



**Thirty-eighth
session of ECLAC**
26–28 October 2020

PARTICIPANTS ONLY
REFERENCE DOCUMENT
LC/SES.38/DDR.2
21 September 2020
ENGLISH
ORIGINAL: SPANISH
20-00605

Thirty-eighth session of the Economic Commission
for Latin America and the Caribbean

26–28 October 2020

**EVALUATION OF SOUTH-SOUTH COOPERATION IN SELECTED COUNTRIES
OF LATIN AMERICA AND THE CARIBBEAN***

Concept note



UNITED NATIONS



*This document has been reproduced without formal editing.

I. BACKGROUND: THE COMMITTEE ON SOUTH-SOUTH COOPERATION AND ITS MANDATES

This concept note is based on the results of studies conducted in selected Latin American and Caribbean countries: Barbados, the Bolivarian Republic of Venezuela, Brazil, Colombia, Cuba, Jamaica and Uruguay.¹ They were conducted pursuant to paragraphs 4 and 5 of resolution 730(XXXVII),² adopted by the Economic Commission for Latin America and the Caribbean at its thirty-seventh session, by which ECLAC

requests the secretariat of the Commission to continue supporting, within the framework of its existing mandates, the Governments of the region in the design of methodologies to follow up on South-South cooperation; and

recognizes that the United Nations system is the multilateral forum par excellence in which to contribute to the redefinition of the way that development is measured, taking into account the national priorities of each country, and emphasizes the multidimensional approach to development enshrined in the 2030 Agenda for Sustainable Development as a contribution to the discussion on the criteria used to guide the various modalities of international cooperation, with a view to leaving no one behind.

The concept note and the reports on which it is based also constitute a regional contribution to the follow-up of the agreements of the second High-level United Nations Conference on South-South Cooperation (Buenos Aires, 20-22 March 2019).

At their meeting in Santiago on 23 April 2019, the Presiding Officers of the Committee on South-South Cooperation thanked and commended the Argentine Republic upon the successful organization of the second High-level United Nations Conference on South-South Cooperation, held in Buenos Aires in March 2019 and agreed to hold the tenth meeting of the Presiding Officers of the Committee on South-South Cooperation in the second half of 2019, with the topics to be discussed including follow-up on the outcome of the second High-level United Nations Conference on South-South Cooperation.³

II. COMMENTS ON STUDY OUTCOMES

The studies highlight the different realities of countries that recognize the value of South-South cooperation, but whose experience —and, therefore, progress— as recipients and providers of such cooperation, vary. The realities illustrate the complexity inherent in establishing methodologies for evaluating South-South cooperation. The case studies also underscore the importance of improving mechanisms for systematizing learning processes and lessons learned, analysing results and measuring the short-, medium and long-term contribution of cooperation and its direct and indirect impact, with a view to supporting national decisions on how and with whom cooperation should take place. In addition, the cases show the potential importance that sharing the evaluation methodologies for South-South cooperation could have for the region in the design of subregional and regional programmes.

¹ For the evaluation of South-South cooperation in Uruguay and Paraguay, ECLAC will work together with the Social Institute of MERCOSUR (ISM).

² See resolution 730(XXXVII) [online] <https://repositorio.cepal.org/handle/11362/43600>.

³ See LC/MDSS.9/2 [online] https://repositorio.cepal.org/bitstream/handle/11362/44803/1/S1900766_en.pdf.

1. Barbados

Barbados has a sustained presence in the international arena and a long history of implementing good practices to achieve high human development indices. The country also has great institutional capacity that is reflected in the development of its public policies, the organization and thrust of its foreign relations and in the collection of information and data that facilitate studies in the field of South-South cooperation.

The study is based on conversations with senior government officials from the Ministries of Foreign Affairs and Planning, the collection of secondary information, documentation, as well as semi-structured interviews with government officials from key institutions and bodies, former officials, diplomatic representatives of Latin American partner countries and officials from international organizations responsible for South-South cooperation or triangular support.

In the new context of South-South cooperation, new partners are emerging. The rise of China has attracted the interest of Barbados. However, it is also important to seek partnerships with other countries of the South that face similar development challenges, such as small island developing States (SIDS), or the many African countries with a shared history and heritage. This approach could help to identify relevant South-South cooperation initiatives, in a context where financing for development, usually channelled through North-South cooperation mechanisms, is in increasingly short supply.

The sectors in which South-South cooperation has increased the most in Barbados are trade, health, education, environment and climate change sectors. However, other important areas in which South-South cooperation is severely lacking have been identified and which call for additional measures. First, cooperation initiatives could be envisaged to provide sustainable solutions to the significant national debt challenges facing the country. Barbados stands to benefit from exploring possibilities for technical cooperation and economic assistance in the context of South-South relations. These could include working with financial institutions created by countries of the South, such as the Andean Development Corporation (CAF), the Inter-American Development Bank (IDB) and the China Development Bank.⁴ Second, given that climate change constitutes the main threat to the Caribbean's small economies, ecosystems and human settlements, South-South cooperation initiatives with SIDS from other regions should be sought. Technical cooperation and capacity-building could prove vital for sharing knowledge and experience in climate change mitigation and adaptation strategies and in disaster risk management plans and strategies. Third, Barbados could explore the use of new financial instruments, such as debt swaps for environmental protection measures or technical support to access climate investment funds to complement the traditional financial tools implemented under cooperation agreements, in light of the country's high environmental vulnerability. Fourth, Barbados could benefit from South-South cooperation in the areas of digital knowledge, economics and technology, as it seeks to increase its participation in the digital world and cooperation in e-commerce. Digital cooperation could help the country to prevent fraud and promote business integrity. Fifth, Barbados has a wealth of experience in tourism, renewable energies and education to share with other countries of the South. Barbados could share its expertise through, for example, technical cooperation and capacity-building initiatives as part of triangular cooperation. Lastly, to achieve more active participation in regional and global initiatives, Barbados requires a clear definition of South-South cooperation as well as its national priorities in this area. In this regard, it is also important for Barbados to establish guiding principles such as focusing on vulnerable populations, ensuring inclusion and balance, and facilitating learning and innovation, among others.

⁴ This cooperation is already under way, with Barbados having become a member of CAF in 2015 and contracting two loans amounting to US\$ 25 million from that institution in 2017 for the reform of its tax collection system and the strengthening of its drinking water infrastructure.

The study outcomes show that there are major challenges to South-South cooperation in Barbados, including the methodological design and implementation of evaluation mechanisms.⁵ One of the main problems the country faces in measuring South-South cooperation stems from the nature of that cooperation: the value of technical assistance, knowledge sharing and capacity-building is difficult to quantify. The advantages of cooperation cannot be summed up in a traditional analysis of economic cost and monetary benefit.

Barbados reiterates the importance of creating an evaluation mechanism that is credible and accountable, produces useful and timely assessments for public policymaking, and makes reports available to the general public in a timely manner. Ideally, the evaluation mechanism should be aligned with a broader system for evaluating South-South cooperation that recognizes learning, teaching and innovation. South-South cooperation evaluation tools should be able to identify the impact and return on investment of cooperation, establish causal chains of results and success, and determine the potential replicability of projects in other contexts.

The consensus in Barbados is that without a solid and coherent institutional structure for South-South cooperation, it is unlikely that evaluation tools will be implemented. Interviewees expressed the need for greater coordination of South-South cooperation at the national level. They noted, among other things, the potential value of establishing, within the government, a body responsible for providing effective responses to national and international development challenges; coordinating and reporting on the collection and sharing of data and information; and monitoring and evaluating South-South cooperation programmes. This body would also be tasked with facilitating communication and dialogue between government institutions and academia, the private sector and civil society groups willing to participate in and contribute to South-South cooperation initiatives. In addition, all the interviewees agreed on the need for a staff of professionals dedicated exclusively to the coordination and monitoring of South-South cooperation, with access to robust statistics and an integrated information system for cooperation actions. The body should ensure transparency in South-South cooperation decisions and projects, and it could serve as a mechanism for accountability and for engaging in a more active and targeted pursuit of cooperation opportunities.

Another significant challenge is the absence of sound records of South-South cooperation actions. This is due to the lack of unified criteria for defining which resource flows and cooperation modalities should be classified as South-South cooperation. The dearth of reliable aggregated data and statistics on the financing of South-South cooperation in Barbados is compounded by the absence of a dependable database of knowledge-sharing and capacity-building actions developed within the framework of South-South cooperation.

Lastly, the country's challenges include working on a communication strategy to inform the population about South-South cooperation, its benefits and the role Barbados plays in cooperation. South-South cooperation in itself helps to enhance communication and closeness among national administrations in the countries of the South, especially in areas where joint actions are implemented to solve similar or shared development problems. By expanding communication channels, for example through a platform for shared communication, other social actors and national communities could be reached. Barbados' commitment to the SIDS green economy knowledge transfer platform can be seen as a positive step in this direction.

⁵ Interviewees acknowledged that a standardized methodology for evaluating South-South cooperation would be a useful tool for making more informed decisions on cooperation proposals, as well as for monitoring and evaluating the benefits and impacts of cooperation initiatives. The interviews confirmed that the current global and regional economic situation —marked by low levels of economic growth— will affect the sustainability of South-South cooperation programmes, which is another reason why a standardized evaluation mechanism should be implemented.

2. Brazil

The document from Brazil presents notes and reflections on its evaluation practice based on a review of the Brazilian Cooperation for International Development (COBRADI).⁶ This is because of the singular nature of this body's experience, which spans more than ten years, during which it has underscored its commitment to an attentive and critical analysis of international development cooperation from a national perspective, while at the same time recognizing the existence of international parameters and indicators.

Brazil's paper addresses theoretical, conceptual and historical elements of the country's experience in the field and presents methodological issues related to the epistemological, strategic, design and operationalization aspects of research. The above is based on the analysis of official COBRADI publications and the thinking and proposals put forward by the group of IPEA researchers dedicated to the subject.

IPEA, which is linked to the Ministry of Economy, conducted the review of COBRADI over ten years (2010–2019), and in the study presents findings on government spending and systematizes the repertoire of technical and scientific knowledge generated between 2005 and 2016 through proprietary methodological design.

The experience of Brazil can serve to fuel reflection and discussion on the evaluation of South-South cooperation in the region, while respecting the specificities of national contexts that account for the lack of quantification of cooperation spending. Ten years of research on COBRADI have consolidated opinions regarding the importance of mapping the real spending of the Brazilian government, systematizing the repertoire of technical and scientific knowledge, and analysing the sustainability of practices in the service of international development.

The expenditure mapping in the 2018 publication confirms that Brazil's efforts were sufficient and appropriate to achieve the proposed objective regarding the use of the federal government spending in COBRADI. The consolidated method of data collection and the expertise gained by professionals and federal government officials suggest that this exercise could be carried out on a larger national, subregional or regional scale.

The systematization of the national repository of technical and scientific knowledge disseminated by COBRADI brings to the fore the formulation of methodologies for compiling its South-South cooperation practices based on content analysis, oral history, and narrative analysis, among others. The qualitative epistemological proposal illustrates the development of quality parameters for defining how to review and interpret historical, symbolic and cultural experiences, as well as knowledge shared through cooperation. IPEA recommends that research and communication strategies based on dialogue should be developed. Special emphasis must be placed on listening to partners when preparing upcoming reports, with a view to generating interest among the scientific community in Brazil and Latin America, various public administration bodies, governmental and non-governmental cooperation agencies, the media, and

⁶ The document submitted by Brazil was the starting point for the studies presented here. The COBRADI article dates from 2018. By sharing Brazil's experience with study and research centers specializing in international cooperation from countries across Latin America and Caribbean, multilateral organizations and the United Nations system, the Institute of Applied Economic Research (IPEA) aims to contribute to the reflection on the possible definition of a common regional position at the second High-level United Nations Conference on South-South Cooperation (BAPA+40). As the international community explores new ways of quantifying cooperation for development, the experience of Brazil emerges as a possible alternative approach to international development cooperation accounting.

the general public. IPEA also considers that, at the regional level, ECLAC should be strengthened as a permanent forum for dialogue that contributes both to the development of research on the effectiveness of regional practices and to the consolidation of a regional repository of technical and scientific knowledge and practices.

The Brazilian study also recommends that the COBRADI approach should be aligned with the concepts, agendas and criteria adopted in the 2030 Agenda and the Sustainable Development Goals. The language used in COBRADI is consistent with the language of the SDGs and reflects the three dimensions (economic, social and environmental) of the 2030 Agenda as well as the definition of development as a driver of international cooperation. Amid the current debate on proposals of universal import covering all actions carried out in the name of international cooperation, the authors of the study believe that it is not only possible but also desirable to build a common glossary and an appropriate assessment methodology that recognizes local values, practices and experiences in Latin America and the Caribbean.

The document concludes with proposed general lines of action for the co-construction of a development cooperation policy for Latin America and the Caribbean. This proposal is organized around three themes that reflect the advances and challenges of the research carried out in Brazil: (i) the possibility of disseminating the COBRADI methodology; (ii) the formulation of a methodology to analyse the body of technical and scientific practices and knowledge; and (iii) the linkage between the COBRADI approach and the terms, concepts, agendas and criteria adopted in the 2030 Agenda and the Sustainable Development Goals.

3. Colombia

The text provides an in-depth analysis of the normative and conceptual framework for cooperation, the most widely used instruments and modalities, and the priority recipient regions of Colombian cooperation. The analysis seeks to examine the narratives underlying Colombian cooperation with countries of the South in order to facilitate the harmonization of methodologies for the systematization and evaluation of South-South cooperation in the continent. In recent years, the Colombian Presidential Agency for Cooperation (APC-Colombia) has embarked on a major technical effort to systematize cooperation from a quantitative and value added approach. After an analysis of the institutional framework of Colombian cooperation and some historical figures pertaining to its implementation, the paper examines in detail the methodology and how it relates to national development plans and South-South cooperation strategies.

As early as 1999, Colombia began to attract the interest of the international community as a result of the Diplomacy for Peace initiative organized by the government of former President Pastrana. The country increased official development assistance (ODA) resources from US\$ 100 million to US\$ 500 million per year on average and, despite the breakdown of the peace talks in February 2002, the main donors continued to channel cooperation funding to Colombia, making it the main recipient of ODA in the region for some years. In 2017 alone, the country received more than US\$ 400 million in international resources mobilized for multi-donor post-conflict funds (information from APC-Colombia). The State's gradual recovery of territory allowed for Colombia's recognition as a "success story" in the resolution of armed conflict and violence. These elements have provided legitimacy in security matters with the consequent assumption of a dual role of recipient and donor of international cooperation, which is a challenge in itself.

After 10 years of systematizing cooperation, the desired direction and goals for South-South cooperation provided by Colombia have been consolidated. What distinguishes Colombia's cooperation from traditional North-South cooperation in terms of ownership and mutual responsibility are flexible timelines, the adaptation of knowledge or experience to the local context, and methodological innovation.

Colombia has been able to integrate these elements throughout project stages thanks to the joint definition of needs and objectives with a focus on demand, political and technical partnerships during project phases, and the organization of workshops and capacity-building exercises. The operation of joint commissions has been the primary source of these lessons learned, making it easier for each stakeholder to understand and take responsibility for planning, monitoring and evaluation processes.

In the future, this methodology can be improved by adapting the model proposed by Colombia to the response capacity of the requesting partners and by adjusting the methods of attracting public and private investment in international cooperation as expenditure projections progress.

The gradual inclusion of public and private stakeholders, regional administrations and the wider civil society in the production of shared knowledge stands out as a major milestone in recent years. The “Saber Hacer Colombia” initiative is the fruit of the promotion of traditional know-how that seeks to inspire other projects and stakeholders to opt for triangular and regional cooperation modalities.

Over the last four years, the production and systematization of information has become more consistent internally, enabling the consolidation of data collection and presentation methods. However, there are several sources that do not always report consistent information, which leads to methodological difficulties. While the variety of Colombia’s practices and modalities enriches the offer of South-South cooperation, it may hinder the collation of results when comparing Colombia’s figures with those of other developing countries.

Colombia has responded actively to the United Nations mandate on the importance of knowledge-sharing for capacity development.⁷ Its methodology is an illustration of the internalization of norms and consensus-building on South-South learning and policy coordination to accelerate sustainable development. The proposed South-South cooperation evaluation methodology has a good chance of being replicated at least in the Latin American context.

APC-Colombia has underscored the need to focus on a demand-driven approach, with sufficient planning and a defined road map. The idea is to guide initiatives with more comprehensive and comprehensive objectives both at the national level of Col-Col cooperation and in the development of lines of action in collaboration with partner countries.

Strengthening the relationship between APC-Colombia and ECLAC would help to disseminate this methodology, which merits replication in other countries, through training workshops across the continent. This does not imply an unconditional acceptance of the Colombian proposal, but rather taking from it the elements that best contribute to the national processes for evaluating South-South cooperation. Greater harmonization between the different agencies and bodies responsible for South-South cooperation in other countries will allow countries to accumulate lessons learned and practices and facilitate the identification of future synergies and cooperation projects. In line with the aforementioned guidelines of BAPA+40 in terms of improving the mechanisms for the coordination, dissemination of information and evaluation of South-South cooperation, Colombia’s contributions offer an opportunity to advance in this direction and towards stronger regional alliances committed to the achievement of the ODS.

However, Colombia is still in the fledgling stage of cooperation, which, far from invalidating its contributions, should open space for dialogue and for adjusting its methodologies to fit requesting partners’ capacities to produce indicators and variables. Clearly, there is an interest in increasing the technical and

⁷ See *State of South-South cooperation. Report of the Secretary-General (A/73/321)*.

methodological rigour of the South-South cooperation activities implemented. The Road map for International Cooperation 2015–2018 is an example of the technical efforts to significantly reduce the negative externalities and risk factors that must be considered when implementing South-South cooperation initiatives.

One of the major ambitions of South-South cooperation management is the fulfilment of the five principles of aid effectiveness set out in the Paris Declaration on Aid Effectiveness: Ownership, Harmonisation, Alignment, Results and Mutual Accountability. The country has a history of adhering to good practice and South-South cooperation is no exception in the pursuit of exemplary behaviour. This political will, together with an understanding of such cooperation as a fundamental pillar of foreign policy, augurs well for positive results in the near future. The challenges related to Colombia's proposal include the level of ownership that its institutions can attain in order to break with other practices and move towards the consolidation of this tool. At the same time, the success of this methodology depends on partner countries finding sufficient incentives to share financial, quantitative and qualitative information on the implementation of joint South-South cooperation initiatives.

Another future challenge or even innovation could be to make the Cyclops system available to the wider public, making the data available to development stakeholders and academia for ongoing assessment of cooperation rather than a retrospective analysis at the end of the calendar year of cooperation reported by APC-Colombia.

Against the backdrop of peacebuilding and transition towards greater control of the territory, Colombia will continue to assume its dual role of South-South cooperation donor and ODA recipient in the day-to-day formulation and management of public policy and foreign policy. In this regard, South-South cooperation will continue to be privileged as an avenue for achieving the SDGs in the country and the region.

4. Cuba

Based on the analysis of official documents and the guidelines of Cuban economic and social policy, a historical study of the normative and legal framework was conducted to identify the continuities and shifts in the conception of this cooperation modality.

An analysis of Cuba's bilateral, regional and multilateral South-South cooperation experiences from 1960 to the present brings to light the national strategies to enhance South-South cooperation. Cuban cooperation practice shows that the country favours a qualitative model of knowledge transfer based on the defence and recognition of the guiding principles of South-South cooperation. In Cuba, the narrative is marked by respect for the guiding principles of South-South cooperation. This is rooted in the country's active role in the Movement of Non-Aligned Countries and national social development strategies which place health and education at the heart of Cuba's policy objectives. In this sense, South-South cooperation is aligned with the public policies that have been implemented by the country since the 1960s.

Cuba has adapted its discourse to international trends in conceptualization. Although the country regularly termed its cooperation actions as solidarity and collaboration, in recent years it has adopted the terms proposed by the international community in statements and official documents. In practice, this means a commitment to reimbursable and cost-neutral cooperation. This change has been conditioned not only by the influence of multilateral mechanisms but also by the impact of the economic reform process and the changing international context that is hostile to Cuba.

The challenges of the Cuban South-South cooperation system include the construction of a legal and regulatory framework that is adapted to the wealth of its cooperation offer. Although the country has taken the first steps towards a new International Cooperation Law, the resolution currently regulating this modality does not cover the cooperation offered, but rather the cooperation received.

From its first international missions and deployment of professionals to recipient countries, Cuba has placed emphasis on the transfer of knowledge. In its South-South cooperation, Cuba has been a pioneer in the conception of a model that is intended to be durable and sustainable over time. It has not hesitated to offer its method in solidarity, earning international recognition⁸ on many occasions and legitimacy in the areas of health and education.

5. Jamaica

Jamaica has a long history of commitment to South-South cooperation.⁹ Since the 1970s, Jamaican foreign policy and diplomacy have engaged other partners in the South. The country has faced myriad socioeconomic development challenges throughout its history and has approached South-South cooperation as a valuable source of technical cooperation, learning and opportunity to access and share ideas and innovative developments. Jamaica has developed a large and extensive network of South-South partners in Africa (South Africa, Nigeria, Ghana and Botswana, among others); in the Asia-Pacific region, including India, China, the Philippines and the Pacific small island developing States (SIDS); and Latin America and the Caribbean.

Jamaica stands out for its institutional capacity in the areas of social and economic planning, information gathering and data generation, as well as programme and project monitoring.

Available information confirms that in Jamaica, the monetary value associated with most South-South cooperation activities is relatively small compared to the bilateral or multilateral resource flows from developed countries. The lion's share of financial resources is received from China. The impact of South-South cooperation is more visible and more easily quantifiable in certain sectors such as the health sector, energy, stimulus for certain areas of regional trade and capacity-building in social policy. However, a significant portion of South-South cooperation (technical cooperation, knowledge exchanges) remains unquantifiable. This is an opportunity to develop or adapt formulas that are appropriate to the Jamaican context.

Data collection and recording and the calculation of resource inflows and expenditures remain limited in the country, despite efforts to improve and expand them over the years. Activity resulting from formal bilateral or multilateral agreements is recorded manually if it involves the explicit commitment of financial resources and the information is available. The value of professional experience and human resource development gained through South-South cooperation exchanges is not fully quantified, nor have statistical tools been developed to calculate the multiplier effects of these experiences on the performance of the country's health and education services or other sectors. Jamaica's participation in South-South cooperation projects is usually on a cost-sharing basis. For example, a new cycle of bilateral cooperation with Mexico begins in 2020-2021 under a cost-sharing arrangement, and with Cuba, Jamaica provides

⁸ Cuba's Henry Reeve International Medical Brigade was awarded the Dr Lee Jong-wook Memorial Prize for Public Health by the Executive Board of the World Health Organization in recognition of its emergency medical assistance to countries affected by the world's worst natural disasters and epidemics.

⁹ Jamaica also has a strong diplomatic presence in multilateral development forums.

stipends and travel allowances for students as well as housing and salaries for Cuban health and education professionals posted in the country.

The budget data associated with cost-sharing exercises and Jamaica's provision of technical cooperation to other countries are not recorded or published but should be available—at least partially—in the budgets of relevant government ministries and departments. The country also lacks methodologies for estimating the value of the contribution of South-South cooperation that take into account knowledge sharing, networking, increased international visibility, or access to new resources such as innovative practices, approaches and technologies.¹⁰

Jamaica has a history of strong partnerships with many countries in Latin America and the Caribbean. The number and frequency of such commitments have steadily increased since the early 1990s, reflecting the multiplication of regional organizations and cooperation initiatives in the region. South-South cooperation has been most visible in the areas of health, education and other social policy areas, but has also included cooperation in energy policy, agricultural development, cultural development, security, climate change mitigation and development of resilience to natural disasters, as well as strengthening public administration. The most significant South-South cooperation experiences in the region have been with Cuba, the Bolivarian Republic of Venezuela and Mexico, taking into consideration the longevity, scope, scale of cooperation, evolution of structured agreements and strategic alliances with multilateral organizations.

The main governance mechanism used in Jamaica for bilateral South-South cooperation partnerships is joint commissions. They function as an effective instrument for the periodic review and joint evaluation of cooperation, as well as for decision-making in each new bilateral South-South cooperation cycle. For example, the Mexico-Jamaica Binational Commission is now in its ninth consecutive three-year cycle.

Multilateral agencies that encourage and support triangular cooperation have played a critical role in Jamaica. These include the United Nations, the Inter-American Development Bank (IDB) and the World Bank. Likewise, multilateral processes under the 2030 Agenda and the alignment of the national development plan Vision 2030 Jamaica with the SDGs have progressively influenced the approach of many South-South cooperation programmes. According to an interview with the National Focal Point for Cooperation in Jamaica (the Planning Institute of Jamaica (PIOJ)), Jamaica has been working with United Nations agencies, including ECLAC, and partner countries in Latin America to build capacity for data collection and for implementing monitoring and evaluation systems to report on its progress towards the SDGs.

Jamaica is emerging as a provider of South-South cooperation, primarily in the regional context. It has also provided cooperation under a few significant initiatives with African partners. Jamaican officials are aware of both the challenges and opportunities of being classified as a middle-income country. On the one hand, the country still faces serious environmental, social and economic vulnerabilities and is often affected by disasters. Like Barbados and many Caribbean small island developing States, Jamaica is excluded from most sources of concessional development financing because of its middle-income classification. On the other hand, this classification has increased interest in the potential of South-South partnerships for economic cooperation and innovative and non-traditional financing modalities. The fact that Jamaica is considered a middle-income country, combined with its efforts to manage its challenges, offers it greater visibility and opportunities to access contacts and showcase its strengths and areas of good

¹⁰ Developing a formula to quantify the costs of technical assistance in Jamaica would involve, among other things, assuming the costs of basic inputs, such as training hours and transportation costs

practice. The country has been singled out for its good practices by various multilateral agencies such as the World Bank.

However, it continues to face considerable challenges in South-South cooperation. These include the limited capacity of its institutions to track the full range of technical cooperation activities, as well as difficulties in accurately calculating the inputs, outputs, outcomes and impacts of South-South cooperation to fully evaluate its scope in Jamaica.

6. Paraguay

During 2019, Paraguay worked on the implementation of its future international cooperation agency to provide assistance to other countries in areas where it has accumulated experience. The Uruguayan International Cooperation Agency (AUCI), which has been in operation for almost 10 years. The shared realities such as the scarcity of resources mean that cooperation is more action-oriented than institutional investment or organizational development. Both countries' institutions are young and have not yet consolidated systems for measuring results and evaluating public policies in general.

Paraguay's study is divided into six substantive sections that highlight the evolution of international cooperation, from assistance to development cooperation; progress towards strengthening horizontality in cooperation; the milestones of horizontal cooperation; South-South cooperation as an institutional framework in search of reinforcement; landmark examples of South-South cooperation and; international cooperation policy.

The study notes that in Paraguay, international development cooperation has only recently made significant inroads, helped, among other things, by the participation of its authorities and technical professionals in regional and extraregional forums. This incipient progression means that the country is in the process of defining its dual role in the South-South cooperation framework in preparation for adopting a multidimensional theoretical and operational definition of cooperation, thus facilitating its evaluation.

The study indicates that in 2016, Paraguay established inter-institutional coordination mechanisms for cooperation management in the Ministry of Foreign Affairs, the Ministry of Finance and the Technical Secretariat of Planning. It also defined the avenues for requesting cooperation, for the identification of opportunities and the design of cooperation proposals by the different State agencies. It concludes that the State still needs to strengthen its resolve in terms of recognizing its exportable capacities and the importance of supporting cooperation offers. In the light of the foregoing, Paraguay does not have a process for evaluation of its South-South cooperation. However, interviews with authorities and professionals in the field point to the need for evaluation of Paraguay's cooperation to go beyond a restrictive interpretation and incorporate a combination of qualitative and quantitative methods to estimate and evaluate and actions that improve decision-making on national policies and the country's international presence.

While South-South cooperation is in the early stages of development in Paraguay, the study mentions two good practices that could be shared with peers. The first is the Recommendations Monitoring System (SIMORE), which has positioned the country as a provider of quality cooperation at the multilateral level. It is currently shared with six countries and with the Inter-American Commission on Human Rights (IACHR) and will be subject to an impact assessment to determine whether it contributes significantly to the respect for human rights. The second is the country's first public-private partnership for South-South cooperation, which focused on Goal 17 of the 2030 Agenda, "strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development". This partnership brings together Fundación Paraguaya, which has more than

25 years of experience as an active provider of cooperation in more than 20 countries, and the Ministry of Foreign Affairs of Paraguay, which offer a range of cooperation programmes, such as the Poverty Stoplight, self-sustaining schools, entrepreneurial education and socially-oriented microfinance.

7. Uruguay

Uruguay's study is divided into four substantive sections. The first section presents the background and the consolidation of the system of international cooperation for development, with an outline of the institutional framework for international cooperation for development in Latin America. The second section focuses on Uruguay's South-South cooperation, describing the general characteristics and the main areas of cooperation in Uruguay's dual role. The third addresses the debate on the evaluation of South-South cooperation and Uruguay's vision. Lastly, the fourth section presents conclusions.

Uruguay is a country that, unlike Paraguay, has gone further in devising and implementing a system to evaluate its South-South cooperation. The study found that Uruguay, like much of the region, has been critical of the feasibility of adopting a traditional system for evaluating cooperation based on the quantification of economic resources involved. Instead, Uruguay has argued that the key issue is not the quantity of cooperation, but rather its value added in an inclusive, innovative, rights-based agenda that focuses on sustainable development, among other things.

For Uruguay, the systematization of South-South cooperation must be built on processes led by Latin America and the Caribbean rather than on methods imported from the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD) or other mechanisms, nor must it be centered on monetary metrics. Notwithstanding the above, the study shows the country's awareness of the need to measure or evaluate cooperation to ensure efficiency and greater transparency in decision-making, based on objective data, analysis and lessons learned, among other things. Interviews suggest that the lack of empirical evidence and hard data on the amounts mobilized and the lack of political will in the countries of the Global South to be more transparent in their budgetary efforts associated with South-South cooperation are obstacles for the region when it comes to discussing alternatives for development cooperation, either regionally or with extraregional partners.

Uruguay's study presents experts' opinions on the prospects for Latin America and the Caribbean's participation on the international stage, in redefining the governance of international cooperation. To this end, it is essential to gather information from the experiences in the region. The study also highlights, based on the opinions of specialists, that BAPA+40, is a window of opportunity to revitalize the space of the United Nations for the governance of international development cooperation in general and ECLAC in particular at the regional level. Among other things, this can serve to promote the voluntary establishment of non-binding methodologies to facilitate the creation of information systems and the exchange of knowledge and shared practices in South-South cooperation.

8. Bolivarian Republic of Venezuela

The text reviews the historical evolution of the regulatory framework for cooperation, beginning with the Law on International Cooperation of 1958. This analysis seeks to explain the methodologies for evaluating Venezuelan South-South cooperation. Considering that the State narrative on this matter emphasizes the guiding principles of South-South cooperation, the analysis is structured around the operationalization of these principles in the cooperation programmes, agreements, actions and projects executed by the

Bolivarian Republic of Venezuela. In this sense, the study focuses mainly on the cooperation policy promoted in the last two decades and, therefore, on its ideological, strategic, economic and political aspects with a view to conducting a critical evaluation of the cooperation offered by the country, as well as its contributions to regional cooperation models.

The study concludes that the Bolivarian Republic of Venezuela applies various instruments and modalities of South-South cooperation, including technical, economic and energy cooperation. The latter is made possible by the material conditions of the country and a petro-diplomacy that is given special importance in the planning of the economy and the country's international presence. This is no surprise, since the country's main strengths are concentrated in the oil and energy sector. Oil revenues have enabled the Bolivarian Republic of Venezuela to establish trade links and promote social projects. Energy cooperation initiatives included technology transfer, infrastructure development, scholarships and direct donations. With regard to oil, Venezuelan development cooperation was at its peak in the early 2000s, thanks to a favourable regional and international context that allowed for the broadening of foreign policy objectives.

The respect for the guiding principles of South-South cooperation has not prevented Venezuelan foreign policy from being materialized through international cooperation actions and projects that were part of socialist economic plans. Although these actions have sought to bring together the countries of the Global South and give them a leading role on the international stage, they do not lack economic pragmatism.

The change from a global model to a multipolar one encouraged by Venezuelan cooperation has boosted the presence of the South in the international arena, providing new and innovative strategies that break from traditional financial mechanisms. Among these strategies are alliances with other regions such as Africa and emerging powers such as China.¹¹

Venezuela has sought to create its own cooperation model whereby developing countries can complement their economies and design their own trade compensation mechanisms. This model, in view of its characteristics and the reference to the ideas of Simón Bolívar and his legacy in the continent, can be termed a Bolivarian model of South-South cooperation, in which financial cooperation is considered a complementary instrument to technical cooperation and a means of building capacity.

Lastly, the study concludes that, in order to advance in the harmonization of South-South Cooperation, the country must publish the annual figures relating to cooperation activities, in which Petróleos de Venezuela S.A. (PDVSA) plays a central role. PDVSA is currently the only public institution that publishes the amounts disbursed on social projects executed. These statistics have been produced in a stable manner since 2009.

¹¹ In September 2018, China and the Bolivarian Republic of Venezuela signed 28 new agreements in the areas of science and technology, oil, mining, economy, security and health. Through the China Development Bank, China has granted more than US\$ 60 billion in loans to the country.