS AND TRC</b>	<b>Continuing.</b> Institutional weaknesses persist in these aspects. A deeper awareness of the contribution made by CSS and TrC to countries' development is still pending. Institutional changes and personnel rotation hinder the progress of this challenge. Technical agents require more training and support on these subjects.
2	<b>PROMOTING EVIDENCE ON TRC'S ADDED-VALUE</b>	<b>Continuing.</b> A deeper understanding of the subjects is observed. Nonetheless, the gathering of evidence seems to be widely related to structural matters, such as knowledge on CSS management, being then transferred to TrC.

	Challenges / Stages	Identification
3	<b>FOSTERING FRUITFUL DIALOGUE BETWEEN PARTNERS</b>	<b>Continuing.</b> There are still major improvements to be done. It became evident that the triangle “breaks” due to direct dialogues between the second and first offeror, and the first offeror and recipient. The former happens mainly when the funding role is relatively distant from the recipient. Additionally, a considerable number of recipients’ cooperation coordinators agents expressed not to be aware of or have participated in management projects where their institutions were involved.
4	<b>PROMOTING SOLID AND TRAINED INSTITUTIONS</b>	<b>Continuing.</b> This is the most evident weakness. Indeed, there are differences between the skills of those institutions responsible for cooperation and the technical agent. Additionally, in some cases, there is a lack of motivation for technical agents to participate in CSS and TrC spaces, since this stands for new responsibilities pressing on their work capacity. It is not evident whether countries are differentiating between their supplies and/or demands channeled through CSS or TrC it became more evident that some CSS bilateral arrangements, even with traditional cooperators, are transferred to or enhanced by TrC.
5	<b>BUILDING BRIDGES BETWEEN SKILLS AND NEEDS</b>	<b>Improving.</b> More countries rely on policies, strategies, or catalogs for promoting CSS and TrC. However, they may seem excessive or poorly differentiated. It is increasingly important for second offerors, particularly developed ones, to report more systematically and well in advance on the available options for accessing TrC spaces.
6	<b>INCREASING DIALOGUE AND COORDINATION MECHANISMS</b>	<b>Continuing.</b> This relates to challenge No. 3. It is still necessary to move forward in the consolidation of recipient leadership.
7	<b>PROMOTING A MORE ADAPTABLE AND FLEXIBLE TrC</b>	<b>Continuing.</b> This is still an important challenge. Some verticality in liaisons is evident due to the need for applying the second offeror’s procedures and requirements, placing responsibility on the first offeror.

	Challenges / Stages	Identification
8	<b>CREATING ALTERNATIVE FINANCING CHANNELS</b>	<b>Continuing.</b> In addition to funding resources, the need to strengthen human resources is clear. The lack of continuous training strategies, institutional changes, and personnel rotation make this matter an important challenge.
	Challenges / Stages	Negotiation and formulation
1	<b>FOSTERING CLEARER AND INCLUSIVE GOVERNANCE</b>	<b>Continuing.</b> The convergence of several or many actors causes difficulties in coordination. Coordination mechanisms, roles, and responsibility allocation have been detected (which can be found in operative plans and project documents). In several cases, the mechanisms used are those of the second offeror's or the funding mechanism currently in use (Japan, Spain EU, or Chile-Mexico Fund).
2	<b>PROMOTING PERMANENT TRAINING SYSTEMS</b>	<b>Continuing.</b> This is related to challenge No. 4 from the identification stage. Certainly, it is a persisting need. At baseline, there is a basic element related to the high personnel rotation and low institutional learning skills on conducted processes.
3	<b>FOSTERING MORE APPROACHABLE AND EFFECTIVE TOOLS</b>	<b>Continuing.</b> The significant second offeror's influence on the TrC project, namely when developed, has an impact on the different processes.
4	<b>DEVELOPING MECHANISMS FOR TIMELY AND ACCESSIBLE INFORMATION</b>	<b>Continuing.</b> This is a continuing need, on the one hand, for accessing the information on potential opportunities and, on the other hand, for effective and planned reaction.
5	<b>STRENGTHENING NEGOTIATION SKILLS</b>	<b>Continuing.</b> Occasionally, there is no balance between the political and technical areas. The second offeror's influence or the characteristics of their means of resource access can generate unbalanced negotiation. In other cases, these are dialogue rather than negotiation spaces.

Source: Own source based on survey forms and interviews information.

## 08 Conclusions

The following conclusions can be reached as the result derived from the analysis in the present study:

- From the global analysis of the ten projects comprised by the present study, the key TrC strengths (not homogeneous though) could be verified. It could be observed that they seek skill development and focus on technical cooperation; several of them are multi-actor and multi-level, and INF stages, as well as others from their life cycle, are based on horizontality, flexibility, and adaptability.
- Even when it is not possible to assert that all and each of the comprised projects in this study, it could be observed transversally that some of the basic characteristics and good practices describe hereabove are present. Accordingly, so that more homogeneous processes are to be fostered, there are still spaces for improvement to strengthen TrC processes and projects in Ibero-America.
- Even when essential elements of the building of triangular alliances, such as horizontality, unconditionality, mutual benefit, etc., have been consolidated in the region, there are still some aspects that need important improvement, such as meaningful identification activities, more participative developing governance mechanisms that should be addressed to coordinating and decision-making, more flexible bureaucratic processes to be easily adaptable to the recipients' realities, and broader advertising strategies and communication which would enable access to as much project information as possible.

- Based on the above, the need to move forward jointly becomes more evident (including all partners of triangular projects) to enhance more homogenous project cycles. This does not necessarily imply complex negotiations or discussions, but the identification of a basis that in turn will expedite a smoother development of each stage and will enable partners to comply with internal regulations and procedures.
- In a complementary manner, for some first offeror and recipient countries, there is still the need to strengthen coordination mechanism and articulation between institutions responsible for international cooperation and their technical institutions, as well as with their equals in the region and second offerors' partners. In another sense, knowledge systematization and management result from CSS and TrC actions.
- Even when the "*Management Guidelines for implementing Triangular Cooperation in Ibero-America (DT-08/2015)*" is not applied by countries from the region as such (Guideline) it is nonetheless a document that thoroughly collects most of the elements for developing better TrC processes. The detailed analysis of each stage of the project's life cycle would facilitate not to standardize but to set clear references for enhancing countries' participation in each of the stages. This will additionally draw attention to how useful "*Challenges in Triangular Cooperation in Ibero-America: Identifying good practices to strengthen its management (DT-18/2020)*" is, since it not only identifies such challenges but also, makes headway regarding good practices at INF stages.
- Finally, based on the examination of the ten projects included in this study, it can be concluded that, at least to the present, it is not possible to envisage an Ibero-American TrC model or a few models that could characterize it. Contrarily, there is a significant number of forms of liaison deriving from bilateral nexus such as South-South or North-South, which are further complemented by other countries making way to actors' initiatives in the region. Such survey forms are the following:
  - They result from bilateral relationships between the first offeror and recipient in the CSS context (Sugar, EDEM, OVOP).
  - They arise from former bilateral experiences between second offeror (developed country) and recipient, in a traditional cooperation context, including later a first offeror (Agricultural Credit, Big Data, Dual training).

- They apply for open anchoring calls by traditional second offerors (EDEM, Mirada Ciudadana - Program Adelante, Dual training, Marine - coastal - German Triangular Fund).
- They correspond to bilateral arrangements between developing countries, that enable triangulation with others with the same characteristics (Chile-Mexico Fund).
- They have access to triangular facilities created by bilateral agreements between second and first offeror (Spain last generation agreements, Partnership Programs from Japan).
- The first offeror is the funding partner and holds the specific technical experience, they associate with agents to complement from their experience on sectorial technical knowledge, liaisons with recipient countries, resource management skills, and logistics management (School feeding).

# Appendices



## APPENDIX 1

### Methodology

Bearing in mind the countries' roles in triangular projects, this present study included those institutions responsible for international cooperation from each country (Ministry of Foreign Affairs, Cooperation Agencies or assessment bodies, according to each case), as well as main technical agents functioning as providers or knowledge recipients. In the case of second offerors, the focus was made on the agencies or country representatives, or international agencies directly associated with the projects, under the understanding that “*political*” posturing and the techniques from their corresponding offices were developed to be replicated and, therefore, it was not necessary to consult their central institutions.

Three sources were chosen for collecting the required information, two main sources and one secondary. In the case of the latter, a survey form was designed for each of the reviewed agents taking into consideration their particular emphasis; they were consulted about the development of the three mentioned stages to summarize the main criteria of the Guideline. Survey forms were divided into three sections (General view, criteria implementation, and correlation with the project's results). For international cooperation coordinators survey forms containing eighteen (18) questions were designed while for technical institutions comprised eleven (11). The below Tables, the correlation between questions and Guideline criteria are shown:

## LOGIC STRUCTURE IN THE APPLIED SURVEY FORMS

### INTERNATIONAL COOPERATION COORDINATING INSTITUTIONS (1ST AND 2ND OFFERORS AND RECIPIENTS)

Questions	Statement component	Stages in project's life cycle / Management Guideline criteria
1	<b>GENERAL VIEW</b>	Knowledge on Guideline
2		Guideline implementation
3		Identification
4		Negotiation
5		Formulation
6	<b>MAIN GUIDELINE CRITERIA</b>	An approach based on demand, Recipient leadership
7		Actors' articulation
8		Skills development
9		Adaptability, context adaptability
10		Partners' contributions
11		Initiative effectiveness, management shared by results, shared results, a stake in the initiatives' effectiveness
12		Initiatives' sustainability
13		Information access, visibility
14	<b>CORRELATION WITH RESULTS</b>	Actors' articulation
15		
16		Initiative effectiveness, management shared by results, shared results, a stake in the initiatives' effectiveness
17		Initiatives' sustainability, Approach based on demand, Recipient leadership
18		Information access, visibility

Source: Author's creation.

## LOGIC STRUCTURE IN THE APPLIED SURVEY FORMS

### TECHNICAL INSTITUTIONS (1ST AND 2ND OFFERORS)

Questions	Statement component	Stages in project's life cycle/ Management Guideline criteria
1	GENERAL VIEW	Identification, negotiation
2		Formulation
4	CRITERIA MANAGEMENT GUIDELINES	Initiative effectiveness, management shared by results, shared results, a stake in the initiatives' effectiveness
5		An approach based on demand, recipient leadership
6		Skills development
7		Adaptability, context adaptability
8		Partners' contributions
9	CORRELATION WITH RESULTS	Actors' articulation
10		Initiative effectiveness, management shared by results, shared results, a stake in the initiatives' effectiveness
11		Initiatives' sustainability, Approach based on demand, Recipient leadership

Source: Author's creation.

Survey forms consisted of two types of questions (See Appendixes 2 to 6), the first set focused on the quantitative analysis, contained statements (affirmations) on specific topics, and respondents were asked to choose one out of three (Totally agree – TA; Partially agree – PA or Totally disagree – TD).

- If in the respondent's opinion all statements were met (which were numbered), the reply should be "*Totally agree*".
- If at least one of the statements were not fulfilled, the reply should be "*Partially agree*".
- If none of the statements were fulfilled, the reply should be "*Totally disagree*".

To collect additional information and to enable qualitative analysis, respondents were requested to expand and/or briefly explain each of their chosen options.

- If the selected choice was TA, respondents needed to highlight the more outstanding statements.
- If the selected choice was PA, respondents needed to highlight and explain the statement(s) which were not fulfilled and/or the most relevant ones that were met.
- If the selected choice was TD, respondents needed to highlight those statements considered the most critical.

The second method for collecting primary information was through focus groups (FG) and/or individual interviews (II). On average, FG relied on the participation of three or four agents associated with the projects. II were carried out to obtain a first approach to each project, to cover the same topics as in the focus groups<sup>49</sup>, or to clear up any doubts on the requested information or the completion of the survey forms. In the case of substantive information collection, the focus was made on the identification of learned lessons and/or good practices associated with the INF strategy execution and the review of coordination mechanisms. Indicative questions are listed in Appendix 6.

For tabulating information, the following process was followed:

- All quantitative analysis is based on participation, regarding the total number of options TA, PA, and TD.
- The “*general view*” of the actors involved in the triangular projects was obtained by associating all similar questions in the 5 survey forms. This entailed not considering questions regarding knowledge and Guideline implementation, nor those questions regarding information and advertising topics. For each agent, the average of all replies was calculated.
- For the evaluation of all actors’ replies, in each of the 3 sections in the form, the average from the set of questions contained therein was used.
- The replies for each question from each actor were assessed by the TA, PA, and TD percentages.
- For qualitative analysis, all the explanations to the questions in the survey forms were considered and clustered as well as the focus groups’ contributions or individual interviews to the different actors’ representatives.

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<sup>49</sup> When for reasons of schedule or connection it was not possible to participate in a GF.

## APPENDIX 2

### TrC Actors Question forms

### Institutions responsible for international cooperation- First offerors

1. The institution you represent is aware of the “*Management Guidelines for implementing Triangular Cooperation in Ibero-America - PIFCSS*” Working Document No.8, 2015.

2. During identification, negotiation, and formulation stages of the project, the authorities responsible for the CSS management in your institution considered the criteria comprised in the Management Guidelines for supporting the identification, negotiations, and formulation of the project.

3. During the identification of the project, after the recipient’s application (1), the problem was pinpointed adequately (2), and its causes were clearly established (3). It was agreed to formulate a Triangular Cooperation project (4).

4. During the negotiation stage, all involved actors from the three partners were identified (1). The authorities responsible for the CSS management, within the institution, enable communication, encounters, and basic agreements to formulate the project (2).

5. As a result of the formulation stage, the three actors structured a project that met the recipient’s needs and their characteristics (1) and allocated specific roles for each of them (2). The project was clear (3), gathered all resources (technical, financial, in-kind, etc.) that partners would provide (4), aimed at achieving the expected results (5), and could be sustainable in time (6).

6. The recipient partner had an important leadership in the identification, negotiation, and formulation of the project (1), stages developed under strict horizontal conditions between the different partners (2). Each partner’s contribution to the project was made under equal conditions and consistent with their skills and characteristics (3).

**7.** The bodies responsible for international cooperation (Chancelleries, Cooperation Agencies, or others) led the articulation between the different partners in terms of communication, identification, negotiation, and formulation of the project (1). Partners established (formal or informally) a governance structure adequate to the project development; this was evident from the identification and formulation of the project (2).

**8.** From the start, the project was considered as a technical cooperation initiative between the three involved actors (1). Identification and formulation of the project were focused mainly on the development of the recipient's skills development (2). The skill strengthening activities within the project laid mainly on the first offeror (pivot country) (3).

**9.** During the identification and formulation stages, it was necessary to adapt your country's experience as the first offeror (pivot country) to the recipient's needs (1). If there was technical participation from the second offeror (facilitator country), during such stages it was necessary to adapt your experience to the recipient's particular conditions (2).

**10.** During the identification of the necessary resources for the project's execution and while planning the budget, the valorization (quantification) of the technical contribution, not only financial, from your country as first offeror (pivot country) was considered (1) and the recipient's contribution estimates were included (2).

**11.** During the identification and formulation process, activities (1), measurements indicators (2), and risk management (3) were designed based on consensus to ensure the project's success in pursuit of results.

**12.** During identification, negotiation, and formulation stages, the necessary factors were considered or present (skills development, recipient's empowerment, institutional support, etc.) to guarantee the project's sustainability (1).

**13.** The information on the project, from its formulation, formal agreement, and execution, was publicly shared, public knowledge was provided (1). The project considered publicizing the visibility of the cooperation initiative (it became public knowledge) and the results thereof (2).

**14.** The allocated roles to the different actors during the previous stages were fulfilled in the execution, monitoring, and evaluation stages (1). Coordination and articulation schemes led by the bodies responsible for international cooperation contributed substantially to the project's execution and results (2).

**15.** Joint implementation of identification, negotiation, and formulation stages of the project contributed to the establishment of a liaison between the involved partners (1). The partners' institutional procedures were harmonized to adapt them to the project's execution (2).

**16.** Budgeting, technical, in-kind (etc.) commitments taken on by the partners were fulfilled during the project's execution as planned in its formulation (1). The project's results were reached per each partner's contribution, joint work, and preset measurements (2).

**17.** Recipient's initiative, leadership, and appropriation were kept during the execution, monitoring, and evaluation stages and were crucial factors for the project sustainability (1). Evidence proves that the project has been sustainable (2).

**18.** Project's documents, breakthroughs, and execution final reports have been publicized and made publicly available (1) and have been disclosed to the key actors of the triangular cooperation project (2).

## APPENDIX 3

### TrC Actors Question forms First Offeror Technical Institutions

1. During the triangular project identification and negotiation, your institution actively supported the institution responsible for its country's international cooperation coordination so that it could reach the agreements necessary for the formulation of the project (1). The project was considered from the start a technical cooperation initiative between the involved actors (2).

2. During the triangular project formulation stage, a recipient's first draft was known (1). Your institution, together with the facilitator and recipient countries, actively supported the drafting of the final version (2).

3. As a result of the formulation stage, the three actors structured a project that met the recipient's needs and particularities (1) and the allocation of specific roles for each of them (2). The project was clear (3), it gathered all resources (technical, financial, in-kind, etc.) to be contributed by the partners (4), it aimed at achieving the expected results (5) and could be sustainable in time (6).

4. During the project formulation stage, activities (1), measurements indicators (2), and risk management (3) were designed based on consensus to ensure the project's success in pursuit of results.

5. Technical institutions (counterpart to yours) from the recipient country took an important leadership in the identification, negotiation, and formulation of the project (1), said stages were developed under strict horizontality conditions among the partners (2). Each partner contributed to the project under equal conditions and consistent with their skills and characteristics (3).

- 6.** Project identification and formulation were focused mainly on the development of the recipient's skills development (1). The skill strengthening activities within the project laid mainly on your institution as the first offeror's representative (2).
- 7.** During the identification and formulation stages, it was necessary to adapt your institution's experience to the recipient's needs (1). If there was technical participation from the second offeror (facilitator country), during such stages it was necessary to adapt your experience to the recipient's particular conditions (2).
- 8.** During the identification of the necessary resources for the project's execution and while planning the budget, the valorization (quantification) of the technical contribution, not only financial, from your institution was considered and the recipient's contribution estimates were included (2).
- 9.** Joint implementation of identification, negotiation, and formulation stages of the project contributed to the establishment of a liaison between the involved technical partners (1). The technical partners' institutional procedures were harmonized to be adapted to the project's execution (2).
- 10.** Budgeting, technical, in-kind (etc.) commitments taken on by the partners were fulfilled during the project's execution as planned in their formulation (1). The project's results were reached per each partner's contribution, joint work, and preset measurements (2).
- 11.** During the triangular project execution, the necessary factors were present (skills development, recipient's empowerment, institutional support, etc.) to guarantee the project's sustainability (1). Initiative, leadership, and recipient's appropriation were kept during the execution, monitoring, and evaluation stages and were crucial factors for the project sustainability (2). Evidence proves that the project has been sustainable (3).

## APPENDIX 4

### TrC Actors Question forms

#### Second offeror

1. At some point in the triangular project definition, the institution you represent was aware of the “*Management Guidelines for implementing Triangular Cooperation in Ibero-America – PIFCSS*” Working Document No.8, 2015.
2. During the identification, negotiation, and formulation stages, the authorities responsible for the triangular cooperation project definitions in your institution considered the criteria comprised in the Management Guideline for implementing Triangular Cooperation in Ibero-America - PIFCSS.
3. During the identification of the project, after the recipient's application (1), the problem was pinpointed adequately (2), and its causes were clearly established (3). It was agreed to formulate a triangular cooperation project (4).
4. During the negotiation stage, all involved actors from the three partners were identified (1). The authorities responsible for the CSS management, within your institution, enable commination, encounters, and basic agreements to formulate the triangular cooperation project (2).
5. As a result of the formulation stage, the three actors structured a triangular cooperation project that met the recipient's needs and their characteristics (1) and allocated specific roles for each of them (2). The project was clear (3), gathered all resources (technical, financial, in-kind, etc.) that partners would provide (4), aimed at achieving the expected results (5), and could be sustainable in time (6).

**6.** The recipient partner had an important leadership in the identification, negotiation, and formulation of the project (1), stages developed under strict horizontal conditions between the different partners (2). Each partner's contribution to the project was made under equal conditions and consistent with their skills and characteristics (3).

**7.** The bodies responsible for international cooperation (Chancelleries, Cooperation Agencies, or others) led the articulation between the different partners in terms of communication, identification, negotiation, and formulation of the triangular cooperation project (1). Partners established (formal or informally) a governance structure adequate to the project development; this was evident since the identification and formulation of the project (2).

**8.** From the start, the project was considered as a technical cooperation initiative between the three involved actors (1). Identification and formulation of the project were focused mainly on the development of the recipient's skills development (2). The skill strengthening activities within the project laid mainly on the first offeror (pivot country or responsible for skills development) (3).

**9.** During the identification and formulation stages, it was necessary to adapt your country's experience as a facilitator partner to the recipient's needs (1). During such stages, it was necessary to adapt the first offeror's experience (pivot country or responsible for skill strengthening) to the recipient's particular conditions (2).

**10.** During the identification of the necessary resources for the project's execution and while planning the budget, the valorization (quantification) of the technical contribution, not only financial, from the first offeror (pivot country or responsible for skill strengthening) was considered (1) and the recipient's contribution estimates were included (2).

**11.** During the identification and formulation process, activities (1), measurements indicators (2), and risk management (3) were designed based on consensus to ensure the project's success in pursuit of results.

**12.** During identification, negotiation, and formulation stages, the necessary factors were considered or present (skills development, recipient's empowerment, institutional support, etc.) to guarantee the project's sustainability (1).

**13.** The information on the project, from its formulation, formal agreement, and execution, was publicly shared, public knowledge was provided (1). The project considered publicizing the visibility of the cooperation initiative (it became public knowledge) and the results thereof (2).

**14.** The allocated roles to the different actors during the previous stages were fulfilled in the execution, monitoring, and evaluation stages (1). Coordination and articulation schemes led by the bodies responsible for the cooperation contributed substantially to the project's execution and results (2).

**15.** Budgeting, technical, in-kind (etc.) commitments taken on by the partners were fulfilled during the project's execution as planned in its formulation (1). The project's results were reached per each partner's contribution, joint work, and preset measurements (2).

**16.** Joint implementation of identification, negotiation, and formulation stages of the project contributed to the establishment of a liaison between the involved partners (1). The partners' institutional procedures were harmonized to be adapted to the project's execution (2).

**17.** Recipient partner's initiative, leadership, and appropriation were kept during the execution, monitoring, and evaluation stages and were a crucial factor for the project sustainability (1). Evidence proves that the project has been sustainable (2).

**18.** Project's documents, breakthroughs, and execution final reports have been publicized and made publicly available (1) and have been disclosed to the key actors of the triangular cooperation project (2).

## APPENDIX 5

### TrC Actors Question forms Institutions responsible for International Cooperation - Recipients

1. The institution you represent is aware of the “Management Guidelines for implementing Triangular Cooperation in Ibero-America – PIFCSS” Working Document No.8, 2015.
2. During the identification, negotiation, and formulation stages of the project, the authorities responsible for the CSS management in your institution considered the criteria comprised in the Management Guidelines for supporting the identification, negotiations, and formulation of the project.
3. During the identification of the project, after you applied for recipient country (1), the problem was pinpointed adequately (2), and its causes were clearly established (3). It was agreed to formulate a Triangular Cooperation project (4).
4. During the negotiation stage, all involved actors from the three partners were identified (1). The authorities responsible for the CSS management, within your institution, enable commination, encounters, and basic agreements to formulate the project (2).
5. As a result of the formulation stage, the three actors structured a project that met your country’s needs and characteristics as recipient partner (1) and allocated specific roles for each of them (2). The project was clear (3), gathered all resources (technical, financial, in-kind, etc.) that partners would provide (4), aimed at achieving the expected results (5), and could be sustainable in time (6).
6. Your country’s political and technical bodies, as recipient partners, had an important leadership in the identification, negotiation, and formulation of the project (1), stages developed under strict horizontality conditions between the different partners (2). Each partner’s contribution to the project was made under equal conditions and consistent with their skills and characteristics (3).

**7.** The bodies responsible for international cooperation (Chancelleries, Cooperation Agencies, or others) led the articulation between the different partners in terms of communication, identification, negotiation, and formulation of the project (1). Partners established (formal or informally) a governance structure adequate to the project development; this was evident from the identification and formulation of the project (2).

**8.** From the start, the project was considered as a technical cooperation initiative between the three involved actors (1). Identification and formulation of the project were focused mainly on the development of your country's skills development as a recipient partner (2). The skill strengthening activities within the project laid mainly on the first offeror (pivot country) (3).

**9.** During the identification and formulation stages, it was necessary to adapt the first offeror's experience (pivot country or responsible for skill strengthening) to your country's needs as a recipient partner (1). If there was technical participation from the second offeror (facilitator country), during such stages it was necessary to adapt said country's experience to your country's particular conditions as recipient country (2).

**10.** During the identification of the necessary resources for the project's execution and while planning the budget, the valorization (quantification) of the technical contribution, not only financial, from the first offeror (pivot country, responsible for skills development) was considered (1) and your country's contribution estimates, as recipient country, were included (2).

**11.** During the identification and formulation process, activities (1), measurements indicators (2), and risk management (3) were designed based on consensus to ensure the project's success in pursuit of results.

**12.** During identification, negotiation, and formulation stages, the necessary factors were considered or present (skills development, recipient's empowerment, institutional support, etc.) to guarantee the project's sustainability in your country (1).

**13.** The information on the project, from its formulation, formal agreement, and execution, was publicly shared, public knowledge was provided (1). The project considered publicizing the visibility of the cooperation initiative (it became public knowledge) and the results thereof (2).

**14.** The allocated roles to the different actors during the previous stages were fulfilled in the execution, monitoring, and evaluation stages (1). Coordination and articulation schemes led by the bodies responsible for international cooperation contributed substantially to the project's execution and results (2).

**15.** Joint implementation of identification, negotiation, and formulation stages of the project contributed to the establishment of a liaison between the involved partners (1). The partners' institutional procedures were harmonized to adapt them to the project's execution (2).

**16.** Budgeting, technical, in-kind (etc.) commitments taken on by the partners were fulfilled during the project's execution as planned in its formulation (1). The project's results were reached per each partner's contribution, joint work, and preset measurements (2).

**17.** Your country's Initiative, leadership and appropriation as recipient partner were kept during the execution, monitoring, and evaluation stages and were crucial factors for the project sustainability (1). Evidence proves that the project has been sustainable (2).

**18.** Project's documents, breakthroughs, and execution final reports have been publicized and made publicly available (1) and have been disclosed to the key actors of the triangular cooperation project (2).

## APPENDIX 6

### TrC Actors Question forms

#### Technical Institutions - Recipients

1. During the triangular project identification and negotiation, your institution actively supported the institution responsible for your country's international cooperation coordination so that it could reach the agreements necessary for the formulation of the project (1). The project was considered from the start a technical cooperation initiative between the involved actors (2).

2. During the triangular project formulation stage, a first draft prepared by your institution was known (1). Your institution, together with the first offeror's (knowledge provider) and facilitator, actively supported the drafting of the final version (2).

3. As a result of the formulation stage, the three actors structured a project that met your institution's needs and particularities as the recipient of the skill strengthening (1) and the allocation of specific roles for each of them (2). The project was clear (3), it gathered all resources (technical, financial, in-kind, etc.) to be contributed by the partners (4), it aimed at achieving the expected results (5) and could be sustainable in time (6).

4. During the project formulation stage, activities (1), measurements indicators (2), and risk management (3) were designed based on consensus to ensure the project's success in pursuit of results.

5. Your institution, as the recipient of skill strengthening, took an important leadership in the identification, negotiation, and formulation of the project (1), said stages were developed under strict horizontality conditions among the partners (2). Each partner contributed to the project under equal conditions and consistent with their skills and characteristics (3).

**6.** Project identification and formulation were focused mainly on the development of your institution's skills development (1). Your institution's skill strengthening activities are laid mainly on the first offeror's technical institution(s), as knowledge provider (2).

**7.** During the identification and formulation stages, it was necessary to adapt the first offeror's experience (knowledge provider) to your institution's needs (1). If there was technical participation from the second offeror (facilitator country), during such stages it was necessary to adapt such experience to your institution's particular conditions (2).

**8.** During the identification of the necessary resources for the project's execution and while planning the budget, the valorization (quantification) of your institution's contribution (1) was considered and the first offeror's technical institutions contribution estimates, not only financial, were included (knowledge provider) (2).

**9.** Joint implementation of identification, negotiation, and formulation stages of the project contributed to the establishment of a liaison between the involved technical partners (1). The technical partners' institutional procedures were harmonized to be adapted to the project's execution (2).

**10.** Budgeting, technical, in-kind (etc.) commitments taken on by the partners were fulfilled during the project's execution as planned in their formulation (1). The project's results were reached per each partner's contribution, joint work, and preset measurements (2).

**11.** During the triangular project execution, the necessary factors were present (skills development, recipient's empowerment, institutional support, etc.) to guarantee the project's sustainability (1). Your institution's initiative, leadership, and appropriation, as recipients of skill strengthening, were kept during the execution, monitoring, and evaluation stages and were a crucial factor for the project's sustainability (2). Evidence proves that the project has been sustainable (3).

## **APPENDIX 7**

### **Focus Groups questions and individual interviews**

*Which were the good practices identified in the development of the three stages in the present study? (It worked well).*

*Which modifications should be introduced in the execution of the project's three stages? (It did not work out well).*

*Which experiences, actions, or situations should not arise in the future? – learned lessons (it did not work out).*

*Which elements were not included, or which actions were not taken during the execution of the three stages? (It remains to be done or were not done).*

*How would you qualify the ease and difficulties presented in the coordination of the initial stages of the triangular cooperation projects where you participated in? Why? How did the coordination with the international cooperation instances (and with their equivalent) work?*

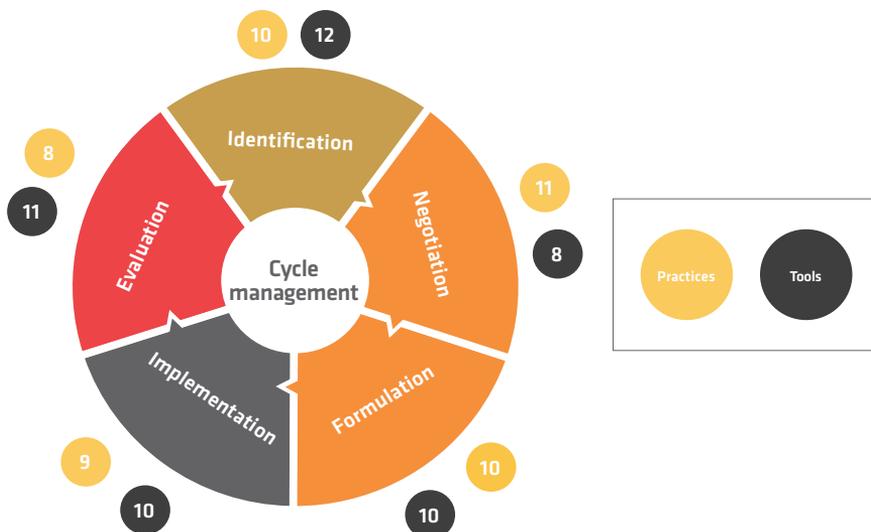
## **APPENDIX 8**

### **Management Guidelines for implementing Triangular Cooperation in Ibero-America (DT-08/2015)**

From the beginning of, PIFCSS member countries have expressed their interest in TrC in pursuit of improving the skills of the cooperation governing bodies. Since 2014, the initiative was resumed and the “Management Guideline for implementing Ibero-American South-South Cooperation” (Guideline) was developed to ensure common TrC criteria, to promote the effectiveness of its initiatives, to foster TrC development, among others, being its goal to provide operational guidance for TrC management. The Guideline seeks to demonstrate that TrC is much more than funding for ongoing projects, but rather it generates added value and stands for a strategy to materialize contributions under equal conditions.

In this sense, the Guideline sets five principles for TrC in Ibero-America (horizontality, mutual benefit, recipient leadership, effectiveness and efficiency, and mutual accountability) together with 16 basic guiding criteria in said cooperation, which, in time, translates into ideal practices (almost 50) and tools (over 50) which enable the materialization of said practices. These tools can be classified into three types: Project governance tools, procedure tools, and instrumental tools.

Accordingly, and taking into consideration TrC projects' life cycle, the Guideline applies a set of criteria to each of the stages of the mentioned cycle, highlighting ideal practices associated with such criterion and the tools for its concretion (PIFCSS, 2015). This can be summarized as follows:



Source: Management Guideline, 2015.

In a complementary manner to the five stages of the project's life cycle above-mentioned, the Guideline compresses the follow-up and monitoring as indispensable actions to ensure effective TrC management (seven follow-up and three monitoring actions).

Lastly, it sets forward a proposal that corresponds to each of the 16 TrC guiding criteria with the respective stages of the project's life cycle, and, in each stage, ideal practices are identified which enable criteria enforcement together with other examples that allow materializing said practices.

## APPENDIX 9

### Challenges in Triangular Cooperation in Ibero-America: Identifying good practices to strengthen its management (DT-18/2020)

In 2019, PIFCSS held a workshop where the main challenges for TrC in the region were established, mainly related to the need to promote greater technical skills, elaborate managerial tools, and foster dialogue between the involved actors. Additionally, the elements of added value produced by TrC were identified, such as enhancing resources, promoting articulation between actors, fostering knowledge transfer, complementing work agendas, facilitating exchange between Southern countries, among others.

The following Table relates said challenges, according to the **identification, negotiation, and formulation stages (INF)** of TrC projects.

Stage	Challenge	Description
Identificación	Knowledge advertising on CSS and TrC	Lack of knowledge on its characteristics and specific benefits for the involved actors and the worth of technical cooperation.
	Evidence on the added value of TrC	Faulted advertising of its advantages beyond economic resources.
	Dialogue between actors	The disparity in the acquired skills between the governing bodies of the cooperation.
	Solid and competent institutions	The disparity in the acquired skills between the governing bodies of the cooperation.
	Bridges between skills and needs	Difficulty in recognizing partners' skills as well as local needs.
	Dialogue and coordination mechanisms	Lack of knowledge on the processes and tasks for each stage.
	Adaptable and flexible TrC	Flexibility and ability to adapt to different contexts.
	Financial alternatives	Resources beyond financial, human, and qualified technical teams.

Stage	Financial alternatives	Description
Negotiation and formulation	Clear and inclusive governance	Considering the difficulty of coordinating three or more actors.
	Permanent training	Aimed at improving TrC management processes.
	Agile tools	Instruments adaptation (forms).
	Timely information	On the opening of calls, available cooperation mechanisms, etc.
	Negotiation skills	Weak technical teams.

Source: Own elaboration based on PIFCSS (2020).

In this sense, and view of the identified challenges scenario, participants elaborated a series of guiding practices for the improvement of TrC management in the region, which include fostering training instances, TrC experience systematization, round tables organization, mapping of institutions and needs, creation of a website for available supply information, among other practices to be implemented.

Finally, a series of proposals are put forward for PIFCSS to encourage as means to strengthen the management of this cooperation modality in terms of skill-building, promoting productive dialogue, and development of management tools.



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