

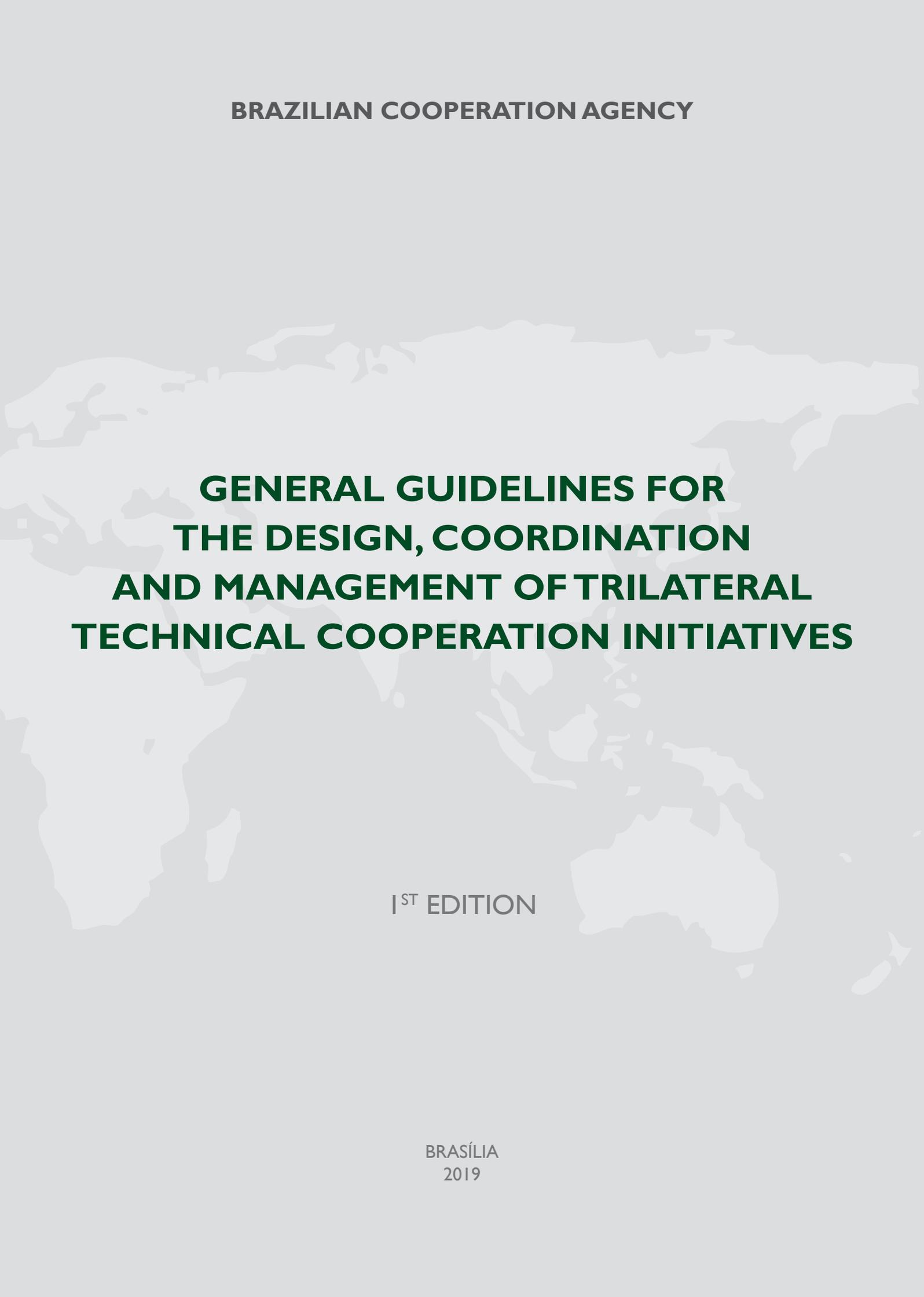
# General Guideline for the Design, Coordination and Management of Trilateral Technical Cooperation Initiatives

1<sup>st</sup> Edition  
2019





BRAZILIAN COOPERATION AGENCY



**GENERAL GUIDELINES FOR  
THE DESIGN, COORDINATION  
AND MANAGEMENT OF TRILATERAL  
TECHNICAL COOPERATION INITIATIVES**

1<sup>ST</sup> EDITION

BRASÍLIA  
2019



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THE DESIGN, COORDINATION  
AND MANAGEMENT OF TRILATERAL  
TECHNICAL COOPERATION INITIATIVES**

1<sup>ST</sup> EDITION

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# F OREWORD

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I am pleased to present a new institutional undertaking that conveys the Brazilian government's vision for trilateral technical cooperation at a particularly significant time for Brazilian international technical cooperation, in which we celebrate the 30th anniversary of the Brazilian Cooperation Agency – ABC.

The “General Guidelines for the Design, Coordination and Management of Trilateral Technical Cooperation Initiatives” handbook mirrors the maturity of Brazilian international efforts, which are the result of diversified partnerships that jointly enable and promote technical cooperation on behalf of developing countries.

This handbook intends to furnish practical directions for those institutions wishing to join in trilateral initiatives with Brazil and to simplify partnership implementation in this modality, while promoting transparency about trilateral technical cooperation operations. It may also serve as a benchmark for improvement of currently adopted procedures, as it records the lessons learned from Brazilian cooperation in the last few years.

Clarification of a conceptual aspect that steers guideline design and practical use is at this time opportune. Whilst the concept of “triangular cooperation” is more widely used, Brazilian cooperation espouses “trilateral cooperation” as a defining concept for partnerships among equals (‘horizontal’ partnerships) in which parties may have different roles to play. Partners in this modality operate on a consensual basis at every stage of the project negotiation and implementation cycles, share governance responsibilities and pool technical, human and financial resources.

Trilateral technical cooperation has been widely discussed and fostered over the past few years as an essential component of partnerships for global development. In this context, Brazil stands as a cooperating country that is open to the exchange of ideas, pursuing the advancement of South-South cooperation principles. The experience of cooperation activities with traditional donor countries, international organizations and new cooperation partners from the North and from the South has confirmed the potential for complementarity offered by Brazilian technical cooperation.

The capacity of both mobilizing and undertaking flexible trilateral partnership arrangements for international development without relinquishing the beliefs that underpin Brazil's foreign policy and govern its international technical cooperation is also noteworthy.

ABC maintains its interest in proactive and collaborative engagement in international community discussions on cooperation and, more importantly, in support of developing partner countries.

The increasing participation of several Brazilian organizations – from the public sector, civil society, and the private sector - in international cooperation initiatives goes in tandem with ABC's efforts toward expanding the required coordination arrangements between Brazil and its international partners, which further strengthens Brazilian cooperation's strategic position. In addition, the importance of international cooperation as a wellspring of experiences, expertise and well-acknowledged best practices within the framework of sectorial public policies or recognized successful practices at the local level has become abundantly clear. Set against the backdrop of the shared challenges outlined in the 2030 Sustainable Development Agenda, this handbook is intended as further contribution towards the fruitful and lasting advancement of all partners involved in international technical cooperation.

**Ambassador João Almino,**  
Director of the Brazilian Cooperation Agency  
Ministry of Foreign Affairs





## INTRODUCTION

International cooperation for development is constantly evolving. Strengthened relationships between developing countries have fostered the development of South-South cooperation flows and, alongside an examination of the effectiveness of “Official Development Assistance” (ODA), this has bolstered an understanding of the importance of finding new approaches to tackle the challenges that development presents. In this scenario, trilateral technical cooperation emerges as a very promising arrangement, since it delivers more opportunities for establishing partnerships and innovation in international development engagements.

The Brazilian government believes that trilateral technical cooperation is a modality of international cooperation for development that is complementary to South-South cooperation and may take on different configurations and implementation arrangements involving players - public, private and civil society - from developing countries, developed countries and/or international organizations.

Brazilian trilateral technical cooperation’s distinguishing feature is that the principles of South-South cooperation govern partnerships that pool efforts and foster the exchange of knowledge and experiences on behalf of developing countries. To achieve this, trilateral technical cooperation initiatives are based on each party’s value addition and identifiable comparative advantages. They are also founded on the partners’ active participation in their political and strategic dimensions and in their technical and operational make-up. Shared governance and management venues guarantee that all players are involved and enable due political alignment and joint analysis of the partnership.

Trilateral technical cooperation is warranted insofar as it allows a larger scale and heftier mobilization of funds for technical exchanges between Southern countries; when it is a natural continuation of the classic cooperation that Brazil receives from developed countries and when it is used for regional or global issues of collective interest, as in the case of the fight against hunger. Trilateral technical cooperation is not therefore understood as a variation of North-South cooperation, but rather as a horizontal-type cooperation tool to foster mutual complementarity between technical, human and financial contributions from the cooperating players.

**Table 1: Overview of trilateral technical cooperation features**

- Driven by the principles of South-South cooperation;
- Trilateral technical cooperation is complementary to bilateral South-South cooperation;
- Grounded in each partner's identifiable added value and comparative advantages, ensuring complementary technical, human and financial contributions from the engaged partners;
- The synergies between parties leverage the range of South-South technical cooperation initiatives and foster highly impact-oriented initiatives on behalf of developing countries;
- All partners are involved in project technical and political implementation;
- Attaches importance to shared governance and management structures;
- Simplifies harmonized political alignment and joint discussion about the partnership itself.

The core principles that govern these general guidelines are: i) to record the Brazilian government's vision and the lessons learned on trilateral technical cooperation and ii) to supply directions to the diverse audiences involved in trilateral technical cooperation initiatives with Brazil.

Publishing the guidelines is a major step towards consolidating the coordination efforts of the Brazilian Cooperation Agency (ABC) and a chance to share the experience in trilateral partnerships the Brazilian government has accrued in the context of technical cooperation. The principles of South-South cooperation underpin the Brazilian government's vision of trilateral technical cooperation, and its active implementation engenders substantial discussions on the advantages, challenges and lessons learned from its implementation.

By doing so we hope to contribute to a diversified debate on international cooperation by sharing elements that may support other Southern countries entering into trilateral technical cooperation.

As for the second goal, the present document is intended to serve as a domestic benchmark for sector-specific agencies and ministries, embassies, diplomatic corps and civil society; and internationally as a reference for governments of both developed and developing countries, their international cooperation agencies and for international organizations.

Producing a guidelines handbook on trilateral technical cooperation reinforces the adoption of South-South cooperation principles and fine-tunes the trilateral technical cooperation partners' understanding of Brazilian technical cooperation. In this sense, the guidelines described herein are designed to shed light on the roles that national institutions involved in this type of partnership may play. They provide guidance to bolster coordination of Brazilian endeavors with other Southern countries and deliver information on the appropriate institutional channels and procedures of Brazilian cooperation in advance, so international organizations and partner countries may work together more effectively.



**Table 2. Purposes of the trilateral technical cooperation guidelines handbook**

The objectives of this handbook are, in brief:

- To present the Brazilian government's vision on trilateral technical cooperation;
- To simplify the implementation of trilateral partnerships;
- To deliver practical instructions to those institutions wishing to enter into trilateral partnerships;
- To promote transparency about the operation of trilateral technical cooperation;
- To share Brazilian expertise and knowledge and contribute to the improvement of trilateral technical cooperation practices.

The following section presents background information about main aspects of Brazilian trilateral technical cooperation: its principles, modalities, motivations, institutional framework and diverse operational arrangements. Section 2 addresses aspects that are essential to ensure that these initiatives endorse the horizontal approach, in terms of governance structures and shared management tools. The third section presents information on the financial aspects of trilateral technical cooperation with Brazil. Lastly, the fourth section describes project cycle stages in detail.



# 2

## BACKGROUND

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### **2.1 On Brazilian engagement In South-South Technical Cooperation**

Support for principles such as national independence, upholding peace and the peaceful resolution of conflicts, respect for the self-determination of peoples, equality between states, non-intervention and the centrality of human rights underpin Brazilian foreign policy. South-oriented activities are the backbone of this policy, which prioritizes South-South cooperation, given its potential for strengthening ties and contributing to the social and economic progress of other peoples.

Brazil is active in multiple international cooperation for development fronts: technical, educational, scientific, technological and humanitarian cooperation, as well as contributions to international organizations, peacekeeping operations and refugee support in Brazil.

Brazilian engagement in South-South technical cooperation is a strategic partnership option that is consistent with its foreign policy priorities based on regional integration, strengthened relationships between Southern countries, pro-solidarity diplomacy and contributing toward the sustainable development goals. Brazil thus has secured a positive and growing presence in countries and regions of primary interest for Brazilian foreign policy.

As such, Brazilian South-South technical cooperation policy is fully disengaged from economic interests, and is coherent with the Brazilian position as expressed in other international spheres of action, including the implementation of concepts consolidated in South-South forums, such as pro-solidarity diplomacy.

Brazil's role in international cooperation for development is marked by the widespread acknowledgement of its own development experience, which is potentially valuable to other developing countries, to international organizations and other players committed to achieving the Sustainable Development Goals (SDGs).

Brazilian South-South technical cooperation may be implemented in several different configurations, as shown in Figure 1. It is important to point out the flexibility of trilateral cooperation in terms of the number of partners and range of configuration possibilities.





**Figure I - Modalities of Brazilian South-South technical cooperation**

Bilateral	Block	Trilateral	Decentralized
Both partners are developing countries	Within the framework of sub-regional, regional or inter-regional organizations and/or arrangements of which Brazil is a member, conceived or comprised by developing countries	<b>Between countries:</b> At least one of the partners is a developing country	Between two or more sub-national entities, of which at least one is a developing country
		<b>With international organizations:</b> Developing countries cooperate with each other and with international organization(s).	
		<b>Trilateral + I:</b> Developing countries and international bodies cooperate with each other funded by a fourth party.	

## 2.2 South-South Technical Cooperation - Principles and Features

Brazil’s contribution in trilateral technical cooperation initiatives is steered by the principles of South-South cooperation, namely: it is driven by demands from developing countries, non-interference in the domestic affairs of countries benefiting from trilateral technical cooperation, non-conditionality and non-association with trade operations.

Additionally, Brazilian technical cooperation experience points to the importance of focusing on the horizontal approach and on partner involvement as strategies that contribute to ensuring initiative sustainability by reinforcing autonomy and fostering increased ownership.

With these principles in mind and pursuant to the conclusions of several fora on international development cooperation, the Brazilian government believes that the parties in trilateral technical cooperation initiatives should make sure that the partner country’s national development priorities match the Brazilian and the developed country’s technical contributions or those of international organizations. It is therefore important to start by acknowledging local knowledge and experience, identifying the specific needs and particularities of the requesting country’s context to which the cooperation initiative should respond.

To this end, ensuring shared management and the effective participation of all partners at all stages is essential. These arrangements should build on “horizontal” partnerships that foster the harmonization of all partners’ goals and possible contributions, promote local ownership and leadership and encourage technical and political shared learning.

To unlock the potential of trilateral partnerships, in which the outcome of joint efforts may be greater than the mere sum of individual contributions, it is important to refrain from asymmetrical relationships and ensure that the prerequisites for establishing these horizontal relationships are in place. The horizontal approach is founded on the capacity for autonomous demand-making, shared management of projects and actions and principles of representation in which all cooperating institutions are directly and actively involved from the negotiation and planning stage to monitoring and outcome evaluation. That is why Brazil’s engagement in trilateral initiatives emphasizes establishing venues for dialogue and the assurance of joint participation and action across all stages.

The horizontal exchange of knowledge focused on capacity development is the cornerstone of the Brazilian South-South technical cooperation experience. It is understood as an increase



in available knowledge and skills in the requesting country, fostering the autonomous design and implementation of locally designed medium and long-term development strategies by local partner institutions.

The Brazilian experience targets a direct, effective and substantive commitment and involvement of the national implementing institutions (sector/industry ministries, specialized public agencies, public enterprises, states, municipalities, the private sector and civil society representative entities), who share their development experiences and the lessons they have learned domestically and from peers in partner countries.

Brazilian technicians and experts are accessible at all stages of a cooperation initiative, from the identification of exchange opportunities up to outcome evaluation.

Brazilian public institutions are therefore the major source of technical cooperation in Brazil. Experts and technical staff from these institutions detain first-hand knowledge of the public policies that will be shared. This experience, which also includes understanding the corresponding challenges and solutions, ensures that all exchanges within the framework of these initiatives happen among peers, with mutual learning potential. Local or international independent consultants are occasionally brought onboard to support the implementation of technical cooperation activities and to complement the expertise from cooperating institutions in Brazil and partner countries.

South-South technical cooperation fostered by the Brazilian government relies mainly on technical support and training, designed to build the technical capacities of professionals in partner countries and to support the improvement of interinstitutional and intersectoral arrangements. By doing so Brazil seeks to contribute to the improvement of public policies and production processes.

**Figure 2 sums up the principles and features of Brazilian trilateral technical cooperation activities**

<b>Principles and features of Brazilian trilateral technical cooperation</b>		
Driven by demands made by developing countries	Horizontal and participative approach	Horizontal exchange of knowledge, expertise and best practices
Horizontal exchange of knowledge, expertise and best practices	Understanding the local context to ensure sustainable tailoring of Brazilian knowledge and experience	Commitment and direct, effective and meaningful involvement of Brazilian institutions
Non-conditionality nor binding technical cooperation to trade	Sustainability	Focus on capacity development
Mutual learning	Technical complementarity	Shared technical implementation





## 2.3 Rationale for trilateral technical cooperation

Although bilateral South-South technical cooperation is a priority for the Brazilian government, trilateral partnerships are seen as a sum of efforts that complements and adds value to bilateral initiatives. In this sense, the choice of trilateral technical cooperation is warranted when it enables comparative advantages to be created and synergies between the parties to be tapped, scaling up South-South technical cooperation initiatives and promoting high-impact actions.

In other words, trilateral technical cooperation allows partners to combine efforts and multiply project means and effects, boosting gains and benefits for developing partner countries.

International organizations and cooperation agencies from developed countries share these interests, and mobilizing their strengths magnifies the scope and impact potential of such programs and projects for developing countries. These partners' widespread international presence in very diverse developing countries contributes to the design of initiatives that are based on deeper understanding of the contexts in which they operate and simplifies the logistics of trilateral initiatives. This also favors sustained follow-ups in their respective fields, vis-à-vis local authorities, and a proactive engagement with the ABC.

The international partner organizations also bring specific technical knowledge that complements the Brazilian experience, in compliance with their different mandates. In the case of cooperation agencies from developed countries, their contribution is predicated on their consolidated experience in their own priority issues. Partnerships with developed countries also boosts cooperation initiative funding, while partnerships with international organizations allow for an improved alignment of trilateral initiatives with regionally established multilateral strategies and priorities.

As in South-South cooperation, trilateral technical cooperation fosters diplomatic and political relations between the parties, transcending the scope of development cooperation. Diplomatic understandings between the partners are strengthened by the everyday interactions that happen in trilateral technical cooperation projects, which can be converted into strategic partnerships for broader international action. Naturally, these understandings are based on the partner's shared foreign policy priorities or, as regards international organizations, their institutional mandates.

The exchanges under trilateral initiatives also bring critical thinking and learning about cooperation practices. A multistakeholder initiative accrues benefits from these different experiences and may consequently contribute to reappraising such practices. On the one hand, trilateral technical cooperation gives traditional donors direct contact with different visions, approaches and procedures of international development cooperation by introducing a dialogue based on the principles of South-South cooperation. On the other hand, interaction with other cooperation agencies that have decades of accumulated experience allows Brazilian players to identify well-established structures and methods that apply to cooperation. The trilateral experience with other developing countries also fosters capacity building for cooperation partners.

Lastly, trilateral initiatives can reveal potential imbalances in partners' capacities and reinforce the importance of establishing processes and instruments that contribute to Cooperation based on a horizontal approach. In addition, hands-on learning processes can be implemented that will also strengthen Brazil's role in South-South technical cooperation.



## 2.4 The institutional framework of Brazilian technical cooperation

The ABC was created in 1987 under the Ministry of Foreign Affairs (MRE) to coordinate both received and provided technical cooperation, in compliance with the foreign policy priorities laid down by the Ministry. The ABC observes the directives issued by the Presidency of the Republic and the national development priorities laid down in the government's sector-based plans and programs.

ABC's mandate encompasses coordinating, negotiating, approving, executing, monitoring and evaluating technical cooperation for development in all areas of knowledge. This includes received cooperation from other countries and international organizations and cooperation between Brazil and developing countries. Where cooperation between developing countries is concerned, the Agency finances or co-finances bilateral and trilateral technical cooperation initiatives. The ABC negotiates with foreign bilateral agencies and international organizations and advises or represents Brazilian participation in multilateral forums on technical cooperation issues.

As such, the Agency provides political coordination on the subject of International Technical Cooperation by guaranteeing its cohesion with Brazilian foreign policies, in an effort to ensure a coherent approach to Brazilian activities abroad. On the other hand, it also coordinates technical cooperation initiatives, supporting their operation and their adherence to the principles of South-South cooperation throughout all stages of project implementation.

The ABC is responsible for identifying and mobilizing Brazilian institutions with the expertise and availability needed to become actively involved in international cooperation initiatives. These contributions usually take the form of the technical experts' working-hours during the project implementation period.

The ABC supports Brazilian implementing institutions that operate abroad by political and institutional coordination with local governments through the Brazilian embassy networks. It safeguards the smooth relationship between parties, while observing that these arrangements respect the institutional framework.

The Agency is responsible for providing qualified inputs to national implementing institutions and for providing relevant information and an accurate analysis of the context of countries requesting Brazilian cooperation, thus ensuring the alignment of national sectoral expertise with the operation of the South-South cooperation principles, and supporting the Brazilian institution technically and operationally in meeting said demand.

Trilateral technical cooperation initiatives should foster a positive relationship between all parties and, accordingly, should be paired with strategies that will also strengthen the national implementing institutions. To this end, identifying the opportunities offered by each scenario is important so that partnership design can bring win-win situations for all parties.

## 2.5 Marcos jurídicos, programáticos e operacionais para o estabelecimento das parcerias trilaterais

The trilateral partnerships established by the Brazilian government are diverse and each has its own singularities in terms of administrative harmonization.

Essentially, trilateral technical cooperation with the Brazilian government requires a legal instrument - the Basic Technical Cooperation Agreement - and a project document. It is also possible, but not mandatory, to draw up program-based tools with international organizations and development agencies from developed countries that include a specific trilateral technical





cooperation component.

The following section details some features of the available legal, program and operational tools.

### 2.5.1 Legal framework

A technical cooperation agreement between Brazil and the developed country partners is mandatory from a legal standpoint. In trilateral technical cooperation with international organizations, a technical cooperation agreement between Brazil and the organization and between the requesting country and the international organization are required.

### 2.5.2 Program framework

The legal framework provides the backdrop against which partnership agreements between Brazil and a partner country or an international organization for the implementation of trilateral projects are established. These documents lay down the terms of the trilateral technical cooperation partnership according to the specific demands that were received. These program tools determine, for example, the schedule of high-level consultations, discussions on common global priority agendas, the strengthening of shared knowledge about each partner's comparative advantages, and the harmonization of cooperation tools. They may take the form of Memoranda of Understanding or joint declarations, which serve as a political pledge, but do not entail obligations or resource commitment.

Although partnerships between Brazil and an international organization or another country are not enshrined in any type of programmatic document, establishing a coordinating body at the program level, as detailed below in item 3.1, is instrumental.

### 2.5.3 Operational framework

The operational level requires a project document that adequately addresses the understandings between all parties and governs project implementation. The process of drafting the project document is key so that expectations and responsibilities are duly established between partners.

The project document describes these demands in detail and includes a justification, besides presenting the relevant Brazilian experience for that specific requesting country's context, which will become the object of these exchanges. This document also outlines the common interest points for project implementation, the activity implementation strategy in light of the principles of South-South cooperation, and states the institutions that will collaborate in the project and their respective responsibilities.

It also establishes the intervention strategy; the work plan detailing the activities and those responsible for their implementation; the implementation schedule with deadlines (duration and implementation milestones); the financial and in-kind resources that have been pledged; the administrative tools that are needed to meet the legal and administrative requirements of all parties and the general and technical coordination bodies. For trilateral technical cooperation between countries, the project document is signed between the Brazilian government and the government of the requesting country, with the concurrence of the partner country about the outcome of all understandings reached by the parties.

Item 3.2 describes the elements that constitute the project document in detail. Figure 3 portrays the legal, programmatic and operational tools used by these trilateral partnerships.



**Figure 3 Tools for trilateral partnership implementation**

	Between countries	With international organizations
Legal	Basic bilateral Agreement between Brazil and each country involved in the trilateral initiative	Basic Agreement on Technical Assistance between Brazil and the United Nations (1964)
		Bilateral technical cooperation agreement between the requesting country and the international body
Programmatic	Memorandum of understanding or trilateral partnership program document between Brazil and the partner country	Program and/or memorandum of understanding between Brazil and the international organization for the promotion of trilateral South-South cooperation
Operational	Trilateral project document	Trilateral project document

Mandatory
  Optional

## 2.6 Operational arrangements

This item describes the most typical operational frameworks for trilateral technical cooperation portfolios between countries and with international organizations, namely: programs, projects, regional projects, umbrella projects and initiatives. Figure 4 is an overview of this framework.

**Figura 4 - Tipologia operacional da cooperação técnica trilateral**

Between countries	With international organizations		
Trilateral partnership program between Brazil and the partner country	Program for trilateral partnership between Brazil and the international organization		
Project	Regional projects	Umbrella projects	Projects or initiatives
	Operational plans	Country projects	
Activities: technical missions, study missions, trainings, seminars, etc.			





Programs between Brazil and developed countries or international organizations are created to meet demands that were previously identified by both parties. To establish such programs, the political priorities that Brazil and the partner country share or the mandate of the international organization are taken into account, besides the comparative advantages and complementary roles of each partner involved in trilateral technical cooperation.

These programmatic agreements are flexible and do not exclude the possibility of meeting demands that do not fall within the previously defined scope whenever there is an opportunity to bring each country's complementary experiences together or to converge with the international organization's mandate.

In trilateral technical cooperation among countries, the programs or Memoranda of Understanding record the underlying principles for engagement in trilateral initiatives, arrangements for partnership coordination and complementary priorities that offer previously identified comparative advantages, as well as the nature of the activities that may constitute trilateral technical cooperation initiatives and other pertinent legal and administrative provisions.

With regard to cooperation with international organizations, programs must comply with the international organization's mandate and specific technical expertise, which complements the Brazilian sector-related expertise. These programs are designed according to the demands Brazil receives and can be structured in a variety of ways.

In some cases, they are included in the international organization country office's work plan for Brazil as part of its strategies to support South-South cooperation, leading to specific trilateral projects and initiatives with proponent countries. In other instances, they may be considered programs with prior resource allocation by the Brazilian government, leading to projects on specific issues, such as regional projects and umbrella projects. Regional projects produce general work plans that are subdivided into specific operational plans for each country in the partnership. Umbrella projects, on the other hand, harbor several country projects, as well as regionally oriented activities directed to a group of countries.



# 3

## GOVERNANCE BODIES AND MANAGEMENT TOOLS

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Regular processes and structures that enable monitoring, dialogue and communication among partners are the hallmark of trilateral partnership governance. To this end, governance bodies are established to ensure that agreements are maintained and harmonized, transparency regarding the initiative's purposes is guaranteed, accountability and workflows are ensured and that partnership-related political, technical and administrative issues are addressed. They also contribute to transparency and objectivity at all stages, respecting each partner's policies, regulations and capacities.

Governance bodies also promote involvement and accountability for all partners. By enabling the integration of common interests during negotiation, formulation, implementation and evaluation, governance bodies simplify trilateral cooperation in its specificities and emphasize the advantages this modality offers.

On a practical level, these bodies are established at both the strategic and technical/operational coordination levels.

The Brazilian government's previous experience in trilateral partnerships has shown that project ownership is fostered when the country that requests cooperation takes over coordination of the governance bodies in trilateral technical cooperation projects and initiatives.

The specific objectives, levels and functions of each body are explained below. Figure 5 illustrates this information per partner.

### **3.1 Governance bodies**

#### **i) Steering Committee or Advisory Board**

A Steering Committee or Advisory Board is established between Brazil and the partner country or international organization in the context of their programs.

The coordination body's main purpose is to establish the actual terms of the partnership between Brazil and the partner country or international organization. It is in charge of monitoring the project portfolio, addressing the demands for cooperation that are received, discussing the shared global priority agendas, harmonizing the cooperation tools and reviewing the lessons learned and the partnership's challenges.

For trilateral cooperation among countries, this body is called the Steering Committee. It is attended by representatives of the ABC and the Brazilian offices of the partner country's cooperation agencies.





In trilateral cooperation with international organizations, this body is called the Advisory Board, which comprises representatives from the ABC, the Brazilian sectorial ministries that are involved in the partnership and the central, regional and national offices of the international organization.

### **(ii) Project Steering and Coordination Committee or Project Coordination Committee**

The Project Steering and Coordination Committee or Project Coordination Committee delivers strategic coordination for some specific projects.

It is responsible for strategic leadership and for project monitoring. The Steering Committee discusses and approves issues concerning the annual work plans and the project budget, including approval of any changes thereof; reviews the project regular monitoring and evaluation reports and sets the terms of reference for any external evaluations, in addition to the monitoring methodology. It is also tasked with strategic monitoring and steering for activities, and supports the mobilization of players and the institutional coordination that is required for project implementation.

For trilateral cooperation among countries, this body is the Project Steering and Coordination Committee. It consists of representatives from the ABC, from the partner country's cooperation agency, and from the Chancellery or a Ministry from the country that requested cooperation.

For trilateral cooperation with international organizations activities, a Steering Committee is established. Its composition varies according to the type of partnership (see Item 2.6 on operational categories).

A Steering Committee is established for partnerships that trigger regional or umbrella projects. It is made up of representatives from the ABC, from the Brazilian sectorial ministries involved in the partnership and from the international organization's headquarters and/or regional office.

In country projects, a Steering Committee with members from the ABC, the Brazilian sectorial ministries involved in the partnership, the international body's regional/national offices and the implementing institution from the requesting country is set up.

### **(iii) Technical and Operational Committee**

The Technical Committee oversees due implementation of the project's technical and operational aspects. It is primarily responsible for drafting the work plan; coordinating and monitoring the implementation of planned activities; mobilizing the institutions that must be involved in project activities; overseeing the budget and reporting periodically to the project's coordinating body on the progress achieved.

The Technical Committee is composed of representatives from the implementing institutions of the requesting country, the Brazilian implementing institutions, the ABC, the partner country's cooperation agency or the international organization, and consultants, in the event of projects with this type of participation.



**Figure 5. Governance body members and their responsibilities**

		Between countries	With International Organizations		
<b>Political/Programmatic</b>	<b>Goals</b>	<b>Program scope:</b> To establish the terms of partnership between Brazil and the countries or international organizations for trilateral cooperation, according to the specific demands made.			
	<b>Members</b>	<b>Steering Committee:</b> ABC and the country's embassy/international cooperation agency ( in Brazil)	<b>Advisory Board:</b> ABC Brazilian sector ministries International organizations (headquarters, regional, national)		
<b>Strategic</b>	<b>Goals</b>	<b>Project scope:</b> Strategic guidance for projects, approval of work plans, assessment of regular reports, determination of monitoring and evaluation methodology, accountability, institutional policy coordination			
	<b>Members</b>	<b>Project Steering and Coordination Committee:</b> Chancellery or sector-related ministry from the requesting country, ABC and the embassy/international cooperation agency from the same country as the country (in the requesting country).	<b>Regional Project Steering Committee:</b> ABC, Brazilian sector-related ministries, international organizations (headquarters, regional, national)	<b>Umbrella Project Steering Committee:</b> ABC, Brazilian sector-related ministries, international organizations (headquarters, regional, national)	<b>Project Steering Committee:</b> Implementing institution from the requesting country, ABC, international organizations
				<b>Country projects Steering Committee:</b> Implementing institution from the requesting country, ABC, international organizations	
<b>Operational</b>	<b>Goals</b>	<b>Project scope:</b> Coordinate and implement the project's planned activities, mobilize institutions to engage in the project, establish planning and draft the work plans, do monitoring, draft reports.			
	<b>Members</b>	<b>Technical Committee (Management Unit):</b> Implementing institution from the requesting country, ABC, Brazilian implementing institution, International Cooperation Agency from the partner country  <b>Technical Committee (Implementation Unit):</b> Implementing institution from the requesting country, Brazilian implementing institution, other technical consultants	<b>Technical Committee:</b> Focal points of the implementing institutions from the requesting country, ABC, Brazilian implementing agencies and international body		





## 3.2 Shared management tools

The management tools record the settled agreements and steer the implementation of trilateral initiatives. This section delves into some tools that the Brazilian government relies on to ensure high-quality relationships for joint project management, such as project documents, communication flows, and operational handbooks. These tools must first be tailored to fit the actual circumstances in each initiative to ensure flexibility, help negotiate manifold needs and, chiefly, guarantee the player's leadership.

### 3.2.1 Project document

The project document is the core reference in implementing trilateral partnerships. Its configuration should meet the needs and expectations of all parties and, therefore, negotiating this format with all partners is of paramount importance.

The Brazilian government's experience shows that drafting the project document stimulates solid alignments and agreements between the parties. Although this is a very labor-intensive and time-consuming process before project implementation begins, it nonetheless contributes to initiative efficacy and sustainability. The project document stems from at least one joint fact-finding mission in which the Brazilian government and the partner country or international organization go to the country requesting cooperation.

Para o governo brasileiro é importante que o documento de projeto registre:

- The **project's background and justification**, with an assessment of the sector where the problem that gave rise to the demand is found; identification of the problems to be addressed; information about the Brazilian expertise and other partners' contributions and determination of direct and indirect beneficiaries
- The **logical framework or theory of change** to address the designated issue;
- The **implementation strategy**, detailing the steps and methodologies for outcome achievement; the measures required to ensure proactive participation of cooperating institutions, ownership by the beneficiary partner and outcome sustainability; risk analysis and risk mitigation strategies for the outcomes;
- **Management, monitoring and evaluation mechanisms** with an implementation schedule; structure and operation of coordination bodies; report type, periodicity and accountability; evaluation strategy;
- **Inputs and budget** with a description of the technical inputs required for project implementation and the financial and in-kind contributions provided by project partner institutions;
- **Responsibilities** of all partner institutions;
- **Internal and external communication flows** establishing the persons in charge, contents, channels and relevant information flows for project implementation;
- **Legal, financial and operational provisions** that set out the applicable rules and procedures; intellectual property; other relevant legal, financial and administrative provisions, as well as the agreed work plan between the parties.



### 3.2.2 Internal and external communication flows

Communications are a cornerstone aspect of trilateral partnerships, both internal, between partners, and external, when it comes to reporting projects to society.

Sustaining an adequate flow of information amongst all parties is the biggest internal challenge. This includes implementing and executing institutions, chancelleries, cooperation agencies' offices and international organizations.

These information flows facilitate the initiatives when they are well designed, lowering the transaction costs that are inherent to partnerships involving a large number of players and institutional processes. In this sense, the challenge in establishing transparent and functional channels for communication lies in ensuring all parties are duly engaged at all times, while avoiding the establishment of bilateral agreements that influence the trilateral commitments.

As for reporting on partnership activities to society, the major challenge lies in ensuring that all partners play a leading role, emphasizing the complementary nature that is inherent to trilateral partnerships. This requires daily efforts put into negotiating communication materials, as this entails approval of all the participating institutions. In this sense, understanding the envisaged competencies and the management delays that each partner may require before contents and communication materials are approved is important. Governance bodies play an important role in creating opportunities for sharing relevant information within projects and partnerships, and in approving communications aimed at external audiences. Additionally, the experience acquired by the Brazilian government confirms the importance of incorporating the communications component in the initial negotiations and decisions for each project, by assigning responsibilities, contents, channels and information flows in project and partnership-related documents.

### 3.2.3 Operational guidelines for trilateral projects

The challenge of transactional costs in trilateral initiatives is well known. The large number of players imposes the need for more time and resources to negotiate and approve the goals, approaches and tools for project governance, management and communication. However, transaction costs tend to decrease as partnerships mature and solidify.

Creating protocols and standardizing tools contribute to lowering the transaction costs of trilateral technical cooperation. Over the past few years, Brazil and its partners have invested in systematizing their experiences and joint learning, while compounding their management practices into guideline documents that record the identified complementarity opportunities and illustrate both the maturity of these relationships and the accumulated learning from other cooperation systems. These guideline documents, which are built on flexibility and a mutual respect for differences, reveal how in the medium and long terms the body of knowledge acquired through joint engagement contributes to coordination, diminishing the characteristic trilateral technical cooperation operational costs. These documents do not represent standards, since they are flexible, but rather have the potential to contribute to systematizing and ensuring the transparency of the achieved commitments.

The “Strategic Framework for Trilateral Partnership for Development”, for example, an agreement between the United States Agency for International Development (USAID) and the ABC, states the principles and provides general guidelines for trilateral technical cooperation projects that include Brazil and the United States.

The “Brazil-Germany Trilateral Cooperation Operational Handbook (CTBA)”, in turn, is conceived to support the design and implementation of trilateral technical cooperation projects





with Brazil and Germany. This handbook amalgamates the management practices applied in trilateral technical cooperation projects and records the lessons learned from the cooperation between ABC and the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH.

Likewise, the “Guidelines for Trilateral South-South Cooperation Initiatives in Brazil - UNICEF” (United Nations Children’s Fund) enumerates the general principles and guidelines of trilateral technical cooperation between the UNICEF country office and the Brazilian government, and also offers detailed guidance on the types of cooperation activities that will be fostered within this partnership.

### **Table 3 - Harmonization of operational tools for trilateral technical cooperation**

A “Country Project Design Handbook” was drawn up as part of the regional umbrella project called “Strengthening the cotton sector through South-South cooperation”, in partnership with the Food and Agriculture Organization of the United Nations (FAO). This handbook is the result of a partnership between FAO and the Brazilian government for trilateral technical cooperation. Based on the institutional needs identified by Brazil and FAO, the handbook predetermines the requirements for drafting a country project, thereby simplifying the process of project formulation and approval.

Lastly, the “South-South Technical Cooperation Management Manual”, published by the ABC in 2013, provides detailed guidance on the various elements that make up the South-South technical cooperation project documents between Brazil and its partners.



# 4

## FINANCIAL ARRANGEMENTS

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Brazil considers its standing in South-South cooperation as a partner in development rather than a donor country, even though, in most cases, it finances or co-finances South-South cooperation itself, in several modalities.

The Brazilian government's understanding is that development cooperation goes far beyond financing. According to these premises, Brazilian technical cooperation does not only involve financial contributions. In fact, Brazil shares technical expertise by investing its experts' and civil servants' working hours, as well as knowledge and technologies that have been tested nationwide and value added technological inputs, fostering capacity development in partner countries.

In most cases, contributions in kind involve decades of investment by Brazilian institutions in their technical and institutional capacities or technological development. Accounting for the added value of this in-kind type contribution is still a challenge for Brazilian engagement in South-South technical cooperation.

The technical cooperation offered by the Brazilian government does not encompass any financial transfers to the proponent countries, nor institutional support donations to international organizations' projects and programs. The Brazilian government's financial contributions, which are channeled through the ABC, are bound to each project's budget and are earmarked to fund the inputs required to implement the activities included in the Project Documents, such as the Brazilian institutions' technical missions to developing countries; study missions and training of individuals from developing countries in Brazil; possible acquisition of goods, materials and services.

In the context of trilateral technical cooperation, the Brazilian government encourages projects and initiatives with shared financial costs, while respecting each partner's capacities. Project investments must be matched by the beneficiary countries, whether technical and/or financial. However, the different funding configurations committed by each partner should not have undue bearing upon their relationship. Relationships should be participatory and horizontal throughout all stages, regardless of the funds invested by each partner.

The participation of developed countries as partners in trilateral initiatives resources should include financial and technical contributions, based on the synergies and comparative advantages identified when the partnership was first established, to leverage South-South cooperation. In this case, governance and financial execution occur in tandem, and each party is responsible for the financial execution of its own quota.





Contributions from international organizations in trilateral initiatives generally rely on their experts' input, on delivering logistical and operational support in the beneficiary country, or on mobilizing additional resources from a variety of partners.

The execution of financial resources allocated by the Brazilian government may take many different forms. The Brazilian government can handle it directly or, alternatively, the international partner organization may be requested to undertake partial or full financial execution and governance implementation of specific projects, which are negotiated and approved under a specific legal framework for such purposes. In such cases, the funds required to implement the activities described in the project document are transferred to the international body, and its national and regional offices will be in charge of financial execution and governance implementation for these projects.

In the event of mobilization of additional resources, which is called the trilateral arrangement + I modality, the financing entity does not normally engage in project governance, since this financing is not based on complementarity of mandates and technical capacities related to the object of cooperation. Table 4 shows an overview of the guiding principles in the financial framework of Brazil's engagement in trilateral technical cooperation.

**Table 4 - Overview of financial arrangements in trilateral technical cooperation**

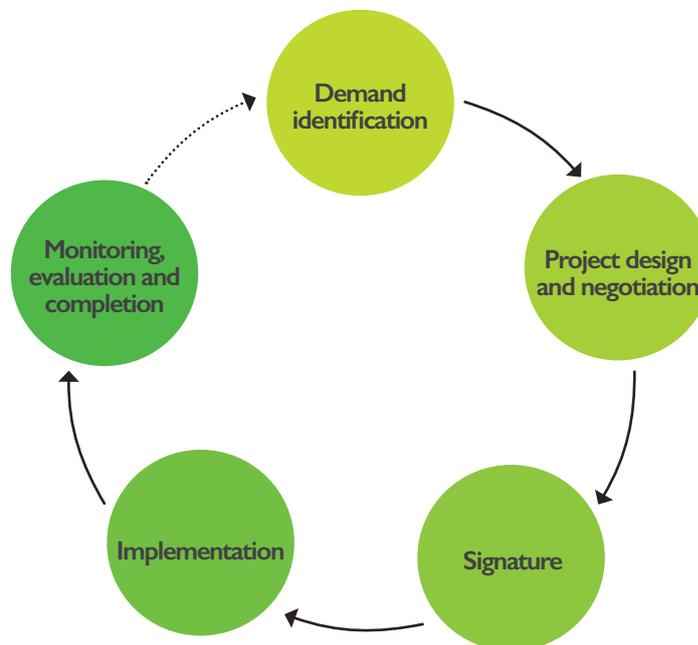
- Brazilian trilateral technical cooperation seeks to develop and strengthen capacities that foster the partner countries' autonomous development and, accordingly, match financial resources with value-added resources in-kind, drawing on the experience of Brazilian institutions;
- Projects can provide for cost-sharing among all partners, thereby contributing to the ownership of project outcomes;
- Resource pooling must respect each partner's capacity and be oriented towards a horizontal approach regardless of the amounts invested by the parties.



# 5

## CICLO DA COOPERAÇÃO TÉCNICA TRILATERAL

This section outlines the stages of a trilateral technical cooperation project cycle and their respective activities, starting with demand identification flows up to the project completion procedures. Particular attention is drawn to the roles of the players and to the elements that ensure consistency with the principles of South-South cooperation. Figure 6 illustrates the stages of the trilateral technical cooperation project cycle. At the end of this section, figures 9 and 10 are a summary of the roles and responsibilities assigned to the players in a trilateral technical cooperation cycle between countries and involving international organizations, respectively.



**Figure 6 - Cycle of trilateral technical cooperation projects**

### 5.1 Identifying Demands

Trilateral technical cooperation involving the Brazilian government is driven by demands from developing countries. By broadening the range of players involved, it offers a number of possibilities with respect to identifying demands. It is important to recognize these different provenances to improve the coordination of demand analysis work, and the roles and duties of each player during this stage.





Brazilian institutions, besides contributing to various international fora, also interact directly with their counterparts in other developing countries. These interactions often lead to new proposals for technical cooperation. Such demands should be forwarded to Brazilian embassies in partner countries, as they fall within the framework of bilateral diplomatic relations. Alternatively, they may be sent to the ABC, for an analysis of the possibilities and degree of technical sophistication the demand requires.

When traditional donors or countries from the South are involved in development initiatives with some connection to the same issues covered in Brazilian experiences, the cooperation agency or foreign embassy may invite the Brazilian government onboard through their representation in Brazil.

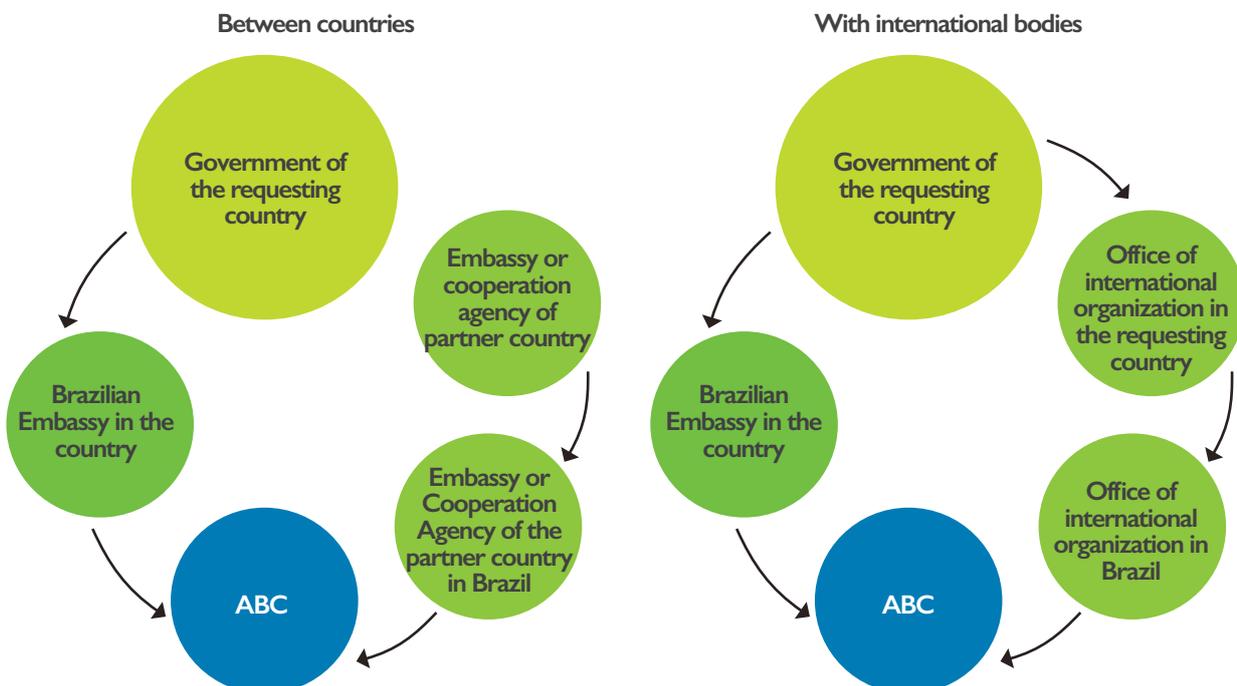
On the other hand, Brazil may also be invited to share the successful outcomes of cooperation received from developed countries. In both cases, ABC examines the demand background jointly with the embassy in Brazil of the country where the project was implemented and with the Brazilian diplomatic representation in that country.

Within the framework of trilateral technical cooperation with international organizations, the offices of such organizations in Brazil may forward requests for cooperation from specific countries. In the case of interest from offices outside Brazil, they should forward the demands to the agency's office in Brazil or to the local Brazilian embassy. Lastly, for umbrella projects between Brazil and an international organization, the countries with an interest in developing projects under these programs may forward their demands directly to the local Brazilian embassy or to the international organization, which, in turn, will forward them to the ABC.

The network of Brazilian embassies plays an important role in identifying, analyzing and forwarding demands to the ABC, since this is where the process of formalization begins, with the submission of a demand by the proposing country. The Brazilian embassies are responsible for monitoring the demand submission process and, upon ABC instructions, may be involved in the process of signing the project document.

Figure 7 represents the flows established by the Brazilian government to identify demands.

**Figure 7 - Identification flows for demands for trilateral technical cooperation**





## 5.2 Analyzing and approving demands

Once the Brazilian government receives the demands through the ABC, they will be analyzed. The opportunities that they present, their alignment with the principles of South-South cooperation, and the technical and financial resources available to Brazilian institutions to meet them are examined. The complementarities between the technical and financial contributions and the potential for synergy with other cooperation projects are also discussed with the trilateral initiative partners.

The outcome of the analysis process is formally communicated to the requesting country's institutions and chancellery. In the event of a favorable assessment, the joint formulation stage of the initiative will begin.

## 5.3 Designing and negotiating a trilateral technical cooperation initiative

The Brazilian government's experience shows that the stage of trilateral technical cooperation activity design and negotiation is crucial to launch initiatives with potentially sustainable outcomes. This is due to the fact that this is a stage where political, technical and administrative agreements and alignments between all players involved are established, ensuring the partnership's successful implementation in subsequent phases.

Negotiations about each party's input and contributions coincide with the identification of objectives and needs, bearing the complementarity of each partner's technical, human and financial contributions in mind. The result of this stage is drafting the project document.

In order to have perceptible development outcomes, cooperation projects must respond to and influence a broader institutional context. The project design and negotiation stage promotes both dialogue and consensus among partners, building a body of knowledge that supports partners in tailoring their contributions to the implementation context, based on the recognition of local experience and challenges. During this stage the participants share information on institutional capacities, legislation, public policies and assessments about the subject that will be addressed in cooperation, not only within the country where the project is being implemented, but also in the Brazilian setting and that of other partners. In this stage, the project's managerial, financial, legal and governance issues also need to be addressed.

The design and negotiation stage of a trilateral technical cooperation initiative requires time and resources from all parties. Despite this fact, from the perspective of the Brazilian government, this initial investment is offset by the resulting alignment and trust that simplify project implementation and build stronger partnerships. The participation of all players in the future project is essential. This is not restricted to the agencies responsible for cooperation and chancelleries, but also includes all the Brazilian implementing institutions that will share their expertise and the implementing institutions from the requesting country.

This premise is designed to ensure that the initial project design takes the needs and interests of those institutions directly involved in project implementation into account, enabling a customized project where technologies are tailored to the context in which they are implemented, creating conditions that will boost project ownership and sustainability.

The first activity at this stage consists of preparing for joint participation in the project. Therefore, information on how a trilateral technical cooperation arrangement works is disseminated among all partners, including political, institutional and programmatic frameworks; the concepts and principles for trilateral technical cooperation; the institutional cooperation arrangements for each partner and the roles of these players throughout the project cycle.

The ABC also identifies Brazilian institutions with technical expertise and willingness to





meet the initial scope of demand. Additionally, fact-finding activities regarding the local situation can begin, which will support the fact-finding mission. For country projects, in the framework of umbrella projects between Brazil and international organizations, a diagnostic of the given sector in the requesting country precedes the identification of Brazilian institutions.

A joint fact-finding mission to the requesting country is then arranged, including the ABC, the Brazilian institutions that were identified to meet the demand and representatives of the partner country or international organization. The fact-finding mission is the first moment where all partners must work together. Its purpose is to gather information about the demand and provide a better understanding of the context to all involved; to introduce the Brazilian expertise that will be shared; to determine the convergent aspects and common interests for project design; and to identify the institutions that will be involved in the project within the requesting country.

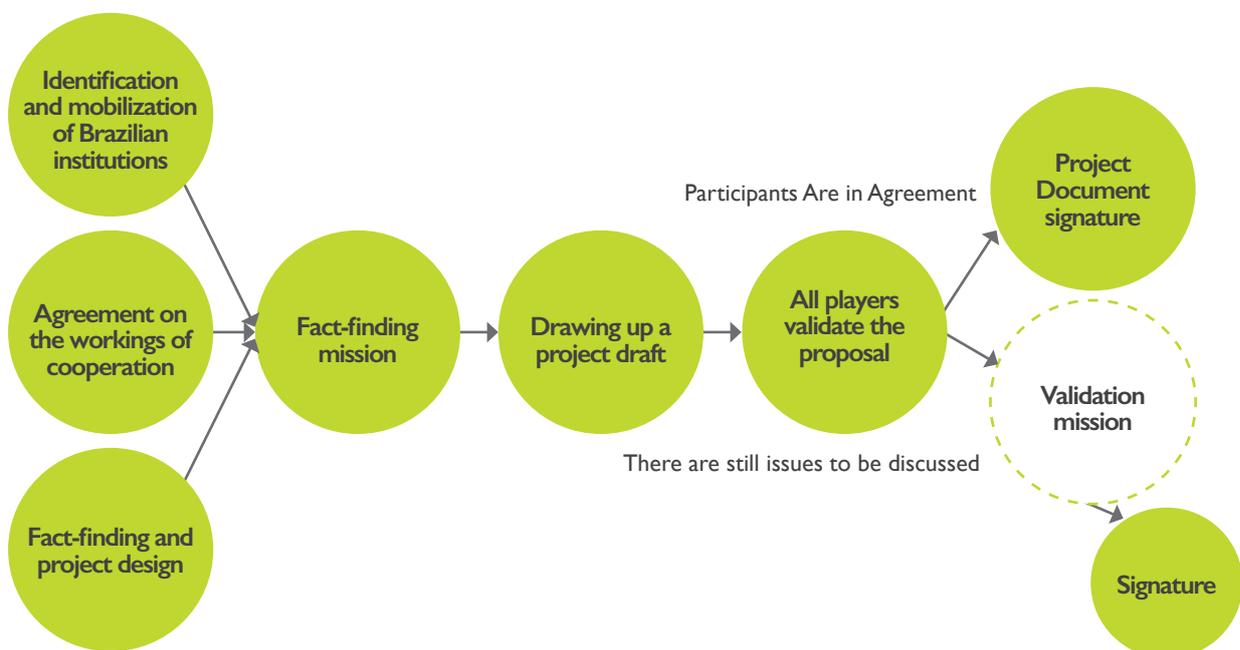
A participatory planning workshop is held during the mission, the outcome of which is the first version of the project's logical framework, and preliminary descriptions of project document elements (management, monitoring and evaluation procedures, inputs and budget, the responsibilities of partner institutions, internal and external communication flows).

Alternatively, it is possible to organize a reverse mission, i.e., delegates from the requesting country come to Brazil to establish first contact with the relevant Brazilian institutions and discuss the elements of the future project with the ABC and partners.

The activities undertaken during the fact-finding mission support the project document first draft. For cooperation among countries, drafting work is shared among participants. In cooperation with international organizations, the latter are responsible for the first version of the draft.

Once the document is drawn up the validation phase begins, during which all those involved in the future project are invited to comment on the agreements recorded in the draft. During this consultation and validation phase, additional missions may be needed if any issues and clarifications require further discussion between partners before the project document is finalized and signed.

**Figura 8 - Atividades da etapa de formulação e negociação de projetos**





## 5.4 Signature

Project implementation can only commence once the project document has been signed by the parties. The project can be signed at the Brazilian embassy in the requesting country and officially recorded in due diplomatic channels. The Brazilian embassies are responsible for ensuring that government representatives in the requesting countries sign the project document and forward it to the Brazilian government for signature.

## 5.5 Implementation

The project implementation stage is characterized by the shared implementation of the activities, i.e., all the implementing and coordinating institutions that were named during the project design stage are expected to be actively involved in implementation. In addition, all parties should support the leading role played by the requesting country in spearheading the activities under the operational plan outlined in the project document and in galvanizing the governance bodies.

During implementation - as per the responsibilities outlined in the project document - the governance bodies are responsible for recommending and validating any changes to the strategies and activities that will be implemented, for ensuring the proper internal information flow within the project and that the activities are duly reported to external audiences.

The characteristic South-South cooperation approach to capacity building requires tailoring cooperation strategies on a case-by-case basis and not just sharing technologies that have been tested in Brazilian or other partner contexts. This means that if cooperation initiatives are to support both endogenous innovations and autonomous development processes, implementation should not be limited to the delivery of activities and products, but should rather focus on improving inter- and intra-institutional coordination, which will build capacities for structuring industry sectors and designing public policies.

It is therefore important to engage diverse players that operate in the sector or subject-matter that is the object of cooperation, resulting in a technical, political and operational network. These networks significantly contribute to initiative sustainability.

Fostering a horizontal approach to knowledge interchanges produces innovations based on each country's own context by directly connecting the expertise of the implementing and executing institutions, and by a hands-on application of the exchanged information. The rationale of shared implementation evidences the accumulated expertise of the parties involved. It not only contributes to tailoring the practices and lessons learned to local conditions, but also encourages proactive action, accountability and ownership.

Joint implementation by the partners requires a clear framework of responsibilities and a thorough and ongoing review of the complementary nature of the activities undertaken by each partner, avoiding parallel or disconcerted contributions.

The turnover of participants in the initiatives, whether due to the specific nature of their contribution or to institutional changes in a given partner, is considered a risk during project implementation since it requires reinvesting in aligning agreements between the parties. This reinforces the importance of ensuring effective communication flows within the project and governance bodies at the technical and coordination levels.

Acknowledging the differences in the partners' capabilities is also imperative. Such differences may lead to different implementation rhythms and misaligned visibility of each party's contribution. To this end, the lessons learned from the Brazilian experience point to the importance of acknowledging and respecting differences, which requires willingness and openness to embrace new approaches and work methods, respect for agreements and investment in the transparency and quality of continued communication, to ensure that responsibilities and contributions within the project are not perceived disparately.





## 5.6 Monitoring, evaluation and conclusion

When harmonizing procedures for trilateral technical cooperation the monitoring and evaluation stages should also be taken into account. Each cooperation scheme under this modality has its own requirements and practices. If monitoring and evaluation instruments are to be harmonized, it is important to seek a common understanding during project design, without prejudice to each partner's needs and priorities, while respecting the nature of trilateral technical cooperation and the options available to all parties.

The Brazilian government considers that there is scope for customizing each project's toolset to meet the needs of all parties, while simultaneously understanding the challenges that this activity brings to the internal management of the trilateral initiatives in which Brazil is engaged.

### 5.6.1 Financial monitoring

For cooperation between countries, where budget executions run in tandem, disbursements are tracked separately by each partner, according to each institution's own regulations.

In the case of cooperation with international organizations where the Brazilian government's financial execution is undertaken by the partner organization, the international organization is responsible for accounting, as provided for in the project document.

When the Brazilian government undertakes financial execution directly, the ABC is in charge of such accounting. In all abovementioned cases, each project's own reporting frequency and accounting model are agreed during project document design, guaranteeing that the partnership's financial execution is transparent.

### 5.6.2 Activity monitoring

Activities are monitored by the Technical Monitoring Committee or Project Steering Committee, at such frequency as set forth in the project document. The main goal is to monitor implementation of the activities set out in the work plan and, if necessary, adjust their planning. The changes are forwarded to the Steering Committees for validation or resolution, if necessary.

### 5.6.3 Impact, process and outcome evaluation

All parties should agree upon the assessment tools, methodologies and indicators for evaluating the outcomes, processes and impacts achieved by trilateral technical cooperation projects during the stage of project design and negotiation, to measure the sum of contributions from all parties accurately.

Evaluation exercises should consider the contribution of projects and initiatives to attaining the SDGs. Evaluation may be based on a project-specific methodology, built by pooling the tools of all involved parties, or it can adapt existing tools that are currently used by one of the partners.

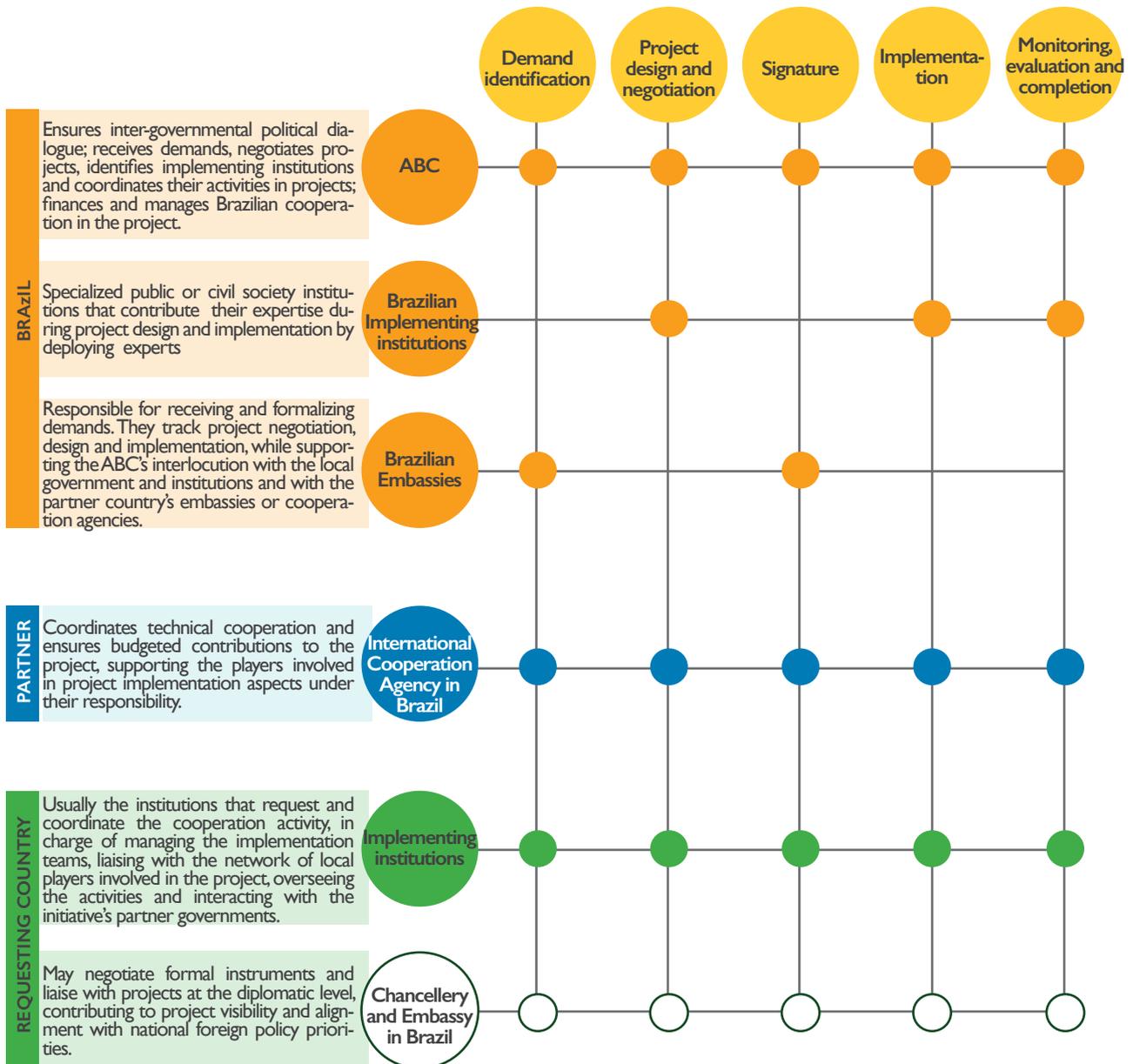
For external evaluations, all parties should agree the terms of reference.

### 5.6.4 Conclusion

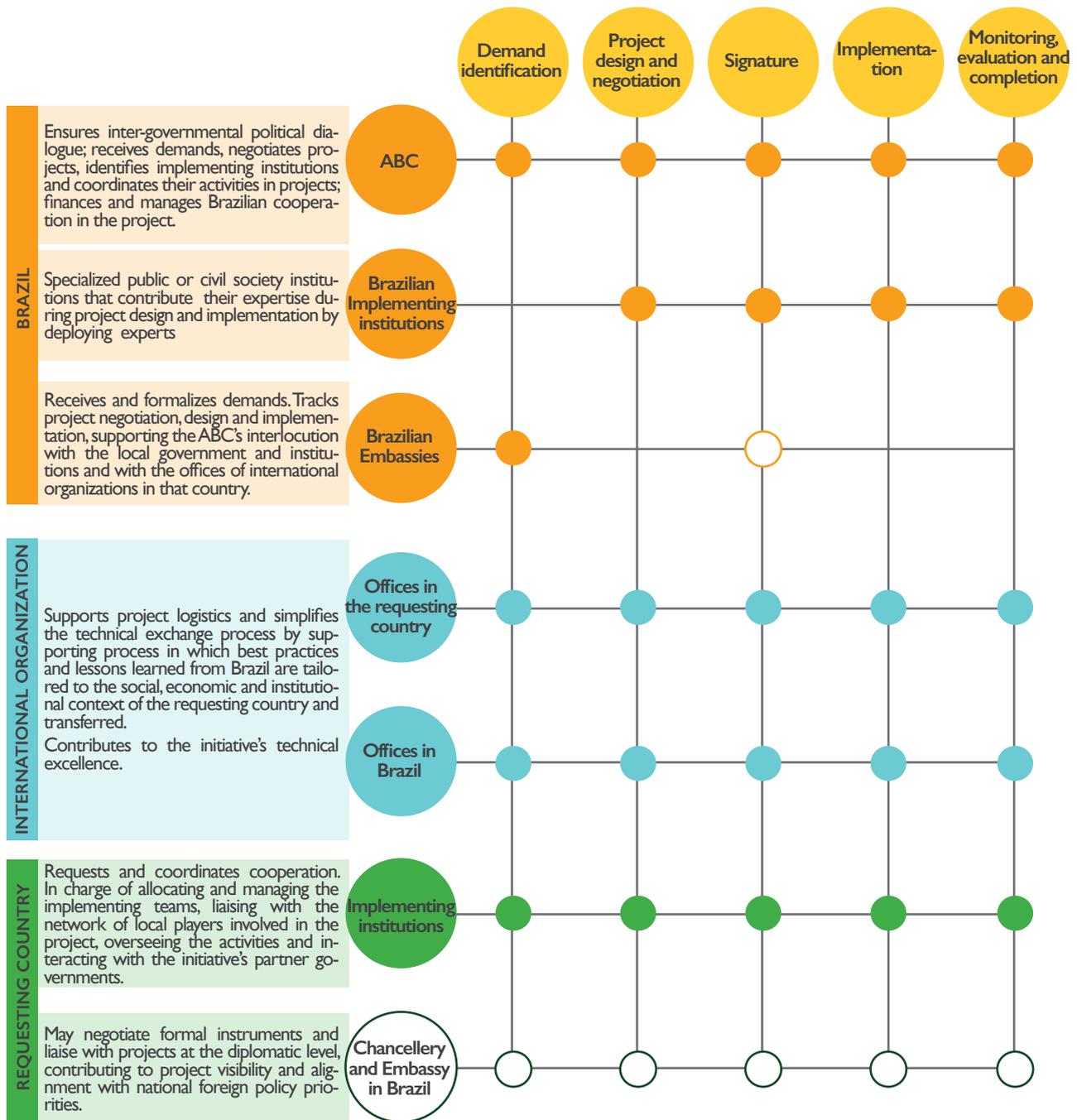
When the project reaches conclusion, the partners meet to assess the extent to which the initial goals have been achieved and to examine their sustainability. This analysis can underpin

the decision about the need or pertinence of a new project cycle. During the conclusion stage, it is advisable to review, systematize and disseminate best practices and lessons learned so they feed back into future initiatives.

**Figura 9 - Players and their roles in the trilateral technical cooperation between countries cycle**



**Figura 10 - Atores e papéis no ciclo da cooperação técnica trilateral com organismos internacionais**







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