



Economic Commission for Africa
Sub-Regional Office for Southern Africa

**SOUTH-SOUTH AND
TRIANGULAR COOPERATION:
IMPLICATIONS FOR SOUTHERNAFRICAN COUNTRIES**



Economic Commission for Africa (ECA)
Southern Africa Office (SRO-SA)

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**South-South and Triangular Cooperation:
Implications for Southern African Countries**

June 2011

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Acronyms

AAA	Accra Agenda of Action
ABC	Brazilian Cooperation Agency
AECID	Spanish Agency for International Development Cooperation
AGEN	Association of Scouts/Guides of Niger
AIB	Africa Biosciences Initiative
AIDS	Acquired Immune-Deficiency Syndrome
ANSA	Alternatives to Neoliberalism in Southern Africa
APRM	African Peer Review Mechanism
AsDB	Asian Development Bank
AU	African Union
BIDPA	Botswana Institute for Development Policy Analysis
BRIC	Brazil, Russia, India and China
CAADP	Comprehensive Africa Agriculture Development Programme
CABIP	Central Africa Broadband Infrastructure Programme
CECPA	Comprehensive Economic Cooperation and Partnership
CEDAW	Convention for the Elimination of All Forms of Discrimination Against Women
CEMAC	Central African Economic and Monetary Community
CEO	Chief Executive Officer
COMESA	Common Market for Eastern & Southern Africa
CPA	Consolidated Plan of Action
EAC	East Africa Cooperation
EC	European Commission
ECA	Economic Commission for Africa
ECOSOC	Economic and Social Council
ECOWAS	Economic Community of West African States
DAC	Development Assistance Committee
DIRCO	Department of International Relations and Cooperation
DRC	Democratic Republic of the Congo
EU	European Union
FANR	Food, Agriculture and Natural Resources
FAO	Food and Agriculture Organisation
FDI	Foreign Direct Investment

FTA	Free Trade Area
GDP	Gross Domestic Product
GNI	Gross National Income
G-77	Group of 77
HPI	Human Poverty Index
HSGOC	Heads of State and Government Orientation Committee
ICPs	International Cooperating Partners
ICT	Information and Communications Technology
IFAD	International Fund for Agricultural Development
IFIs	International Financial Institutions
IOC	Indian Ocean Commission
IT	Information Technology
IMF	International Monetary Fund
JICA	Japanese International Cooperation Agency
JTF	Joint Task Force
IsDB	Islamic Development Bank
MDG's	Millennium Development Goals
MEFMI	Macroeconomic and Financial Management Institute for Eastern and southern Africa
MOU	Memorandum of Understanding
NAM	Non-Aligned Movement
NEPAD	New Partnership for Africa's Development
NGOs	Non-Governmental Organisations
NPCA	NEPAD Planning and Coordination Agency
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
OPEC	Organisation of Petroleum Exporting Countries
OSAA	(UN) Office of the Special Advisor for Africa
PAC	Partnership Africa Canada
PCRD	Policy Framework for Post-Conflict Reconstruction and Development
PIDA	Programme for Infrastructure Development in Africa
PTA	Preferential Trade Area
RCM	Regional Coordination Mechanism
RECs	Regional Economic Communities

RISDP	Regional Indicative Strategic Development Plan
SACU	Southern Africa Customs Union
SADC	Southern Africa Development Community
SADCC	Southern African Development Coordinating Conference
SADPA	South African Development Partnership Agency
SEZs	Special Economic Zones
SIPO	Strategic Indicative Plan for the Organ on Politics, Defence and Security Cooperation
SLU	Sustainable Land and Water Management
SPA	Strategic Partnership with Africa
SPD	Spatial Development Programme
SROSA	Sub-Regional Office for Southern Africa
SSC	South-South Cooperation
SSTC	South-South and Triangular Cooperation
TCDC	Technical Cooperation among Developing Countries
UEMOA	Economic and Monetary Union of West Africa
UN	United Nations
UNCTAD	United Nations Conference on Trade & Development
UN DESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNIDO	United Nations Industrial Development Organisation
UK	United Kingdom
USA	United States of America
WB	World Bank
WTO	World Trade Organisation

Chapter 1: Introduction

1.1 Concepts of South-South and Triangular Cooperation

South-South cooperation is a means of development cooperation whereby developing countries assist each other by sharing technical or economic knowledge and skills to facilitate development. It differs from bilateral exchange of knowledge, skills, resources and technical know-how by developing countries, which are often buttressed by bilateral cooperation agreements, in that it is much broader as it entails political, economic and technical collaboration among developing countries (UNDP, 2005).

The above meaning of South-South cooperation has evolved with time and been widened to include regional integration. The High-level United Nations Conference on South-South Cooperation held in Nairobi from 1st to 3rd December, 2009, for example, noted that, since the 1978 Buenos Aires meeting, the increasing dynamism of some developing countries in recent years had imparted greater energy to South-South cooperation, including through regional integration initiatives across the developing world, reflected in, among other things, the creation of regional common markets, customs unions, cooperation in political fields, institutional and regulatory frameworks, and inter-state transport and communications networks. In this connection, the Heads of Delegations and High Representatives who gathered in Nairobi recognized the solidarity of middle-income countries with other developing countries with a view to supporting their development efforts, including in the context of South-South and triangular cooperation (UN General Assembly, 2009a).

The delegates and representatives also recognized the importance of different history and features of South-South cooperation, and reaffirmed their view of South-South cooperation as a manifestation of solidarity among peoples and countries of the South that contributes to their national well-being, national and collective self-reliance and the attainment of internationally agreed development goals, including the Millennium Development Goals (MDGs). They added that South-South cooperation and its agenda have to be set by countries of the South and should continue to be guided by the principles of respect for national sovereignty, national ownership and independence, equality, non-conditionality, non-interference in domestic affairs and mutual benefit (UN General Assembly, 2009b).

Triangular cooperation, on the other hand, is South-South cooperation involving a third country or international organization from the North. The most common type of triangular cooperation is one that involves partnership between Development Assistance Committee member countries (known as DAC members) of the Organisation for Economic Development and Cooperation (OECD) and a pivotal developing country to implement programmes for beneficiary developing countries. Thus, triangular cooperation is South-South cooperation with the added dimension of northern support to the southern partner

assisting other developing countries. But it can also involve southern partners only (UN ECOSOC, 2008; OECD, 2009). In other words, triangular cooperation is partnership between DAC donors and pivotal countries (providers of South-South Cooperation) to implement development cooperation programmes/projects in beneficiary countries or recipients of development aid (OECD, 2009).

Pivotal countries are developing countries that, by virtue of their capacities and experience in promoting South-South cooperation, are positioned to play a lead role in the promotion and application of Technical Cooperation among Developing Countries (TCDC), mainly by sharing their capacities and experience with other developing countries in their region or in other regions.

The concept of pivotal countries originated in 1995 within the new directions given to TCDC by the High Level Committee following recommendations of the United Nations General Assembly. The 22 countries that were first identified as pivotal countries are Brazil, Chile, China, Colombia, Costa Rica, Cuba, Egypt, Ghana, India, Indonesia, Malta, Malaysia, Mauritius, Mexico, Nigeria, Peru, the Republic of Korea, Senegal, Thailand, Trinidad and Tobago, Tunisia and Turkey¹. This list is not fixed. Two countries in the Southern African Region were designated pivotal countries and added to the original list of pivotal countries namely, Mauritius and South Africa. Thus, apart from the countries which have officially been designated pivotal countries, several other countries can and do serve as pivotal countries for particular projects and programmes.

There are a number of compelling reasons for taking part in South-South and triangular cooperation (SSTC). It is alleged, for example, that such cooperation can make aid effective as beneficiary countries develop their capacity both from the Southern partner and from the donor in a triangular process, apart from receiving official development aid. Other potential benefits include mutual learning and institutional building among developing countries, inclusive global relations with developed partners, and investment and trade facilitation between cooperating partners. Furthermore, South-South cooperation breeds close socioeconomic links between countries, thus helping them to strengthen their position in the world economy.

On its own, triangular cooperation can be an effective means of delivering aid because it combines the comparative advantages of different actors (OECD, 2009). It can also strengthen governance of both pivotal and recipient countries, which in turn can foster stronger sub-regional and regional partnerships, especially when southern multilateral institutions like the AfDB, the UNECA, the AU/NEPAD and the RECs are involved in triangulating relations between Africa and the rest of the world.

Since the impacts of development assistance are likely to be greater under SSTC than when a traditional donor transfers resources in a North-South cooperation arrangement, SSTC has a lot of appeal. That this is so is due to the fact that South nations have similar development challenges, institutions, development history and culture, and are generally on the same development paths. Therefore, through triangular cooperation, pivotal countries can

1 <http://ssc.undp.org/FAO.14.0.html>

contribute expertise that is well adapted to beneficiary countries realities and at lower cost. SSTC also allows them to share experiences, preferential market access and trade-oriented support and investments. In addition, it involves substantial financial flows in the form of grants and concessional loans, including export credits, provided by one southern country to another to finance projects, programmes, technical cooperation, debt relief and humanitarian assistance and contributions to multilateral institutions and regional development banks (UN ECOSOC, 2009). It must also be noted that Northern donors are gaining valuable insight on how to make their aid more effective from combining forces with pivotal countries.

However, as in other modalities of development cooperation, there are several challenges in triangular cooperation. These challenges include coordination challenges which lead to high implementation costs, existence of distinct procedures and institutions from different countries, longer negotiation process, difficulties in agreeing on common standards and procedures for measurement and evaluation, and unclear division of roles and responsibilities, lack of demand from and involvement of beneficiary countries, and limited scope/scale of triangular cooperation projects (OECD, 2009).

For triangular cooperation to achieve aid effectiveness, beneficiary countries must participate actively and have ownership over projects/programmes, helping to adapt them to local realities, providers of South-South cooperation and DAC donors must align with beneficiary countries' development priorities, and partners must divide responsibilities based on their area of expertise, so as to make the best use of their comparative advantages (OECD, 2009).

These problems are partly caused by differences between members of DAC and emerging economies of China, India, Brazil and Russia which are prominent in SSTC. Members of DAC are the traditional Northern donors whose business is purely aid. They compile data on aid and attempt to follow internationally agreed rules like the Paris Declaration on Aid Effectiveness. The emerging economies do not consider themselves as donors. Their concern goes beyond development assistance to include promotion of trade, investment and collaboration with other developing countries in other fields. In this connection, they act individually and follow their own rules and procedures.

In 1978 the United Nations General Assembly established a special unit on South-South cooperation. This unit is hosted by the UNDP and its primary mandate is to promote, coordinate and support SSTC on a global and United Nations system-wide basis. For several decades, the UN has pursued policy dialogue and actions related to SSTC through this unit. For example, in 1976 the special unit was the focal point of the preparatory process for the Buenos Aires Conference and it dealt with follow-up actions after it had been strengthened later. Since 1997, the work of the special unit has been programmed within a cooperation framework that takes into account prevailing trends relevant to technical cooperation among developing countries. The formation of the special unit followed the creation of a Working Group on Technical Cooperation among Developing Countries (TCDC) by the United Nations General Assembly in 1972. As a development concept, SSTC has also evolved through various fora, including those of the group of seventy-seven developing countries (G-77) which was formed in 1964, chapters of the G-77 and its institutional structures.

1.2 International Development and South-South and Triangular Cooperation

SSTC is an aspect of international development. The concept of international development gained prominence after the Second World War. It referred to institutions and policies that focus on improving the welfare of people generally, and more specifically poverty alleviation and improvement of living conditions in less developed countries, otherwise also referred to as the Third World. The concept of development cooperation arose from the quest to rid the world of poverty, hunger, and insecurity, so that its inhabitants could enjoy the freedom that comes with enhanced livelihoods. Whereas traditional international development cooperation evolved from the asymmetrical donor-recipient (North-South) neo-colonial relationships, contemporary cooperation arrangements are defined in terms of global “partnership” for development, with emphasis on making development cooperation accountable and transparent in order to effectively attain the MDGs.

Therefore, development cooperation dynamics have been re-defined. In traditional development cooperation, the donors were mostly members of the Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) and multilateral institutions such as the World Bank (WB) and the International Monetary Fund (IMF); and regional development banks like the African Development Bank (AfDB) and the Asian Development Bank (AsDB). However, South-South cooperation involves combinations of bilateral as well as multilateral relationships through regional economic communities (RECs), and the increased involvement of other “non-traditional”, but emerging countries from Asia, the Middle East, and Latin America, which reflects a shift in the balance of economic power from the traditional Northern donors to these emerging economies. The principal countries that provide South-South development assistance include Brazil, China, India, South Africa, Venezuela, and oil-rich Arab states.

In other words, development cooperation is no longer restricted to the North-South relationships; there are now developing countries and multilateral institutions in the South that provide development assistance, which complements that from the traditional donors. The principal countries that provide South-South development assistance include Brazil, China, India, South Africa, Venezuela, and oil-rich Arab states. The formal emergence of South-South cooperation (developing countries cooperating internationally in the political, economic and cultural aspects) may be traced to the Bandung Conference of 1955 and the influence of the Non-Aligned Movement (NAM). Since then, South-South cooperation has evolved; it now includes a version whereby South-South interactions and relations are sponsored and mediated by a traditional donor, which is known as triangular cooperation.

By extension, some of the development assistance provided by DAC donors and multilateral institutions to Southern multilateral institutions, regional economic communities, capacity-building, and training institutions represents triangular cooperation. Other development assistance to the same institutions represents the traditional bilateral cooperation. Examples of these southern institutions include the New Partnership for Africa's Development (NEPAD), Macroeconomic and Financial Management Institute for Eastern and Southern Africa (MEFMI), African Economic Research Consortium (AERC), which are all involved in projects and programmes for regional beneficiary countries.

The growth of South-South cooperation has been pronounced because of the decline in North-South development cooperation that was due to the worldwide economic downturn. Globalisation has had significant effects on development cooperation. There has been an emergence of a new “multi-polar” world, characterised by a shift in political and economic power and the rise of new and more numerous actors. As the economic crunch reduced the available resources for traditional development cooperation funds from the North, development assistance increased from countries such as China, the Republic of Korea, India, Malaysia, Thailand, Venezuela, Saudi Arabia, Kuwait and other Arab countries, which registered impressive economic growth despite the dire conditions of the world economy.

Thus of late, South-South cooperation has become relatively more important in overall world development cooperation flows (UN DESA, 2010). Although still only a small proportion of all international development assistance flows, compared with the DAC, disbursements by non-DAC countries have been increasing proportionately more than from the traditional donors (most of which have declined in real terms). For example, Saudi Arabia is reported to have doubled its contributions to USD5.6 billion (0.54% of GNI) in 2008, China promised to double its assistance from USD3 billion at the Forum on China-Africa Cooperation in November 2009, and other countries such as the Republic of Korea and South Africa have also expressed their plans to significantly increase their share of development assistance.²

SSTC has been supported and promoted by multilateral institutions, notably the United Nations, through the UNDP Special Unit for South-South Cooperation and the UN ECOSOC Development Cooperation Forum. The most visible UN support activities involve capacity building such as research, training, technical advice, documenting best practices, networking, and technology transfer. Apart from the Development Cooperation Forum, there are also the UNCTAD Centres for Excellence to support technology and knowledge transfer to Africa, UNDP Special Unit for South-South Cooperation South-South Global assets and Technology Exchange, UNEP South-South clearing house for environmental and sustainable development activities, UNESCO International Science, Technology and Innovation Centre for SSC and UNIDO South-South Industrial Cooperation Centres (UN, 2010).

However, the data and information on SSTC is not adequate (UN ECOSOC, 2008:7-9), because there is no coordinated compilation, processing, dissemination, and reporting on development cooperation by contributing countries and multilateral agencies of the South³. The data and information gathering is beset by capacity challenges, problems of

2 It is estimated that 95 per cent of all development assistance came from the DAC countries in the 1990s. However, due to data and information limitations, the actual SSC and triangular contributions from Southern countries are likely to be under-reported or under-estimated.

3 Notably, the Northern donors make annual reports to the OECD/DAC. It is acknowledged that although some southern contributors also report to the DAC, such is not a common practice. The exception is the Coordination Secretariat of Arab National and Regional Development Institutions, which compiles a twice yearly summary of loans and technical assistance that has been extended. However, the information provided is not as comprehensive as that issued by the OECD/DAC.

data definition and collection, the lack of country-level coordination⁴, and the absence of regional and sub-regional coordination of the collection, collation, and dissemination of such data and information.⁵ This dire situation means that there are significant data and information deficiencies. It implies that the scale and flow of SSTC cannot be easily determined; with the result that in-depth analysis of such cooperation can only be partial and tentative. This review is, therefore, limited in that it relies significantly on information resources provided by the OECD/DAC, European Commission, and the UN ECOSOC, while that from the Southern bilateral and multilateral development assistance contributors is definitely missing. Additionally, the South African data are obtained from official budget documents.

1.3 Objectives of the report

The principal objective of this report is to review new trends in SSTC in Southern Africa with a view to identifying practices that have impacted positively on aid effectiveness and economic development of the countries in the sub region. Specifically, the report seeks to:

- i. Identify indicators relevant to the sub region for monitoring and assessing impacts of South-South and triangular cooperation.
- ii. Assess the effectiveness of South-South and triangular cooperation in addressing development priorities of member states in the sub region.
- iii. Assess how the two pivotal countries (Mauritius and South Africa) are performing in triangulating development cooperation to the rest of the sub region. In this respect, the report assesses what pivotal countries from outside the sub region are doing here and what cooperation mechanisms they are using.
- iv. Identify the most effective frameworks for triangulation of international cooperation at country and sub-regional levels. Related to this, the report seeks to identify the embedded features of South-South and triangular cooperation in the NEPAD framework and how those features are being (or can be) implemented in the Southern African sub region.
- v. Draw lessons and inform policy on modalities for establishing or strengthening South institutions for triangulation of international cooperation in Southern Africa, and implications for donors.

Ultimately, the report will contribute to the promotion of cooperation among developing countries in the sub region with other partners in triangular arrangements, especially in the areas of regional integration, technology development and capacity building. In this regard, it is expected that the conclusions and recommendations of the report will contribute to strengthening sub regional institutions, consistent with the mandate of the ECA in multi-year programmes of support to SADC, COMESA and AU/NEPAD. The

⁴ It is noteworthy that the South African government has announced the establishment, during 2011, of the South African Development Partnership Agency, which will coordinate development assistance to Africa and hopefully make it possible to aggregate all the required data and information.

⁵ Note that the SADC Secretariat has constant difficulties in compiling and aggregating data and information.

findings of the report could also be used as a benchmark for tracking progress on SSTC, particularly as it relates to achieving internationally-agreed goals and sub-regional frameworks of cooperation.

1.4 Methodology

The report is based on literature review, which entailed extensive and critical review of official UN, UNDP, UNCTAD and other documents on South-South and triangular cooperation, especially on Southern Africa. The most pertinent publications that were reviewed are included in the references section of this report. Additional information was sourced from books, journal articles and unpublished research papers. In addition, information and numerical data were gathered from the publications mentioned above as well as from World Bank and International Monetary Fund sources.

Of special interest were data on official development assistance (ODA), whose main source was the OECD/DAC publications, data on south-south development assistance, data on foreign direct investment (FDI) and data on foreign trade. Ideally, the data on ODA should have been disaggregated by the amount going to South-South cooperation arrangements, the amount going to triangular cooperation arrangements, by technical assistance, skills training and by grants and concessional loans. Data on south-south cooperation should have been disaggregated by technical assistance, projects and other south-south cooperation flows. Due to gaps in the sources of data, it was not possible to carry out all these fine divisions. Similarly, foreign direct investment should have been disaggregated by source, North or South; and by destination (South-South cooperation arrangements or triangular cooperation arrangements). But there were problems in doing so too. Data on trade were classified into south-south and north-south.

The staff of the UNECA SRO-SA reviewed the first draft of the report. An Ad hoc Expert Group Meeting organized along with the 17th Intergovernmental Committee of Experts Meeting in March of 2011 in Windhoek, Namibia, reviewed the second draft report. The pertinent issues in South-South and triangular cooperation on which the background desk research focused are aid effectiveness and the strategic role of the New partnership for Africa's Development (NEPAD).

1.4.1 Aid effectiveness

Aid effectiveness is the central argument for triangular cooperation. The aid effectiveness agenda builds upon the Paris Declaration and the Accra Agenda for Action. Alignment with beneficiary countries' development priorities and the ownership of actions and active engagement of beneficiary countries are the main messages of the Paris Declaration on Aid effectiveness. All partners involved in South-South Cooperation or in triangular cooperation set-ups are encouraged to implement their activities in line with these principles (EC Development I-Centre)⁶. The questions addressed are:

- i. To what extent has South-South and triangular cooperation contributed to aid effectiveness?

⁶ http://ec.europa.eu/development/icenter/featured_20100309_en.cfm

- ii. What have been the assessment of DAC/other triangular donors of their own aid facilitation roles?
- iii. In what sectors are countries cooperating, and what has been the impact on financing for development (aid flows), as well as other financing arrangements (development facility loans), international trade flows, and foreign direct investment between the triangular partners on [the] one hand and countries within and from outside the sub-region [on the other?].

1.4.2 The strategic role of NEPAD in triangulating development cooperation

The NEPAD strategy is designed to address the current challenges facing the African continent, including poverty eradication through sustainable growth and development, and halting marginalization of Africa in the global economy. Hence, the priority areas for NEPAD include (i) establishing the conditions for sustainable development by ensuring peace and security, democracy and sound political, economic and corporate governance, and regional cooperation and integration; (ii) policy reforms and increased investment in key sectors including agriculture, human resources development with a focus on health, education, science and technology, infrastructure, and the environment. It also focuses on diversification of production and exports, especially in agro-industry, manufacturing, mining and mineral processing and tourism, and accelerating trade among African countries and improving access for their exports to markets in advanced countries; and (iii) mobilizing resources by increasing domestic savings and investment, improving Africa's share of global trade, attracting foreign direct investment and increasing capital flows through further debt reduction and enhanced aid.⁷

In the context of NEPAD priority areas, it is essential to find out what has been the impact of triangular cooperation on:

- i. Progress towards regional integration in the SADC region and beyond (within the framework of the proposed COMESA, EAC and SADC tripartite cooperation of establishing the African Economic Community;
- ii. New areas of cooperation: disaster management/climate change mitigation and adaptation, regional infrastructure (transport and communication networks) and multilateral/bilateral capacity-building projects involving SADC countries; and
- iii. Institutions or broad-based partnerships arising from South-South and triangular cooperation in the southern African sub-region (regional common markets, customs unions, and regional financial institutions).

⁷ Source: <http://www.nepad.org/nepad/frequently-asked-questions>.

1.5 Organization of the report

The rest of the report is organized as follows. Chapter 2 provides an overview of SSTC in Southern Africa. The chapter uses illustrative case studies of South Africa, Mauritius and Mozambique to explain SSTC potentials in the sub-region. Chapter 3 examines the impact of SSTC on Southern African countries. The chapter also considers the tripartite arrangements in southern Africa, drawing from lessons from SADC and NEPAD frameworks of cooperation. Chapter 4 concludes the report. It presents the pertinent lessons from the SADC and NEPAD experiences to offer some recommendations on the way forward.

Chapter 2: Overview of South-South and Triangular Cooperation in Southern Africa

Globally, the trends in SSTC have been quite encouraging. Although theoretically difficult to distinguish between investment, development assistance and trade flows arising directly from SSTC and others, developing countries are now increasingly investing in each other's economies, with FDI rising from USD8.7 billion in 2000 to 41.17 billion in 2008 (IMF, 2010). These investments accounted for 37 per cent of the total FDI in all of the developing countries in 2003. Development cooperation flows from southern contributors were expected to exceed USD15 billion (or over 10 per cent of total ODA) in 2010. Trade within the South has also risen significantly from USD 222 billion in 1995 to USD 562 billion in 2004, representing 26 per cent of their global trade (UN ECOSOC, 2008). Other forms of South-South cooperation, such as humanitarian and emergency assistance are however difficult to ascertain because countries do not normally report these in a systematic manner.

The types of South-South cooperation and triangular arrangements vary. Most SSC bilateral development assistance is in the form of project loans and grants, technical cooperation, and humanitarian and emergency assistance. Just like the Northern counterparts, South-South development assistance is mainly provided to poorer countries. However, development cooperation flows are also focused on promoting political and strategic interests, and bilateral trade and investment. The major form of South-South cooperation is mostly with countries within their own region, although there are projects that span different continents. Examples of cross-continent cooperation include the India-Brazil-South Africa Dialogue forum, and the triangular projects that arise from their fund; the New Asian-African Strategic partnership; the Indian Ocean Rim Association for Regional Cooperation; and the Forum for China-Africa Cooperation.

At the global level, China, Brazil, India, South Korea, Russia and some Arabian Gulf States have increasingly engaged African countries either bilaterally or in cooperation with development partners in triangular arrangements. The most advanced trilateral arrangements are between Africa (lumped together), China, and EU on peace and security, agriculture, infrastructure and sustainable management of natural resources, and Brazil and the EU in helping Lusophone African countries in implementing their national development plans in agriculture, health, education, energy and electoral process.

The principal actors globally involved in SSTC from both the Northern and Southern hemispheres are listed in Table 1. The principal bilateral donors are members of the OECD/DAC; the main multilateral institutions are the regional and global development banks, the European Union, and the Organisation of American States. The major South-South cooperating partners in Africa are Egypt, Kenya, Morocco, South Africa, and Tunisia. The main multilateral agencies that are active in Southern Africa are the EU, UN agencies, World Bank, AfDB and Development Bank of Southern Africa (DBSA) (Tjønneland, 2006; OECD, 2009).

The OECD/DAC donors are significantly involved in triangular cooperation with Africa in general. The most prominent of these involve bilateral government aid agencies from Belgium, Canada, Denmark, Finland, France, Germany, Italy, Japan, Luxembourg, Norway, Spain, Sweden, Switzerland, United Kingdom, and the United States of America (Table 1). Some countries, notably Germany, Japan, and Spain, have even incorporated the objectives of triangular cooperation in their development cooperation policies. The major multilateral donors participating in triangular development cooperation worldwide are the AfDB, AsDB, BADEA, EU, IADB, IFAD, IsDB, OPEC Fund, UN agencies, and the World Bank (UN ECOSOC, 2008). The African Development Bank has financed many triangular projects, including the African Rice Centre, the African Community of Practice on Managing for Development Results, and is central to the implementation of the NEPAD Programme for Infrastructure Development in Africa (PIDA).

Table 1: Major bilateral, multilateral, and South-South participants in triangular cooperation

Donors	SSC countries
Bilateral	<p>Belgium Canada Denmark Finland France Germany Italy Japan Republic of Korea Luxembourg Norway Spain Sweden Switzerland United Kingdom United States of America</p> <p>Africa</p> <p>Egypt Kenya Morocco South Africa Tunisia</p>
Multilateral institutions	<p>African Development Bank Asian Development Bank European Union Inter-American Development Bank Organisation of American States United Nations (various agencies) World Bank</p> <p>Asia</p> <p>India Indonesia Jordan Malaysia Philippines Singapore Sri Lanka Thailand Vietnam</p>
	<p>Eastern Europe</p> <p>Russia</p>
	<p>Latin America</p> <p>Argentina Bolivia Brazil Chile Colombia Costa Rica Cuba Mexico</p>

Source: OECD, 2009.

2.1 Status of South-South and triangular cooperation in Southern Africa

Southern Africa has limited experience with triangular cooperation. Apart from the involvement of South Africa, which is one of the two pivotal countries in the sub-region, few other countries have had considerable triangular development programmes in Southern Africa (Table 1 and Table 2). The DBSA, which is a government agency, is increasingly being used by the South African government in triangular projects. Mauritius, which is also considered a pivotal country, does not appear to have fully realised the potential of its position in the subregion, because it does not feature prominently in the major programmes and projects.

The major programmes and projects in SSTC in Africa are concentrated on health, agriculture, and technical cooperation and capacity building (Table 2). The South-South networks involve the major developing economies of the IBSA grouping, Asia, Middle East, and Cuba. Within Southern Africa, it is only South Africa that is a significantly active participant in the South-South networks, whereas most from the sub-region most likely fall into the category of beneficiaries.

Table 2: Examples of significant South-South cooperation in which African countries are participating

Project/Programme	South-South network	Beneficiary countries
IBSA Fund	India, Brazil, South Africa	Haiti Guinea-Bissau Cape Verde
Global Fund to Fight AIDS, Tuberculosis and Malaria	Brazil, China, India, South Africa, etc.	Global
Health delivery	Cuba and various other countries	Global
Africa Malaria vaccine Testing Network	30 research institutions in Africa	20 African countries
South-South Initiative in Tropical Diseases	Global (based in Zimbabwe)	Global
Developing Countries' Vaccine Regulator Network	Brazil, China, Cuba, India, Indonesia, Republic of Korea, Russia, Thailand, South Africa	Representative country regulatory agencies
African Network for Drugs and Drug Information	Africa	Africa
Technical cooperation, technology transfer, local capacity building	Arab states, Brazil, China, India, South Africa	African countries
NEPAD Comprehensive Africa Agriculture Development Programme (CAADP)	22 countries across Africa that have signed the CAADP compacts	African countries

Source: UN, 2010.

The South-South and triangular cooperation projects in which South Africa participates typically involve DAC countries from the North and some members of the BRIC bloc from the South (Table 3). Only a few countries in the sub-region, namely, Mozambique Malawi, Swaziland,

Zimbabwe, and the Democratic Republic of Congo, are beneficiaries of triangular cooperation involving OECD/DAC countries, with Brazil and South Africa acting as the pivotal countries.

There are currently very few countries that are notable participants in SSTC in the sub-region. Mauritius and South Africa are officially the pivotal countries in the sub-region, selected on the basis of their economic profiles as well as international standing by the UN. However, the most prominent is South Africa, followed by Mauritius, whose potential as a pivotal country is under-utilized. Mozambique, the Democratic Republic of Congo, Malawi, Swaziland and Zimbabwe are the major beneficiaries. Brief discussion on the pivotal countries, South Africa and Mauritius, follows. Of the beneficiary countries, Mozambique will be briefly discussed because some literature is available on that country.

Table 3: Southern African triangular cooperation projects with DAC countries

Northern partner	Southern partner(s)	Sector/Project	Beneficiary countries
Canada	South Africa	Public sector training and development project in countries emerging from conflict	Burundi Rwanda Southern Sudan
Japan	South Africa	Police training and capacity building	Democratic Republic of the Congo
Sweden	South Africa	Police cooperation: Capacity development in Rwanda	Rwanda
Sweden	South Africa	Tripartite cooperation and regional programmes: Sweden has contributed to the African Renaissance Fund; also contributes to a number of regional initiatives in which South Africa participates	African countries
United States of America	South Africa	US/SA Tri-lateral assistance: - Mechanism for SA government to utilise its expertise to provide needed services in other African countries - Enhancement of the capacity of SA government to deliver foreign assistance and improve inter- and intra-ministerial cooperation in the provision of development assistance	Democratic Republic of the Congo Southern Sudan
Japan	Brazil	Agricultural development and food security	Mozambique
Japan	Kenya Senegal Egypt South Africa Morocco Tunisia Tanzania Uganda	Third country training programme	45 sub-Saharan countries
Japan	Philippines Indonesia Brazil Kenya Mali	Third country experts	Sub-Saharan Africa

Northern partner	Southern partner(s)	Sector/Project	Beneficiary countries
Japan	Egypt	Rice cultivation techniques training course	13 African countries
Germany	Brazil	Institutional and technical development of the Institute of Standardization and Quality (INNOQ)	Mozambique
United Kingdom	Brazil South Africa	Bio-fuels (bio- ethanol and bio-diesel)	Mozambique Malawi Swaziland Zimbabwe

Sources: OECD, 2009; UNCTAD, 2009; USAID, 2010; Japan Ministry of Foreign Affairs, 2010.

Both South Africa and Mauritius have South-South cooperation arrangements with India. The institutional framework for Mauritian cooperation with India is the Comprehensive Economic Cooperation and Partnership Agreement between India and Mauritius, which establishes a Free/ Preferential Trade Agreement. South Africa's cooperation with India is through the India-Brazil-South Africa (IBSA) initiative, which is seen as competing with the existing economic agreement between Mauritius and India since Indian firms now have direct access to South African pharmaceutical and automobile industries, with South Africa acting as a bridge for Indian exports to inland Africa (Bhunjun, 2006).

Mozambique, which stands out as a beneficiary of SSTC, is principally involved through the cooperative agreement of lusophone countries (Brazil, Portugal and Lusophone African countries) on development projects and investments. Bilaterally, EU countries and South Africa are investing in Mozambique, particularly in the biofuel industry (UNCTAD, 2009). There is also a triangular cooperation project complementing biofuel investment which is through an agreement between the Brazilian Cooperation Agency (ABC) and the Japan International Cooperation Agency (JICA) to implement projects in Mozambique by making use of the Brazilian experience in the agricultural sector for promoting agricultural development and food security. Another triangular cooperation initiative with which Mozambique is associated involves Brazil and Germany, for improvement of the quality of infrastructure through institutional and technical development of the Institute of Standardization and Quality (INNOQ).⁸

2.2 Examples of South-South and triangular cooperation in southern Africa

2.2.1 South Africa

South Africa is the main local player in the provision of SSTC in Southern Africa. SSTC are actually at the centre of South African development cooperation policy, as stated by its department of International Relations and Cooperation (DIRCO). For this purpose, South Africa has decided to set up (by mid-2011) the South African Development Partnership Agency, which will be “*responsible for coordinating...development assistance to Africa and implementing South Africa's development cooperation and partnership policy...articulate South Africa's objectives in joint programmes with countries of the South and seek to strengthen its relationship with Northern partners, mainly through triangular cooperation*” (SA DIRCO, 2010; SA Treasury, 2010). This policy intention strongly positions South Africa as a major player in SSTC. On the other hand, the

8 Source: http://www.impactalliance.org/ev_en.php?ID=49242_201&ID2=DO_TOPIC.

country seeks to strengthen North-South relations to promote the country's trade, investment and tourism potential, as well as participation in the global system of governance (South African Treasury, 2010).

South Africa is a member of the Non-Aligned movement, African Union, Southern African Customs Union, Southern African Development Community, and participates in various forums, including the India-Brazil-South Africa Dialogue Forum, New Asian-African Strategic Partnership, Indian Ocean Rim Association for Regional Cooperation, Forum on China-Africa Cooperation, The Non-Aligned Movement, and has recently joined the Brazil, Russia, India, China, and South Africa (BRICS) group in 2011 (SA DIRCO, 2010). The varied membership manifests South Africa's growing prominence regionally and internationally. The importance of these forums is that they serve to enhance cooperation amongst Southern countries, and assist in projecting a common perspective of the developing countries in international development arrangements. These forums are important in projecting the leading role of South Africa in the sub-region and the continent.

Apart from its active participation in SSTC, South Africa is also a provider of bilateral assistance to other countries and multilateral institutions operating in the Southern Africa sub-region. The characteristics of South African bilateral aid are summarised below. Whereas the country currently spends 0.07 per cent of its GNI on development assistance, it seeks to increase this to up to 0.5 per cent in the foreseeable future. Another notable factor is that a significant proportion of South African development assistance is channelled through multilateral institutions, including the UNDP, World Bank, and the African Union.

Table 4: Characteristics of South African development assistance

2008	% GNI	Type of aid	Destination	Future intentions
USD 194 million	0.07	100% of South African ODA are Grants for: -Humanitarian assistance -Strengthening AU governance, Capacity, structures -Regional integration through SADC -Implementation of NEPAD -Supporting peace, security, stability, Post-conflict reconstruction initiatives -Strengthening bilateral relations	Africa 77% channelled through multilateral channels, including: -African Union -NEPAD -African Renaissance and International Cooperation Fund -India-Brazil-South Africa Trust Fund -SADC -UNDP and other UN agencies -World Bank -Commonwealth -Selective debt relief	-Establish the South African Development Partnership Agency by mid-2011 -Increase aid to 0.2%-0.5% of GNI -Promote the implementation of the NEPAD -Strengthening South-South relations -Strengthen North-South Relations

Sources: South African Treasury, 2008; 2010; UN ECOSOC, 2008.

South Africa is therefore the SADC region's most prominent participant in SSTC, and also provides bilateral assistance to sub-regional countries. The SSTC projects in which

South Africa participates typically involve the DAC countries in the North, the World Bank, UN agencies, and the IBSA grouping.

South Africa also played a key role in the formulation (and funding) of the New Partnership for Africa's Development (NEPAD), a regional framework for development that was formally endorsed at the 37th Summit of the OAU held in Lusaka, Zambia in July 2001. In January 2010, the 14th AU Summit endorsed the integration of the NEPAD programme into the AU Commission. Apart from being a major contributor to the AU, NEPAD, and other subregional groupings, South Africa is also a major player in regional integration initiatives in Southern Africa through SADC and the Southern Africa Customs Union (SACU).

2.2.2 Mauritius

Mauritius is a middle income country with a diversified economy featuring growth in agriculture (predominantly sugarcane), industry (sugar production, food processing, information technology, and textiles), and tourism sectors. Apart from membership with the AU, SADC, and COMESA, Mauritius is also an active member of the Non-Aligned Movement, the Indian Ocean Rim Association for Regional Cooperation, the African, Caribbean and Pacific Group of States; and the Indian Ocean Commission.⁹ Mauritius is thus a participant in various forums for South-South cooperation.

At present Mauritius is mainly pursuing South-South Cooperation. For example, in February, 2010, it signed a General Framework Agreement with the government of the Democratic Republic of the Congo in order to promote cooperation between the two countries and to consolidate efforts in areas of mutual interest between them. In addition, the country is cooperating with other countries in the region in order to improve food security, such as Mozambique where there are ample opportunities for producing food crops, livestock and marine products for both domestic and regional markets. Mauritius is also cooperating with Vita Grain of Singapore to promote rice production internally and externally in Mozambique.

Outside agriculture, Mauritius has established a Regional Development Company as a preparation and risk mitigation facility to promote investment in African infrastructure. Its objective is to reduce barriers to entry and investment risks, especially political and

⁹ Whereas the concept note and the terms of reference for this study provided the starting point for this review, and highlighted Mauritius as one of the pivotal countries, the following should be noted: although the country is a member of various regional and South-South organisations, it is neither a significant contributor to development cooperation nor as active in triangulation projects as South Africa is. Notably, its triangulation relationships are not broad-based, but particularly linked with India, and the agreements with other Southern African countries have yet to be fully implemented. Therefore the country has potential that has yet to be realised. The limited involvement of Mauritius in South-South and triangular development cooperation is compounded by the dearth of data and information about the contributions that the country makes to (measurable) development cooperation activities. Actually, all the major actors in development cooperation, that is the OECD/DAC, EU, and the UN agencies do not list Mauritius as one of the principal actors in international development cooperation. However, Mauritius has the potential to enhance South-South and triangular cooperation.

policy risks, as well as implementation risks, and in so doing to make individual commercial ventures feasible. It may cooperate with Singapore to explore the possibility of establishing joint ventures in Ghana, as well as explore with Singapore possibilities of establishing special economic zones (SEZs) in Southern African Countries. These special economic zones would be open to investors from all over the world and to labour from any participating country. The establishment of special economic zones which can trigger economic growth together with a reform and open door policy represent a unique approach to economic development.

Apart from these initiatives, Mauritius is also actively developing South-South cooperation with India, as explained above. Its participation in triangular cooperation involves Northern donor countries or multilateral institutions and beneficiary countries which are its island neighbours.

2.2.3 Mozambique¹⁰

With Mozambique as the beneficiary country, Brazil leads in South-South cooperation on investment in biofuels production and related technologies based on its competitive experience in ethanol production. South Africa is the leader in bio-energy production in the subregion, and has a triangular (UK and Brazil) investment cooperation in biofuels sector involving other countries in the subregion, which are Mozambique, Malawi, Swaziland and Zimbabwe with bio-energy strategies mainly from sugarcane raw materials for bioethanol and jatropha for biodiesel (UNCTAD, 2009).

The case of Mozambique is particularly illustrative of development projects and investments across continents as it is formulated within cooperative agreement of lusophone countries (Brazil, Portugal and lusophone African countries). Brazil, EU countries and South Africa are also investing in Mozambican biofuel industry and the first plant was established in 2007 with productive capacity of 120million litres of ethanol per year (UNCTAD, 2009). Another triangular cooperation project complementing the biofuel investment is the agreement between the Brazilian Cooperation Agency (ABC) and the Japanese International Cooperation Agency (JICA) to implement projects in Mozambique, making use of the Brazilian expertise in agricultural sector for promoting agriculture development and food security.

As stated above, Mozambique has also been engaged in a triangular cooperation initiative with Brazil and Germany in order to improve Mozambican quality infrastructure through institutional and technical development of the Institute of Standardization and Quality (INNOQ)¹¹ Quality assurance functions of government are inevitable for a country that wants to access international markets for its expanding industries.

10 It should be noted that Mozambique is particularly cited as a beneficiary rather than pivotal country.

11 Source: http://www.impactalliance.org/ev_en.php?ID=49242_201&ID2=DO_TOPIC.

2.3 Summary

Although Southern Africa has experienced South-South cooperation for decades, through regional cooperation arrangements such as SADC and SACU, its experience with triangular cooperation is much more recent and its effectiveness in addressing development priorities of Southern African countries is not known. Lack of knowledge of the impact of SSTC in Southern Africa is partly due to paucity of data, and also due to the lack of agreement on relevant indicators.

The roles of the two pivotal countries (South Africa and Mauritius) in SSTC in the sub-region have been quite different. South Africa has adopted a deliberate policy to promote SSTC, placing African integration firmly in its development cooperation priorities through support for the AU, NEPAD, SACU, and SADC. This has been backed by significant bilateral assistance to subregional countries and also major contributions to multilateral development agencies. The evidence above shows that South Africa is most prominent SADC country in SSTC. South Africa is the principal participant in South-South cooperation mainly with other more developed countries of the IBSA group.

Although Mauritius is a member of various regional and Southern groupings, its (so far) limited engagement in South-South and triangular arrangements means that it has room for expanding its involvement. Mauritius may not have as much political influence and economic muscle to attain similar accomplishments as South Africa, but potential has yet to be realized.

At the same time as South Africa dominates in South-South cooperation with other (mainly IBSA) countries outside the subregion, it is also the most prominent pivotal country in triangular cooperation. Mauritius has yet to exploit its potential as a pivotal country because of its limited engagement in South-South and triangular cooperation, which is not broad, but mostly involved with India. Mozambique is the other notable participant in triangular cooperation, however, as a recipient. South Africa's pivotal status is enhanced by its also being a major source of bilateral and multilateral assistance to sub-regional countries.

The three examples above show that although South Africa is the leading subregional country in South-South and triangular cooperation, Mauritius is emerging as an actor, but has potential to improve, and Mozambique is an example of how beneficiary countries can benefit from transcontinental triangular cooperation arrangements.

Chapter 3:

The impact of South-South and triangular cooperation on countries in Southern Africa

3.1 Introduction

This chapter assesses the impact of South-South and triangular cooperation in addressing development priorities of countries in the sub-region, by examining the effectiveness of cooperation mechanisms, particularly regional integration and the NEPAD framework. The chapter also reviews new trends in South-South and triangular cooperation in Southern Africa, and identifies practices that have had positive impact on aid effectiveness and economic development of the countries in the sub-region.

The effectiveness of South-South and triangular cooperation in addressing development priorities of Southern African countries has been neither systematically nor comprehensively examined. South-South cooperation is not merely development assistance; it incorporates political, economic, and institutional linkages of all types, which include regional integration mechanisms, such as regional economic communities, common markets, customs unions, regulatory frameworks, and inter-state transport and communications networks (UN General Assembly, 2009a). South-South cooperation is based on partnership and solidarity of Southern countries, guided by principles that are therefore different from development aid. The principles are: respect for national sovereignty, national ownership and independence, equality, non-conditionality, non-interference in domestic affairs, and mutual benefits (UN General Assembly, 2009b).

The assessment of South-South cooperation and triangular should therefore be conducted using measurement criteria that go beyond the mere determination of aid effectiveness as advocated in the Paris Declaration and Accra Agenda for Action. This could be done by measurement of attainment of the strategic goals and objectives of South-South cooperation, as elaborated in 38 recommendations of the Buenos Aires Plan of Action of 1978 (UN, 1978). The plan's objective was to promote South-South cooperation and collective self-reliance, which would complement, rather than supplement, the (North-South) cooperation with developed countries. The Plan was thus based on different principles to those articulated in the Paris Declaration and AAA. The Buenos Aires plan articulated three critical aims: to strengthen the economic, social and political interdependence of southern countries, to accelerate development, and to "correct distortions in international systems caused by the asymmetrical power relations of the colonial era" (UN General Assembly, 2009c).

The following assessment of Southern African South-South cooperation will, therefore, attempt to determine whether or not the manifestations of cooperation in the subregion satisfy the criteria for measurement of progress according to the Buenos Aires Plan of Action. Since there are currently no conventional measures for triangular cooperation, the analysis will focus on identifying those aspects of cooperation that would be useful in advancing this modality of cooperation arrangements.

3.2 Regional integration

South-South cooperation in Southern Africa is manifested in membership of the SADC, in which 15 member States participate. These countries are, namely, Angola, Botswana, Democratic Republic of Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe.

The economic integration frameworks of SADC are contained in the Regional Indicative Strategic Development Plan (RISDP) (SADC, 2003), which is complemented by the Strategic Indicative Plan for the Organ on Politics, Defence, and Security Cooperation (SIPO). The RISDP was adopted in 2004, and provides strategic direction in the design and formulation of SADC programmes, projects and activities. The ultimate goal of the RISDP is to deepen regional integration in SADC with a view to accelerating poverty eradication and the attainment of other economic and non-economic development goals. In terms of priorities and sector intervention areas, it is a comprehensive strategy focusing on facilitating trade (goods and service market integration), economic liberalization (tariff phase down schedules and financial liberalization), competitive and diversified industrial development, and increased investment.

The major milestones for realising the objectives of the RISDP are the establishment of a free trade area (FTA) by 2008, a customs union by 2010, a common market by 2015, and a monetary union by 2016. Thus, the RISDP gives SADC structures clear guidelines on what are the approved SADC social and economic policies and priorities. It also provides the member States with a coherent and comprehensive development agenda for both social and economic development.

The measures for integration to be considered below are: macroeconomic convergence; trade and market integration; foreign direct investment into the region and intra-SADC investment, attainment of collective food security, and overall elimination of poverty in the sub-region.

3.2.1. Macroeconomic convergence

SADC member States agree that a substantial degree of macroeconomic convergence is necessary for effective policy coordination and deepening regional integration. For this purpose, SADC member States signed a Memorandum of Understanding (MOU) on Macroeconomic Stability and Convergence in 2002. The basic aim of the MOU is to create regional macroeconomic stability as a necessary condition for economic growth and development. In order to achieve macroeconomic convergence, member States must converge on stability-oriented economic policies. To this end, member States agreed on a number of economic indicators that will be used to measure macroeconomic convergence and decided upon appropriate numerical values for the chosen indicators for 2008, 2012 and 2018. The macroeconomic convergence indicators include inflation, budget deficit, external debt, current account deficit, external reserves, domestic savings rate and central bank credit to the government (Table 5).

These indicators are complemented by separate programmes aimed at harmonizing policies and strategies for domestic investment, payments and clearing systems, currency

convertibility, legal and regulatory framework for dual and cross listing on the regional stock exchanges, exchange controls, and current and capital account transactions between member States.

Table 5: Numeric values of target indicators for SADC MOU on macroeconomic stability

Target Indicators	2008	2012	2018
Core inflation	≤ 9%	≤ 5%	≤ 3%
Budget deficit as a percentage of GDP	≤ 5%	≤ 3%	≤ 1%
External debt as a percentage of GDP	≤ 60%	≤ 60%	≤ 60%
Current account deficit as a percentage of GDP *	≤ 9%	≤ 9%	≤ 3%
Growth rate	≥ 7%	≥ 7%	≥ 7%
External reserves (import cover in months)	≥ 3	≥ 6	≥ 6
Net Central bank credit to Government	≤ 10%	≤ 5%	≤ 5%
Domestic savings rates	≥ 25%	≥ 30%	≥ 35%

Source: Senaoana, M.P. (2005), “Deepening Integration in SADC: the Current Status of Macroeconomic Convergence in the SADC Region”, paper presented at the Friedrich Ebert Foundation Workshop on Deepening Regional Integration in SADC: Macroeconomic Policies and their Impact, held in Stellenbosch, South Africa, 13-14 April 2006.

Member countries made remarkable progress towards attaining 2008 macroeconomic convergence targets. For example, by 2007 the only three countries namely, Angola, DRC and Zimbabwe failed to achieve the 2008 inflation target of less than 9 per cent. On fiscal balance, the only country that failed to achieve the target is Zimbabwe. And on debt ratios, those that failed to attain the target are DRC and Zimbabwe. Madagascar, Malawi and Tanzania also failed to achieve the target for current account balance. However, all countries, except Angola, Malawi, Mozambique and Tanzania, failed to attain the economic growth target of 7 per cent in 2007.

Although macroeconomic developments were generally favourable up to 2007, subsequently the SADC region faced macroeconomic risks arising from increases in food, agricultural input and fuel prices, and from the global financial and economic crisis, which threatened macroeconomic stability and the attainment of macroeconomic convergence targets (SADC, 2008). The effects of the global financial and economic crisis were particularly severe in 2009 when only one SADC member country, namely Malawi, attained the target growth rate of 7 per cent. Recovery of the regional economy started in 2010, but only Botswana attained this target in that year (UNECA, 2011). Fiscal balances generally deteriorated in the majority of SADC member countries in 2009. Compared to 2007, more countries failed to achieve the current account balance target. In 2008 these countries were Madagascar, Mozambique, Seychelles and Tanzania; and, in 2009, they were Angola, Madagascar, Mozambique, Seychelles, Tanzania and Zambia (UNECA, 2011).

* Note: There is some flexibility regarding the current account deficit target, viz., that it should be considered in conjunction with the country’s rate of output growth, its import cover, and should exclude official transfers when calculated. ‘Central bank credit to government’ is expressed as a percentage of the government’s tax revenues in the previous fiscal year.

The quest for macroeconomic convergence in the subregion is on-going. However, it is notable that there is variable, and less than satisfactory, progress of different countries in attaining targets, hence crucial collective SADC milestones appear to be highly ambitious when checked against progress by member States.

3.2.2 Trade

SADC is pursuing trade or market integration through the Free Trade Area (FTA), an arrangement under which import tariffs, quotas, and export subsidies and other similar barriers to trade between member countries are removed while each country maintains its own external tariff. The creation of the SADC Free Trade Area (FTA) started with the signing of the SADC Trade Protocol by member States in 1996. The Trade Protocol entered into force in January 2000 and implementation began in September of the same year. The SADC FTA was launched in January 2008. While most of the member States have fully implemented the required tariff phase-down, a few, such as Malawi and Madagascar, have yet to complete tariff reduction. Three countries namely, Angola, DRC and Seychelles, are not participating in the FTA. The FTA will be followed by a Customs Union that was originally planned for 2010, which will enable free internal trade and a common external tariff, and a Common Market to be established in 2015 will facilitate free movement of factors of production.

Table 6 shows the trends in the value of intra-SADC exports, exports as percentage of exports to the rest of the African region, and as percentage of total exports to the rest of the world. The value of intra-SADC (then known as SADCC) exports for the year 1980 was relatively small because there was not much intra-regional trade amongst the nine member States. South Africa joined the grouping in 1994, and being the main trading nation in Southern Africa, its participation significantly altered the figures in 1995.

Table 6: Trends in Intra-SADC Export Trade 1980 to 2009

Year	1980	1995	2000	2005	2008	2009
Value of intra-SADC exports in millions of US dollars	110	4,118	5,672	9,724	19,024	12,397
Intra-SADC exports as % of exports to rest of Africa	52.6	85.0	83.9	79.1	79.4	76.1
Intra-SADC exports as % of exports to the rest of the world	0.4	10.3	11.8	11.1	11.4	11.0

Source: UNCTAD, UNCTAD Handbook of Statistics 2010, pp. 54-55.

The value of intra-SADC exports expanded significantly after 2000, and the increase could have been a response by member States to the initiatives and incentives of the Trade Protocol. Even so, intra-SADC trade is comparatively low. This low level of intra-SADC trade may be due to competing production structures across SADC countries producing similar goods, limited production capacity to produce tradable goods, import substitution policies, and imperfect market structures due to dominance of transnational corporations. Furthermore, SADC integration remains mainly driven by politics rather than business.

However, the SADC exports to the rest of Africa and the rest of the world grew faster than intra-SADC exports (Table 7). The main external markets were China (seven-fold increase); India; and Brazil. China's main trading partners were Angola, South Africa, and Zambia; India's, South Africa, Mauritius and Tanzania; and Brazil's, Angola and South Africa (UNECA, 2011; IMF, 2007 and 2009). The implementation of the Trade Protocol has, therefore, not necessarily contributed significantly to the progress of sub-regional integration because intra-SADC transactions are not as significant as those involving the sub region's import and export trade with countries that are outside of the sub-region.

Table 7: Average Annual Growth Rates of Exports and Imports of SADC (%)

Period	1980-1990	1990-2000	2000-2005	2005-2009
Export Growth Rates %	2.3	3.4	15.1	10.2
Import Growth Rates %	0.2	4.7	17.8	8.9

Source: UNCTAD, UNCTAD Handbook of Statistics 2010, pp. 40-41.

3.3. Enhancing global partnership and strengthening South institutions

3.3.1 SADC, the Windhoek Declaration and development aid effectiveness

SADC has a formal channel through which member states can access mutually beneficial cooperation with international partners. This is expressed in the 2006 Windhoek Declaration (SADC, 2006), which is a framework for cooperation adopted by SADC and International Cooperating Partners (ICPs). The new partnership framework is closely modelled on the 2005 Paris Declaration on Aid Effectiveness which seeks to reform the way aid is delivered and managed in the context of Southern Africa. The Windhoek Declaration is specifically about North-South development aid effectiveness, rather than South-South and triangular cooperation. The adoption of the Declaration sought to strengthen the partnership between SADC and the international cooperating partners, with the objective of improving aid effectiveness.

The initiative involved setting up a framework for putting into practice the Paris Declaration, through strategic dialogue at various levels: the biennial SADC-ICP Consultative Conference, the Joint SADC-ICP task force, and the Thematic Groups on the key areas of cooperation. The Windhoek Declaration is structured around the five key principles of the Paris Declaration, which are: ownership, alignment, harmonisation, management for results, and mutual accountability (SADC, 2006).

The Windhoek Declaration lists a number of commitments which SADC as well as donors must address under each principle. For example, under the ownership principle, SADC commits itself to develop, implement and monitor the regional development agenda as expressed through protocols and regional agreements, and to translate the RISDP (and SIPO) into results-oriented operational programmes expressed in annual budgets. In

this regard, donor agencies commit themselves to respect SADC leadership and to help strengthen SADC's capacity to exercise it at regional and national levels (SADC, 2006).

Under the alignment principle, commitments revolve around SADC's undertaking to develop systems and management structures for reliable assessments of performance, transparency and accountability. This includes strengthening of financial management capacity, improved procurement systems and a strong emphasis on building capacity at all levels of the organisation. On their part, the ICPs committed to support SADC efforts, and to use SADC systems and procedures to the maximum extent possible. This includes aligning their analytical, financial and technical support with SADC's capacity development objectives and strategies; to make effective use of existing capacities; and to harmonise support accordingly. The donors would also provide reliable indicative commitments of aid over a multi-year framework and disburse aid in a timely and predictable manner. In addition, they would continue to untie aid (SADC, 2006).

A number of commitments are specified under the harmonisation principle to implement arrangements and simplify procedures. Among other things, this includes implementing, where feasible, common arrangements for planning, funding, disbursement, monitoring, evaluation and reporting to SADC on donor activities and aid flows; working together through conducting joint missions, sharing analytical work and information; and making full use of their respective comparative advantage at sector or regional level by delegating, where appropriate, authority to a lead donor agency for execution of programmes, activities and tasks, and generally working together to harmonise procedures. SADC has committed itself to provide clear guidance on these matters, taking into account the donor agencies' comparative advantage in the areas of cooperation (SADC, 2006).

In relation to the management for results principle, SADC commits itself to establishing a results-oriented reporting and assessments framework that facilitates a better monitoring of progress and achievements. Donors shall harmonise their monitoring and reporting requirements with SADC to the maximum extent possible on joint formats for periodic reporting until they can rely more extensively on SADC's statistical, monitoring and evaluation systems (SADC, 2006).

The mutual accountability principle specifies that SADC and the donors shall jointly assess their efforts to improve aid effectiveness. Donor agencies shall provide timely, transparent and comprehensive information on aid flows so as to enable the SADC Secretariat to present comprehensive budget reports to Member States.

The Windhoek Declaration also outlines the structures for dialogue between SADC and the donors. Dialogue will take place both at the political level and at the policy and technical level. At the highest level there is a Ministerial/Consultative Conference. Previously, this conference was an annual event. But since 2002, it has met less frequently, three times to be exact, in Gaborone in 2002, in Windhoek in 2006 and in Mauritius in 2008. The meeting scheduled for 2010 did not take place. This casts doubt in the value of these conferences as forums through which to regularly conduct dialogue on the implementation of the Windhoek Declaration.

However, since the principles underlying the Windhoek Declaration were largely derived from official development aid to country-level developments, the Declaration is weak with regard to subregional support and the commitments required to ensure alignment between SADC objectives and national development efforts, and between the subregional and country-level support provided by donor agencies. Like its Paris model, the Windhoek Declaration is essentially about the technical delivery of aid and preconditions both at the donor and recipient levels which must be in place for this delivery to take place as intended. It is assumed that this will increase the effectiveness of aid, and, thereby, lead to improved development and poverty reduction. How much has been achieved is not known (Tjønneland, 2008).

Despite the framework provided by the Windhoek Declaration, the status of aid effectiveness in SADC is difficult to determine, because the setting up of institutional structures and procedures has not translated to active monitoring and evaluation of the progress towards implementation of the Declaration. Notably, SADC has yet to set up an effective monitoring system to evaluate the progress of the Regional Indicative Strategic Development Plan (RISDP) and the Strategic Indicative Plan for the Organ on Politics Defence and Security (SIPO) (both spanning 15 years); the meetings of the thematic groups and the joint task force have neither been frequent nor regular; and there is failure to hold the SADC-ICP Consultative Conference that was due in 2010. Insufficient human capacity, and data and information inadequacies have plagued the operations of the mechanism. South-South cooperation in the framework of SADC cannot, therefore, be said to have improved aid effectiveness, in spite of the adoption of the Windhoek Declaration.

Thus, South-South cooperation through the SADC regional integration project has not had measurable impact on addressing the development priorities of countries in the sub-region, because of the failure at both member State and Community levels to attain the objectives of the RISDP and the Windhoek Declaration. There is no clear evidence that the SADC as a developmental mechanism has been effective in promoting collective self-reliance, which would complement, rather than supplement, the (North-South) cooperation with developed countries. Further, measured against the Buenos Aires Plan, SADC has neither strengthened the economic, social and political interdependence of southern African countries, nor to accelerate their development, in order to “*correct distortions in international systems caused by the asymmetrical power relations of the colonial era*”.

3.3.2 NEPAD as a special case of South-South and triangular cooperation

The objective of African Union’s New Partnership for Africa’s Development (NEPAD) is to promote sustainable development of the African continent, through activities that aim at eradicating poverty by attaining the Millennium Development Goals (MDGs) through social, economic, and environmental programmes. NEPAD activities are designed to emphasise joint responsibility, collective and collaborative action, and peer processes as instruments to ensure the developmental progress of African countries (Krtzinger-van Niekerk and Houdart, 2005).

Broadly, NEPAD seeks to diagnose the region's major development constraints and needs, and to determine developmental solutions that would uplift the region, with emphasis on the principle that a balance must be struck between domestic and ODA resource mobilisation, debt forgiveness, private capital, and remittances (UN ECOSOC, 2010b). With regard to specific objectives, NEPAD's strategies are designed to address the current challenges facing the African continent, including poverty eradication through sustainable growth and development, and halting marginalization of Africa in the global economy.

NEPAD has a unique position, and is a manifestation of a novel form of development cooperation in Africa. Right from the start, NEPAD was envisioned to be the focal point to establish an innovative partnership of African countries with the Northern countries in the utilisation of development assistance and foreign investment. The UN describes it as a "*strategic concept for integrated action with peer-reviewed oversight*" (UN General Assembly, 2009c). NEPAD is supposed to be a catalyst, intermediary, and broker in continental development initiatives. This new role was clarified in February 2010 at the 22nd Summit of NEPAD Heads of State and Government Implementation Committee, when NEPAD was made an integral component of the African Union, with a renewed emphasis on refining its mandate and strategic focus.

NEPAD covers the entire continent by seeking to coordinate and harmonise development across sub-regional boundaries through the regional economic communities recognised by the African Union. NEPAD utilises broad-based arrangements for the sourcing of financing from international, regional, and national, non-state and other cooperating partners, including the OECD, EU, the UN system (particularly the UN Economic Commission for Africa); the World Bank group, the African Development Bank group, the Group of Eight/Group of Twenty, the private sector, civil society, philanthropic organisations, and the beneficiary African countries themselves. The beneficiary countries and their RECs are the implementing agencies for projects, some of which are national but have regional importance.

Although NEPAD was initiated in 2001, there were delays in implementing most of its programmes because it did not have a clear legal status until February 2010, when the NEPAD Secretariat was integrated into the African Union's structures and processes and re-named the NEPAD Planning and Coordinating Agency (NPCA). The NPCA was given a clear mandate to facilitate and coordinate the implementation of continental and regional priority programmes and projects as a catalyst, intermediary, and broker (UN ECOSOC, 2010b; NPCA, 2010). The focus is on the implementation of the (new) priority programmes and projects that the African Union has developed, which are contained in the AU/NEPAD African Action Plan 2010-2015.

The plan has identified the critical role of infrastructure in economic development and poverty reduction. The development and completion of infrastructure networks are deemed to be necessary for Africa to realize "its full potential for economic growth, competitiveness in global markets and achievement of the Millennium Development Goals (MDGs) including poverty reduction" (AU, 2009). Complementing the re-definition of priorities has been enhanced through access to technical support from the UN Economic

Commission for Africa (ECA) and the African Development Bank (AfDB). However, the actual implementation of the project activities is the responsibility of the RECs and national governments.

The new strategic direction of NEPAD is founded on the African Union Commission pillars, namely: peace and security; development, integration and cooperation; shared values; and institution and capacity building. These pillars are the basis of the five strategic themes that have been developed, with the aim of shifting activities from a sectoral approach to one that is programmatic and results-based. The five themes are: agriculture and food security; climate change and natural resources management; regional integration and infrastructure; human development; economic and corporate governance. All the programmes and projects in the themes outlined above will mainstream cross-cutting issues such as capacity building and gender. [See Annex 2 for details of the thematic areas with the NEPAD frameworks and programmes and Annex 3 for the priorities of the AU/NEPAD African Action Plan 2010-2015].

Since 2001, NEPAD has implemented a number of thematically-focused programmes and projects throughout the continent (Table 12). The overall thrust is on instruments that would ensure the developmental progress of African countries. Despite the slow and uncertain start, the NEPAD framework has assisted African countries to reconsider their development priorities in a more focused, strategically integrated manner.

Table 8: Examples of NEPAD progress in major continental programmes and projects

NEPAD theme	Programme/projects
Agriculture and food security	The Comprehensive Africa Agriculture Development Programme (CAADP) The NEPAD/CAADP Pan African Cassava Initiative (NPACI) The NEPAD TerrAfrica Partnership centres on issues around sustainable land and water management (SLM) The Partnership for African Fisheries
Climate Change and Natural Resources Management	Action Plan of the Environment Initiative of NEPAD African Common Position for the Copenhagen Summit on Climate Change in December 2009 (with AU) Collaboration with the African Ministerial Conference on the Environment (AMGEN) where we have jointly produced a framework for sub-regional climate change programmes
Energy	The NEPAD Bio-energy programme NEPAD-OECD Initiative involving Public Private Partnership (PPP) capacity building programme to promote the involvement of small and medium enterprises in the electricity business
Transport	Facilitated dialogue between African institutions and development partners “ to ensure coherence in their support to Africa’s infrastructure development” Africa Infrastructure consortium Spatial development Initiatives NEPAD Transport Summit, November 2009

NEPAD theme	Programme/projects
ICT – Connecting Africa to the World	NEPAD Broadband Network
Human Development	The first NEPAD Africa Day Celebrations, under the theme “Unifying Africa through Education and Culture” which resulted in the adoption of the Legacy Project Science and Technology: mobilising domestic support from African governments for Africa bio-science initiative through the AU/NEPAD Africa’s Science and Technology Consolidated Plan of Action (CPA) (AU summit of heads of state and government endorsed this in 2006)
Governance	Active participation in governance forums, including facilitation of expert group meeting on “bridging the peace and development nexus: the role of Peacekeeping Operations, Peace Building Commissions, EU, and OCHA
Cross-cutting Issues	Association of Scouts/Guides of Niger (AGEN): financial support from the NEPAD Spanish Fund for African Women Empowerment (Niamey)
Information and Communication Services	Train the Trainer initiative for young journalists by providing them the opportunity to learn about NEPAD, RECs and member countries The NEPAD (annual) regional media dialogue in conjunction with the Communication cluster of the UN Regional Coordination Mechanism (UN-RCM)

Source: NPCA, 2010.

The engagement of NEPAD in triangular cooperation is also illustrated in a number of development cooperation activities in which NEPAD has acted as a pivotal multilateral institution, through partnerships and collaboration with the OECD, World Bank group, UN system agencies, and regional multilateral institutions, the UN system agencies, and the most important regional multilateral entities UNECA and AfDB, with South-South partners (RECs and African countries) (Table 13). NEPAD has facilitated cooperation, especially for the regional economic communities (ECOWAS; SADC; UEMOA; and CEMAC) in the areas of economic and social development, technical assistance, financing, and governance. Thus the development cooperation does not merely cover development aid but also social, economic, and political objectives of regional integration.

Table 9: Examples of triangular cooperation through the NEPAD Agency

International cooperating partners	South-South partners	Areas of development cooperation
World Bank group	NEPAD Agency RECs -ECOWAS -SADC -UEMOA -CEMAC	Technical assistance: Development and preparation of programmes and projects Lending: IDA financing for NEPAD priorities; Trust Fund Support to NEPAD programmes (agricultural projects; infrastructural projects: power projects; financial sector development; trade facilitation; HIV and AIDS programmes
UN system	NEPAD Agency RECs	Regional coordinating mechanism

International cooperating partners	South-South partners	Areas of development cooperation
UNDP UNECA AfDB	NEPAD Agency 29 countries	African Peer Review Mechanism (APRM)
OECD	African countries (NEPAD)	Economic and social policy development: economics; education; health; environment; agriculture; migration; tax administration; anti-corruption; corporate governance; finance, insurance and pensions; peer review and aid effectiveness; development analyses and policies; statistical research, collection and dissemination; investment policies; mutual review of development effectiveness; policy briefs and analytical work on challenges of boosting economic growth and development; public-private partnerships.

Source: NPCA, 2010; L. Krtzinger-van Niekerk and Fabrice Houdart, 2005; OECD, 2007.

The UN Office of the Special Advisor on Africa (OSAA) and the NEPAD-OECD Africa Investment Initiative acknowledge that in view of the rapid decline of ODA, there are significant challenges for the future of development aid to Africa. The most important challenges are considered to be: how to use aid to leverage other flows in order to meet development objectives, and to improve the effectiveness? (UN OSAA/NEPAD-OECD Africa Investment Initiative, 2010a). The 2010 ECOSOC Development Cooperation Forum also noted that most OECD countries failed to meet the development cooperation promises that they had made since the Paris Declaration of 2005 and that development cooperation was inefficient, poorly allocated, not accountable or transparent, defragmented, and that development cooperation policies and frameworks were incoherent.

On paper, the activities of NEPAD appear to have the potential for strengthening of economic, social, and political interdependence of countries of the sub-region. Note especially NEPAD's role in harmonisation and coordination of continental development activities, attempts at acceleration of sub-regional (REC) and country implementation of cooperative and collaborative projects, within a context of national programmes that are aligned with a shared, common framework offered by NEPAD. NEPAD therefore offers the benefits of enhanced South-South cooperation in various aspects of economic, social, and political development. It is definitely playing a catalytic role in South-South cooperation on the continent by promoting and consolidating regional integration.

The NEPAD experience shows that it is more than just a development aid management experiment; it is a strong vehicle for promoting the (South-South) integration of the African continent. It is an African initiative that has enhanced the capabilities for utilising different sources of aid and coordinating its usage in a manner that has immense potential for strengthening the economic, social, and political interdependence of African countries. It is a working example of how to effectively utilise aid from various (Northern, multi-lateral, and member country) sources to meet African development objectives that would

lead to acceleration of the overall development experience. The involvement of NEPAD in diverse economic, social, political, and other developmental areas shows that rather than being narrowly focused on the management of aid, NEPAD is contributing to enhanced South-South cooperation that has the potential to contribute to the strengthening of overall development effectiveness.

3.3.3 Other South-South arrangements

Apart from NEPAD, other entities also contribute to the enhancement of global partnerships involving the African continent and Southern Africa. The AfDB coordinates triangular relations with Africa through Strategic Partnership with Africa (SPA), a voluntary group of senior policy-makers at the technical level from Africa and the traditional donor countries. The SPA was created in 1987 when most countries were undertaking structural adjustment programmes with support from donor countries. However, emerging issues within the international aid architecture have necessitated a shift in SPA agenda from emphasis on support for economic reform programmes to improving the coordination and effectiveness of aid between donors and recipient countries (AfDB, 2010). The AfDB through SPA is currently studying capacity building on aid effectiveness in nine countries, three of which are from the sub-region (Mozambique, Tanzania and Zambia).

The RECs on their part have used cooperation at various levels to establish regional common markets, free trade areas, customs unions, and monetary unions with supporting intra-regional transport infrastructure and communications networks. The most notable attempt at strengthening South institutions involves the proposed Tripartite Free Trade Area connecting the East African Community (EAC), COMESA, and SADC. The formal agreement to commence negotiations for the establishment of the Tripartite FTA was signed by 26 participating countries in June 2011. The Tripartite FTA will strengthen regional integration through cooperation in operational programmes involving customs, trade facilitation, harmonization and coordination of industrial and health standards, combating of unfair trade practices and import surges, use of peaceful and agreed dispute settlement mechanisms. It is envisaged that trade flows among the 26 Tripartite countries will increase tremendously.

3.4 Southern African tripartite arrangements

The NEPAD experience is very recent and at present inadequate to convince countries of the benefits and advantages of South-South and triangular cooperation. It is, therefore, imperative to inform and educate African countries about the development potential of the new forms of development cooperation. For example, it would be desirable that Africa's "developmental" states be made aware of the mechanisms and processes through which they could harness the beneficial cooperation through NEPAD by arranging the necessary national institutions; defining national development strategies; and establishing mechanisms for the measuring of and being accountable for the results (Rogerson, 2010:3). This has two major implications for the ordering and conduct of internal and external relationships and processes.

The first implication is that countries have to, as regards their (internal) national systems, be prepared to reform their institutional, policy making and implementation arrange-

ments, which must be made to align national strategies with the goals and vision of the continent, as espoused in the NEPAD framework. With regard to their external economic and political relations, countries must prepare to develop and operate within a set of different guiding principles of South-South and triangular cooperation, which emphasise solidarity amongst the developing countries, mutual cooperation, and unconditional development assistance. This requires determination of answers to several questions:

- i. How do the pivotal countries relate to other countries in the region?
- ii. How willing are the beneficiary countries?
- iii. Are the traditional donor countries willing to use the pivotal countries to connect with the beneficiary countries?

3.4.1 How do the pivotal countries relate to others?

As stated above, South Africa and Mauritius are regarded as pivotal countries in South-South and triangular cooperation in the SADC sub-region. South Africa has been the more prominent of the two, but Mauritius has potential that could further be enhanced. Actually, South Africa, by virtue of its economic might and political eminence, plays a much more prominent role regionally, continentally, and globally than any other country in Southern Africa. It is often portrayed as the gateway to the entire African continent; thus the country commands a central position in the share of foreign investments and economic activity, as well as strategic political attention. South Africa has recently joined the economic grouping of Brazil, Russia, India, China (BRIC), which aims to improve the global voice and influence of rapidly developing, but non-OECD/DAC countries.

Although apparently wary of displaying its dominance and pre-eminence, due partly to the sensitivity grown out of its erstwhile unsavoury relationships with other African countries during the Apartheid period, South Africa has taken a lead in continental affairs. Economically, South Africa has provided the leadership in South-South interactions in the sub-region. It is the pillar of the SACU, which is the oldest and perhaps most successful customs union in the world. Starting from 1994, the country has also been a major funder and driver of the SADC. At the continental level, South Africa was at the forefront of the initiation, funding, and hosting of the NEPAD. In addition, South Africa has also been giving bilateral development assistance to a number of countries, and multilateral assistance through the UN and other agencies. The country is also the most prominent in triangular cooperation, as well as being the largest investor in the private and commercial sectors within sub-Saharan Africa.

The official policy of South Africa is expressed in several “key strategic priorities” that include “consolidation of the African agenda” through promoting regional integration and development through SADC and NEPAD; supporting peace, security and stability and post-conflict reconstruction initiatives; and strengthening bilateral relations. South Africa continues to play a pivotal role in reaching out to, and establishing and maintaining progressive (South-South and triangular) relationships with other countries in the region.

South Africa’s strategy is expressly laid out in South African Department of International Relations and Cooperation (DIRCO) consolidated approach, “the African Agenda”

which is aimed at promoting “programmes aimed at regional economic integration; prioritise the implementation of NEPAD; work towards the establishment of a South African Development Partnership Agency (SADPA) to promote development partnership... advance AU-EU relations in the context of the Africa-EU Action Plan, mobilise support for the harmonisation and rationalisation of RECs, strengthen the AU and its structures, continue to invest... resources in the promotion of peace, security and stability among countries of Africa; and last but not least, champion the attainment of MDGs in African countries by 2015” (SA-DIRCO, 2010).

Similarly, the foreign policy of Mauritius also emphasises regional integration, and the country is a member of various South-South cooperation organisations, such as the AU, SADC, COMESA, Non-Aligned Movement, the Indian Ocean Rim Association for Regional Cooperation, the African, Caribbean and Pacific Group of States, and the Indian Ocean Commission. Although it has participation in these Southern organisations, Mauritius has not fully exploited its potential, and the majority of its triangular cooperation projects are limited to Indian involvement. Its decision to set up the Regional Development Company, which will invest in African infrastructure, and its recent overtures to Singapore, DRC, and Mozambique will serve to broaden its engagement in South-South and triangular cooperation.¹² Mauritius is thus willing to enhance South-South and triangular cooperation.

3.4.2 Are the beneficiary countries willing?

In spite of South Africa’s and Mauritius’ stated policy objectives, which seek to promote regional integration, South-South and triangular cooperation, a further question arises: how willing are beneficiary countries? The OECD (2009) has identified various critical challenges regarding triangular cooperation, which include the “lack of demand from and involvement of beneficiary countries”; the limited scale (so far) of triangular programmes and projects; the unclear division of functions, roles and responsibilities.

One factor that currently limits South-South and triangular cooperation is that none of the beneficiary countries in Southern Africa has a national policy and/or strategic framework specifically to guide its engagement with any pivotal country. The presence of such a national policy or strategy would allow beneficiary countries to identify, prioritise, and match development needs with capacity to deliver technology, skills and knowledge, as required. The absence of national frameworks renders beneficiary countries unable to influence the focus and modalities of South-South and triangular cooperation.

Regarding the countries that are members of the SACU, there seems to be little choice but to cooperate with South Africa, given the dependence of these countries on SACU revenues, which South Africa collects and administers on their behalf. As for the rest of the SADC countries, the sheer dominance of South Africa in the sub-regional economy also leaves little room for individual countries to opt out of their relationships with South

12 Statement by Hon. A. Boolell, Minister of Foreign Affairs, Regional Integration and international Trade at the 161st Annual General Assembly of the Mauritius Chamber of Commerce and Industry, Labourdonnais Waterfront Hotel, 25 March 2010. [Http://pmo.gov.mu/portal/goc/mfasite/files/Speech_25032010.pdf](http://pmo.gov.mu/portal/goc/mfasite/files/Speech_25032010.pdf)

Africa. This implies that South Africa is likely to continue being the major player in South-South integration schemes at SADC level, and also retain its pivotal role in triangular arrangements.

As for participation in NEPAD initiatives, there seems to be overwhelming willingness of beneficiary countries to be included. This is evident in the growing involvement of countries of the sub-region in NEPAD programmes such as the Comprehensive Agriculture Development Programme (CAADP), and the APRM.

3.4.3 Traditional donors and triangular cooperation

The OECD/DAC countries, the EU, the UN system agencies, and the World Bank all support South-South and triangular cooperation. The DAC has been at the forefront of the promotion of triangular cooperation, especially with regard to efforts to improve aid effectiveness. It has commissioned several studies and meetings to examine and discuss aid effectiveness, and the use of innovations such as triangular cooperation. For example, an OECD study in 2009 observed that *“Triangular cooperation may be a good opportunity for joining efforts and using the comparative advantages of DAC donors and pivotal countries to support the development of beneficiary countries. However, in order to achieve these benefits and overcome the practical challenges of triangular cooperation, it is important to observe certain principles of effectiveness. Respect to ownership, alignment and harmonisation may be particularly useful for promoting good results in triangular cooperation”* (OECD, 2009a: 16).

Following on this, a high-level meeting in Bogota, Colombia in 2010, reiterated that South-South and triangular cooperation among developing countries was fundamental to international efforts to improve the delivery of development assistance. The Bogota Statement, which was concluded after consideration of *“110 case stories from countries that are both aid recipients and donors...[therefore]...aims to adapt the aid effectiveness principles of the Paris Declaration and Accra Agenda for Action to South-South cooperation”* (OECD, 2011). Some bilateral partner countries, notably Japan, Germany, Spain, Austria, France, Italy and Portugal appear to have taken early interest in triangular cooperation since the turn of the century.

Germany is reported to have committed to triangular cooperation in its policy with regard to the so-called 15 emerging countries that it considers critical partners in global and regional governance. Spain also backed triangular cooperation in its Master Plan 2009-2012, and engaged in negotiations with Argentina and Chile, which are pivotal countries. Germany, Portugal, Spain and the United Kingdom have for a while now collaborated with Brazil in African countries (including Angola, Burkina Faso, Ghana, and Mozambique) (AECID, 2010).

The European Union also supports South-South and triangular cooperation, as its adoption of the 2007 Africa-EU Joint Strategy confirms. The strategy seeks to consolidate EU relations with Africa, through emphasis on development cooperation, political and global concerns and interests, and *“supporting Africa’s aspirations to find regional and continental responses to some of the most important challenges...on a new, equal and strategic level”* (EU,

2010a). Thus the Third Africa-European Union Summit issued the Tripoli Declaration in December 2010, which endorsed the Joint Africa-EU Strategy and made pledges to provide the necessary financing for African development (EU 2010b).

In addition to this, the statement by the European Union at the Sixty-Fifth United Nations General Assembly on Agenda Items 62(a) and (b) reiterated the EU's support for NEPAD; assistance that *“aimed at helping African institutions and African countries develop their capacities to promote continental, regional and national projects and to mobilize the necessary resources for the priorities identified...to support Africa's own political and economic integration agenda, through regional trade and political partnership, and to strengthen the links between regional economic communities”* (EU, 2010c). The APRM and CAADP programmes were specifically mentioned. The EU is also the principal champion of the Windhoek Declaration, which seeks to put into effect the principles of the Paris Declaration on Aid Effectiveness in the context of Southern Africa.

The UN agencies have provided support for South-South cooperation for over three decades, mainly through promotion of TCDC. The UN agencies most involved are the ECOSOC Development Cooperation Forum; UNCTAD Centres for Excellence to support technology and knowledge transfer to Africa; UNDP Special Unit for South-South Cooperation; South-South Global Assets and Technology Exchange; UNEP South-South clearing house for environmental and sustainable development activities; UNESCO International Science, Technology and Innovation Centre for SSC; and UNIDO South-South Industrial Cooperation Centres (UN, 2010).

In summary, the pivotal countries in the sub-region, South Africa and Mauritius, have positive policies that seek to enhance South-South and triangular cooperation. The traditional donors appear to support it, even if their justifications may have more to do with seeking to improve the efficiency and effectiveness of development partnerships in line with the Paris Declaration, Accra Agenda for Action, and the Windhoek Declaration. The beneficiary countries such as the Democratic Republic of Congo, Mozambique, Malawi, Swaziland, and Zimbabwe are willing participants. It is reasonable to assume that other potential beneficiary countries would be willing to engage, as long as the benefits are made clear to their leadership. Other factors that might affect willingness include the results of the current re-negotiation of the SACU agreement, developments within the SADC, the outcomes of the EPA negotiations, and individual countries' own assessment of sovereign needs. There is a definite need to educate and inform the countries of the advantages and benefits of triangular cooperation.

Chapter 4:

Conclusions and Recommendations

The world has experienced a re-definition of development cooperation dynamics. Development cooperation is no longer restricted to traditional North-South, donor-recipient relationships. It now includes South-South and triangular cooperation modalities complementing North-South arrangements. South-South cooperation is prominent particularly through regional integration initiatives particularly the SADC FTA, and the proposed customs unions; common institutional and regulatory frameworks; and cooperative ventures in transport, communications, and other infrastructures.

The principal countries involved in South-South cooperation are the leading emergent economies, including Brazil, China, India, South Africa, Venezuela, and oil-rich Arab states. The centrality of these countries in mediating triangular cooperation arrangements makes them “pivotal”. South Africa, and to a lesser extent Mauritius, are pivotal countries in the SADC subregion. Whereas South Africa is the more prominent of the two, Mauritius has abundant potential that has yet to be realised in South-South and triangular cooperation. The AU/NEPAD is the major catalyst for continent-wide harmonisation and coordination of development cooperation with member States. It is also a major player in enhancing the effective utilisation of development assistance provided by the traditional donors, multilateral agencies, South-South contributors, and member countries.

There are a number of compelling reasons advanced for taking part in South-South and triangular cooperation. South-South cooperation is considered to be important in promoting close socioeconomic links between countries, thus helping them to strengthen their position in the world economy. Other potential benefits include mutual learning and institution building among developing countries, inclusive global relations with developed partners, and investment and trade facilitation between cooperating partners. South-South and triangular cooperation also has potential to allow countries to share experiences, share market space and trade-oriented support and investments. In addition, it involves substantial financial flows in the form of grants and concessional loans, including export credits, provided by one southern country to another to finance projects, programmes, technical cooperation, debt relief and humanitarian assistance and contributions to multilateral institutions and regional development banks (UN ECOSOC, 2009). It must also be noted that Northern donors are gaining valuable insight on how to make their aid more effective from combining forces with pivotal countries in triangular cooperation (OECD, 2009a).

The major drawbacks in triangular cooperation are the absence of national policy frameworks to guide engagement by beneficiary countries with pivotal countries, and lack of long term strategic frameworks of operation by pivotal countries for engaging with both the North and the South (UNDP, 2009). National policies or strategies on South-South and triangular cooperation might allow beneficiary countries and pivotal countries to identify and match development needs with capacity to deliver technology, skills and knowledge, as required. Lack of national and regional frameworks for cooperation renders

the beneficiary and pivotal countries unable to influence the North-South node of the triangular cooperation, leaving the impression that the whole process is donor driven. Member States should therefore develop strategies to foster partnerships with emerging countries such as the BRICS, learning from the experience of pivotal countries which are already benefiting from SSTC.

Critics of SSTC argue that most arrangements exclude civil society and/or local stakeholder participation, with the result that the processes are often perceived as supply driven as opposed to demand driven. Institutional mechanisms and continuous policy dialogue are needed to strengthen mutual accountability, result oriented approach and transparency in the delivery of SSTC. Member States should therefore foster real public-private partnerships to engage the private sector and NGOs in the delivery of SSTC. Generally, the advantages and benefits of South-South and triangular cooperation appear to outweigh the negative factors. The potential for SSTC to enhance development cooperation and its effectiveness is acknowledged by traditional donors of the OECD/DAC, the UN system, as well as pivotal and the beneficiaries countries.

4.1 SADC and NEPAD in South-South and triangular cooperation

South-South cooperation through organisations like SADC and AU/NEPAD should not be assessed in terms of purely aid effectiveness, but whether they advance holistic economic, political, social, and other (even cultural) development. The appropriate measures and criteria for evaluation of South-South cooperation are found in the Buenos Aires Plan of Action that emphasize Southern interdependence, accelerated development, and correction of historical distortions in the international political economic systems.

4.1.2 The Southern African Development Community

At this stage it is premature to evaluate whether SADC has addressed development priorities of Southern African countries as espoused in the RISDP. However, it is clear that the attainment of the objectives of the RISDP has been uneven amongst the member States and collective goals and targets are yet to be realised. Also, the subregion as a whole has failed to attain major milestones as specified in the RISDP. As it stands, there are no obvious development cooperation benefits that may be attributed to SADC initiatives on SSTC. The non-implementation of the Windhoek Declaration, which was supposed to improve aid management in line with the Paris Declaration, makes it impossible to determine the effectiveness of aid utilisation in the SADC context. It is therefore against this background that SADC member States need to develop and strengthen sub-regional strategic frameworks for SSTC, including reviewing the Windhoek Declaration, and align and harmonize national strategies and policies.

In addition, there is need for beneficiary and pivotal countries at SADC level to meaningfully engage through SADC and COMESA, in formulating a framework for international cooperation that would render SSTC more effective. Member States should also reflect on how best to unlock the potential that South Africa and Mauritius offer as pivotal countries and how best the sub-region could position itself to benefit from SSTC arrangements

including identifying policy or capacity gaps in taking advantage of such cooperation. Member States should also learn from each other and build on best practices identified in some countries within and outside the sub-region. In this regard, regional capacity building initiatives, such as the Regional Multi-Disciplinary Centre of Excellence in Mauritius, should be promoted to address capacity gaps for designing and implementation strategic frameworks for international cooperation.

4.1.3 The AU/ NEPAD Framework for International Cooperation

The NEPAD framework has provided an avenue for the participation of Southern African countries in various collaborative programmes, especially in agriculture and food security, regional integration and infrastructure, and the APRM. In that sense, NEPAD contributes to promoting regional interdependence with the participation of Southern African countries. The NEPAD framework therefore has the potential to contribute to efficient and effective utilisation of resources for national development, which might boost the development performance of countries that implement NEPAD-aligned projects.

Although challenged by organisational arrangements, the NEPAD framework was successful in the implementation of various regional initiatives that have been beneficial in improving various human development projects in participating countries throughout Africa. The fact that NEPAD now has the legal and institutional backing of the AU makes it more legitimate and most likely to be actively supported to attain more than what was achieved from 2001 to 2010. The prospects for successful implementation of the AU/NEPAD AAA 2010-2015, in which Southern African countries will participate, are therefore quite high.

It is evident that NEPAD could serve as the framework through which triangular cooperation can be advanced in African countries. This is especially so because it provides a coherent and credible arrangement of planning, financing, and implementation of national and regional projects that have shown some measure of success. The attractiveness of the NEPAD model is that in the absence of national policy frameworks for SSTC, member States may continue to engage in triangular cooperation within the guidelines of the NEPAD strategies. Ideally, the national policy frameworks would serve as guidance to engagement with pivotal countries; allow beneficiary countries and pivotal countries to identify and match development needs with capacity to deliver technology, skills and knowledge as required; and ensure the beneficiary countries some degree of influence in the North-South node of triangular cooperation.

NEPAD has shown the benefits of integration of functions of harmonisation of programmes, and acting as a pivotal institution as a catalyst, intermediary, and broker. NEPAD has also shown that varied and diverse stakeholders in the development process (ranging from the traditional donors, multilateral, regional, national, and non-state actors) can be brought to work together in concert for a well-defined development objective. The multi-dimensional approach to coordination, resource mobilisation, promotion, and facilitation, which involves all the principal stakeholders, is perhaps the most unique and critical factor that underpins the potential of the NEPAD model.

4.2 The critical lessons and recommendations

The unavailability of data and information on a number of key variables on ODA, SSTC flows, technical assistance, skills training, and other development cooperation flows at national and subregional levels makes it very difficult to assess the performance of SSTC. That is particularly evident with regards to SADC member States. The deficiency points to a need that must be addressed. Both pivotal countries and beneficiaries need to engage with regional institutions to determine frameworks for cooperation, collection of data and information, monitoring, and reporting that would give better support to the various cooperation initiatives. This implies that they should agree on the definitions of data and information, the modalities for data collection, and the work on enhancing human and institutional capacities that would facilitate the performance of these functions.

For SSTC to be more effective in Southern Africa, South-South cooperation needs to be strengthened by developing and actually implementing clear cooperation frameworks with commitment and dedication. Basically, this should include the strengthening of the human and institutional capacities of RECs to pursue common and collective development goals in a harmonised, coordinated, and measurable manner. In addition, beneficiary countries should formulate national policy frameworks to guide dialogue with partner countries in South-South and triangular cooperation. As much as possible, these frameworks should aim at alignment of national priorities with collective ones. Just as recipient governments are accountable to donors and providers of South-South development assistance, governments of beneficiary countries should also be accountable to their citizens. For this reason, member States should make every effort to facilitate citizen participation in SSTC, which is crucial at all levels from design, implementation, to monitoring and evaluation. They should also strengthen their institutions, including structures for anti-corruption activities.

Likewise, pivotal countries should work out long term strategic frameworks for engaging with both the North and the South in triangular cooperation. There should be formal agreements amongst the partners, especially strategies to foster partnerships with the emergent, more economically advanced pivotal countries, which already have experience from triangular arrangements, from which lessons could be drawn for greater potential benefit from triangular cooperation.

There is also need to develop regional frameworks, ethics and procedures, and to coordinate approaches and application of standards by pivotal countries. Beneficiary and pivotal countries should meaningfully engage through subregional organisations such as SADC and COMESA to formulate the frameworks of international cooperation that would make SSTC more effective. This implies that member country governments should put SSTC firmly on the agendas of development discourse, and ensure that the same is taken up by the regional integration bodies. Donors on their part should promote and facilitate dialogue among partners in triangular cooperation. This will enable pivotal countries to improve translation of the needs of beneficiary countries.

With respect to monitoring and evaluation, there is a need for member States as well as partners to develop benchmarks against which indicators can be formulated and tracked.

There are generic indicators which can be applied readily, including those contained in the Buenos Aires Plan of Action, which emphasise Southern interdependence, accelerated development, and correction of historical distortions in the international political economic systems. The generic indicators can be supplemented by sector-specific indicators, including but not exclusively, the timely delivery of projects, involvement of civil society and the private sector, the extent of capacity building and transfer of knowledge to local people, national ownership of projects, and absorptive capacity of funding for projects and programmes, and use of standardized methodologies such as results-based approaches.

Considering that the level of awareness about SSTC in pivotal and beneficiary countries is low, there is a need for a forum where these countries can meet to share ideas on how to make SSTC frameworks more effective. In particular, there should be greater dissemination of the characteristics, operations, and potential benefits of operating within SADC and other regional frameworks such as the AU/NEPAD framework. Member States also need to ensure that they have long term strategies that emphasize consultations with national institutions including parliaments, broad based stakeholders and the private sector to enable national ownership of SSTC.

Lack of progress by member States in attaining SADC RISDP milestones is another serious impediment to effectiveness of SSTC, particularly the role that pivotal countries could play. SADC institutions should therefore take note of the potential benefits of alternative South-South and triangular arrangements such as the AU/NEPAD framework. SADC should particularly engage member States to strengthen national policy frameworks on SSTC as well as start implementing the Windhoek Declaration. In particular, dialogue and consultation by pivotal and beneficiary countries using SADC, NEPAD or other sub-regional blocs is needed to ensure that the resulting frameworks are realistic and pragmatic. Further, SSTC in the SADC context should be strengthened towards enhancing global partnerships and building stronger SS Institutions.

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Annexes

Annex 1: Total Official Development Assistance to SADC Member Countries, 2002-2008 (Constant prices, 2005 USD million)

Country	2002	2003	2004	2005	2006	2007	2008
Angola	528.2	548.9	1174.8	436.9	165.4	241.2	368.8
Botswana	44.6	30.6	48.4	47.6	63.2	104.4	716.4
DRC	1517.2	6052.8	1860.8	1827.6	1998.3	1216.5	1609.8
Lesotho	99.2	89.5	97.9	68.6	70.1	129.5	143.4
Madagascar	475.1	694.8	1273.8	914	738.2	892	841.4
Malawi	484	580.2	514.6	577.6	649.3	734.7	912.7
Mauritius	32.6	-17	33	34.2	18.4	74.6	109.7
Mozambique	2954.4	1170.7	1268.1	1276.6	1572.9	1776.7	1993.8
Namibia	179.1	163.7	177.5	115.1	141.1	205.1	206.8
Seychelles	-	-	-	-	-	2.8	12.1
South Africa	667.7	725.7	642.1	680	699.3	794.1	1124.9
Swaziland	28.5	38.3	22.2	46.3	34.6	62.8	67.4
Tanzania	1639.4	1928.3	1790.8	1481	1775.3	2810.8	2330.7
Zambia	831.2	667.9	1152	935	1388	1044.8	1085.9
Zimbabwe	251.4	211.5	191.5	376	271.6	465.3	611
Total	9732.6	12885.9	10247.5	8816.5	9585.7	10555.3	12134.8

Sources: OECD, Statistical Database on ODA and UNCTAD, UNCTAD Handbook of Statistics 2009 and 2010.

Annex 2: The new NEPAD themes, frameworks and programmes

NEPAD thematic areas	NEPAD frameworks	NEPAD programmes
Agriculture and food security	<ul style="list-style-type: none"> -Comprehensive Africa Agriculture Development Programme (CAADP) -Africa's Science and Technology Consolidated Plan of Action (CPA) 	<ul style="list-style-type: none"> Comprehensive Africa Agriculture Development Programme -Supporting implementation of CAADP at regional and country levels
		<ul style="list-style-type: none"> Africa Biosciences Initiative (AIB) -AIB Programme on Research for Development -Africa Bio safety Network of expertise (ABNE) The Fertilizer Support Programme -Monitoring of the AU fertilizer decision Expert support to review and formulate country and regional fertilizer related policies and strategies
Climate change and natural resources management	<ul style="list-style-type: none"> -Action Plan for the Environment Initiative -Africa's Science and Technology Consolidated Plan of Action (CPA) -Frameworks for Water and Energy 	<ul style="list-style-type: none"> Climate change, environment and natural resources -African Parliament network on Climate Change -Science and policy Dialogue on Climate Change -Supporting policy formulation on climate, environment and sustainable development -Regional flagship projects and networks on climate change, environment and natural resources TerrAfrica – Sustainable Land and Water Management -Scaling up Sustainable Land Management Fisheries -PAF FISHNET Energy -NEPAD regional Bio-energy programme Water -Water development

NEPAD thematic areas	NEPAD frameworks	NEPAD programmes
Climate change and natural resources management	<ul style="list-style-type: none"> -Action Plan for the Environment Initiative -Africa's Science and Technology Consolidated Plan of Action (CPA) -Frameworks for Water and Energy 	<ul style="list-style-type: none"> Climate change, environment and natural resources -African Parliament network on Climate Change -Science and policy Dialogue on Climate Change -Supporting policy formulation on climate, environment and sustainable development -Regional flagship projects and networks on climate change, environment and natural resources TerrAfrica – Sustainable Land and Water Management -Scaling up Sustainable Land Management Fisheries -PAF FISHNET Energy -NEPAD regional Bio-energy programme Water -Water development
Regional integration and infrastructure	<ul style="list-style-type: none"> -Programme for Infrastructure Development in Africa (PIDA) -Short Term Action Plan (STAP) -NEPAD Spatial Development Programme (SPD) 	<ul style="list-style-type: none"> Transport -Transport infrastructure development with emphasis on interconnectivity, reliable and cost-effective network Infrastructure -Facilitate the development and alignment of legal frameworks for supporting regional infrastructure programmes/projects
Human development	<ul style="list-style-type: none"> Capacity Development Strategic Framework (CDSF) -Africa's Science and Technology Consolidated Plan of Action (CPA) -Convention on the Elimination of all forms of Discrimination against Women (CEDAW) -Beijing Declaration and Platform for Action (BDPA) -Frameworks on Education, health and ICT 	<ul style="list-style-type: none"> Health -Pharmaceutical Development -Health Research Initiative ASTII ICT and capacity development -NEPAD e-Schools Initiative -NEPAD ICT Broadband Infrastructure Network Spanish Fund for Women Empowerment
Economic and corporate governance	<ul style="list-style-type: none"> -Policy Framework for Post-Conflict Reconstruction and Development (PCRD) 	<ul style="list-style-type: none"> -African Peer Review Mechanism (APRM) -Supporting African Ministers of Public Administration Programmes

Source: NPCA, 2010.

Annex 3: AU/NEPAD AAP 2010- 2015 priority programmes in infrastructure

Sub-Sector	Project / Programme
Energy	<p>Kariba-North and Itzhi-Tezhi Hydropower Expansion Projects</p> <p>Kenya-Ethiopia Interconnection</p> <p>Sambangalou Kaleta Hydropower and OMVG Interconnection</p> <p>Nigeria-Algeria Gas Network Connection</p> <p>Kenya-Uganda Oil Pipeline Project</p> <p>Zambia-Tanzania-Kenya Interconnection Project</p> <p>Zambia-Tanzania-Kenya Interconnection Project</p> <p>WESTCOR (Western Corridor)--Inga III Power Station and transmission Interconnections</p>
Water and Sanitation	<p>Senegal River Basin Water and Environmental Management Project</p> <p>Water Resources Planning and Management in the Nile River Basin</p> <p>Niger River Basin Shared Vision Investment Programme</p>
Transport	<p>Upgrading of Dobi-Galafi-Yakobi Road Section of the Djibouti –Addis Ababa (North) Highway</p> <p>Mombasa-Nairobi-Addis Ababa Corridor Development Project</p> <p>Missing Links of Djibouti-Libreville Transport Corridor</p> <p>Isaka-Kigali-Bujumbura Railway</p> <p>Maghreb Highway Project</p> <p>Missing Links of the Dakar –N'djamena –Djibouti Highway Corridor</p> <p>Gambia River Bridge</p> <p>Africa Rail</p> <p>Beira Port Development</p> <p>Kazungala Bridge Project</p> <p>Regional Infrastructure Development in Support of Trade Facilitation Programme</p> <p>Bridge over Rovuma River</p> <p>Brazzaville – Kinshasa Rail/Road Bridge and Railway Extension</p> <p>Kinshasa - Ilebo</p> <p>Regional Transport Network Improvements</p> <p>Improvement of Maritime Ports for African Island Countries</p> <p>Implementation of the Yamoussoukro Decision</p>
ICT	<p>NEPAD ICT Broadband Infrastructure (UMOJA Terrestrial Network), including the following regional network projects:</p> <p>East African Community Broadband Network</p> <p>Central Africa Broadband Infrastructure Programme (CABI)</p> <p>West Africa Wide Area Network</p> <p>Southern Africa Regional Backhaul Network</p> <p>Northern-Western Africa Backbone Project</p> <p>NEPAD ICT Broadband Infrastructure Network (UHURUNET Submarine Cable)</p> <p>Maritime Communication for Safety on Lake Victoria</p>
Development Corridors (potential)	<p>Spatial Development Programme (SDP)</p>

Source: AU, 2009.