



# *Proceedings Report on IGD Symposium: Trilateral Cooperation*

*Pretoria, October 2015*



*Compiled by Kenny Dlamini*

© Institute for Global Dialogue, 2015  
Published in December 2015 by the Institute for Global Dialogue

Institute for Global Dialogue  
3rd Floor Robert Sobukwe Building  
263 Nana Sita Street  
Pretoria  
Tel: +27 12 337 6082  
Fax: +27 86 212 9442  
info@igd.org.za  
[www.igd.org.za](http://www.igd.org.za)

All rights reserved. The material in this publication may not be reproduced, stored, or transmitted without the prior permission of the publisher. Short extracts may be quoted, provided the source is fully acknowledged.

# CONTENTS

---

LIST OF ACRONYMS AND ABBREVIATION	1
INTRODUCTION	2
FIRST SESSION	3
REVIEW OF TRILATERAL DEVELOPMENT COOPERATION ACTIVITIES IN SOUTH AFRICA 2004 – 2014	
MR DANIEL CHIWANDAMIRA	
a) SOUTH AFRICA AS A DEVELOPMENT PARTNER	
b) FINDINGS	
c) CHALLENGES RELATED TO MANAGEMENT OF TRILATERAL COOPERATION PROJECTS	
d) RECOMMENDATIONS: THE ROLE OF SADPA	
SECOND SESSION	5
CONCLUSION	7
ANNEXES	
Agenda	8
List of Participants	9
About the Institute for Global Dialogue	10

## LIST OF ACRONYMS AND ABBREVIATION

---

ARF	African Renaissance Fund
BRICS	Brazil, Russia, India, China and South Africa
DAC	Development Assistance Committee
DBSA	Development Bank of Southern Africa
DFID	UK Department of International Development
DIRCO	Department of International Relations and Cooperation
DRC	Democratic Republic of Congo
EU	European Union
G20	Group of Twenty
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
IBSA	India, Brazil and South Africa
IGD	Institute for Global Dialogue
JICA	Japan International Cooperation Agency
MDGs	Millennium Development Goals
MIC	Middle income countries
NEPAD	New Partnership for Africa's Development
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
SA	South Africa
SADC	Southern African Development Community
SADPA	South African Development Partnership Agency
SDGs	Sustainable Development Goals
SSC	South-South Cooperation
TDC	Trilateral Development Cooperation
UK	United Kingdom
UN	United Nations

# INTRODUCTION

---

On the 27th October 2015, the Institute for Global Dialogue (IGD), in partnership with the UK Department of International Development (DFID), hosted its first symposium on trilateral cooperation. This formed an important component of an ongoing research project that aims to provide critical insights into the international politics of development diplomacy and its implications for South Africa.

The symposium offered conceptual and empirical analyses on research conducted by a range of scholars on trilateral cooperation, including a presentation on key findings of a research report commissioned by the national treasury and co-authored by Mr. Daniel Chiwandamira on South Africa's trilateral cooperation. The report thus gave a comprehensive review of all of South Africa's trilateral cooperation between 2004 and 2014. This was one of the first public platforms in which the key findings were disseminated to a wider audience of practitioners and non-practitioners involved in development cooperation broadly, and trilateral cooperation specifically.

The rest of the studies, which were presented in the form of a roundtable discussion were either conducted by IGD researchers or commissioned by the IGD. The roundtable was thus composed of Dr. Philani Mthembu (IGD), who spoke about the motives, conditions, and challenges of trilateral cooperation from the Organisation for Economic Co-operation and Development (OECD) and its members; Dr. Fritz Nganje (University of Johannesburg), who presented on the role of local governments in trilateral cooperation; Dr. Lesley Masters (University of Johannesburg), who focused on South Africa's foreign policy and trilateral cooperation; Ms. Catherine Grant (tralac), who brought in the role of the private sector in financing for development; Ms. Sanusha Naidu (IGD), who looked at the IBSA case study; and Ms. Faith Mabera (IGD) who brought in the aspect of peace and security. The various presentations highlighted the rich spectrum of research on trilateral cooperation being undertaken by the IGD and its partners, thus igniting an informed debate on the contemporary challenges and opportunities facing this mode of development cooperation.

The symposium managed to raise an informed community of practitioners and non practitioners interested in genuine engagement on the topic of trilateral cooperation and resulted in an interactive and informative discussion. Mr. Daniel Chiwandamira's comprehensive presentation got the symposium off to a stimulating start, provoking many questions and much discussion on South Africa's development cooperation in general, and its trilateral cooperation in particular. The following proceedings report captures some of the main features of the symposium.

## FIRST SESSION

---

### *Review of Trilateral Development Cooperation Activities in South Africa 2004-2014*

Mr. Daniel Chiwandamira

The objectives of Mr. Chiwandamira's study was to map out South Africa's trilateral activities from 2004 to 2014, to reflect on South Africa's management of trilateral cooperation, review results achieved and the value of activities, and to provide recommendations for the future. In defining the meaning of trilateral cooperation and the methodology of the study, Mr. Chiwandamira argued that there is no universally accepted definition of trilateral cooperation. For South Africa, trilateral cooperation is "defined as jointly planned and implemented development cooperation by three partners, driven by South Africa. The triangular partnership includes a primary resource partner (either a member of Development Assistance Committee (DAC) or an emerging development partner) and a pivotal partner (South Africa) together mobilising resources in support of a development initiative within the recipient partner (developing country/countries).

When conducting the study, Mr. Chiwandamira communicated with 96 members of government departments, 33 staff members of South Africa's development partners, and 4 others representing non-governmental institutions. Three countries were chosen as case studies for international benchmarking; Brazil, Mexico and India. The reason for their selection is because all three countries are middle income countries (MIC) that play pivotal roles in trilateral cooperation. Mr. Chiwandamira explained that Brazil was chosen due to extensive engagement with Africa and India, Brazil and South Africa (IBSA) participation. Mexico was chosen due to its strong institutional character of trilateral activities, grounded in its legislative framework, and also its unique position in the OECD (including observer status in the DAC committee) and Group of Twenty (G20). For India it was chosen as an Asian example of trilateral activities, and its participation in IBSA, Brazil, Russia, India, China and South Africa (BRICS), and engagement with Africa.

#### a) South Africa as a Development Partner

According to Mr. Chiwandamira, studies suggest that South Africa is providing more than R2 billion per year. This includes the African Renaissance Fund (ARF) & other funding provided by the Department of International Relations and Cooperation (DIRCO); transfers to multilateral institutions including African Union (AU), New Partnership for Africa's Development (NEPAD), Southern African Development Community (SADC), United Nations (UN); loans via the Development Bank of Southern Africa (DBSA), BRICS Bank, African Development Bank, World Bank; and Southern African Customs Union. Mapping out South Africa's trilateral projects with the support of development partners, Mr. Chiwandamira stated that a total number of 72 projects were undertaken in the period of 2004-2014, with 53 projects completed, 12 to be completed in 2015, 1 in approval process, 1 ongoing with no completion, and 5 to be completed between 2016 and 2018. Most of South Africa's trilateral activities focus on Africa, with the Democratic Republic of Congo (DRC) ranking high with 9 projects, followed by Burundi with 6 projects and South Sudan with 5 projects. Most projects are in the conflict prevention and resolution, peace and security sector. Over time the focus has shifted from war torn fragile states to include other countries and other sectors such as Science & Technology, Environment and Public Management.

In measuring the contribution to South Africa's trilateral activities by various development partners, Mr. Chiwandamira argued that out of sixteen development partners, Canada is the largest contributor, followed by the United Kingdom (UK) and Belgium, while the least contributor is Switzerland. The highest sectors where investments from these development partners focus on is social infrastructure and services; followed by conflict prevention and resolution, peace and security; economic infrastructure and services; multisector/cross cutting; and production sectors. When it comes to the South African government departments participating in trilateral cooperation activities, the top three departments are; department of science and technology with 13 projects, the South African Police Service with 7 projects, and Defence with 6 projects.

#### b) *Findings*

Explaining the finding of the study, Mr Chiwandamira spoke about the management processes of SA's trilateral projects where he outlined three types of management modality. These are joint/steering committees, South Africa (SA)/recipient country management initiative, and multiple/plural management structures. However he argued that there are no uniform management structures, and this poses a major weakness when it comes to monitoring and evaluation. There are different management approaches by South African government departments, with DIRCO and Treasury having limited involvement. As a result there are no guidelines for the management of trilateral activities. At the same time this management modality together with the selection of country of focus and sector are influenced by the development partner.

Mr Chiwandamira also spoke about the management of the funds where he mentioned that the funding modality is dependent on development partner's preferences. This has in some cases caused project delays due to late disbursements of funds. Other development partners such as Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and Japan International Cooperation Agency (JICA) manage the funds directly, and there were only a few cases where funds are managed by an implementing agent. No funds have so far been transferred to beneficiary country.

#### c) *Challenges related to management of trilateral cooperation projects*

Discussing some of the management challenges, Mr. Chiwandamira cited coordination and steering as the greatest challenge due to the complexity of the management structures. He argued that success was noted where the management structure is simplified and inclusive of all three partners. Other challenges referred to is the usage of South African government's financial and procurement procedures which slowed the implementation process, also over ambitious designs of projects with very little monitoring and evaluation and reporting.

#### d) *Recommendations: the role of SADPA*

On the way forward, Mr. Chiwandamira concluded by arguing that there are a number of important steps necessary to ensure greater effectiveness of trilateral activities in South Africa. What is needed is a mapping exercise and review of international good practice in coordinating trilateral projects. He linked the success of trilateral cooperation in the future to the evolution of the South African Development Partnership Agency (SADPA),

especially since it has already been agreed by Cabinet that there will be a division of powers with regards to development cooperation; National Treasury will retain its oversight over 'incoming' Official Development Assistance (ODA), whereas SADPA will take responsibility for 'outgoing' development assistance. While SADPA is not a suitable agency to house trilateral activities at present, a long-term view is more encouraging and in line with best practice. This, according to Mr Chiwandamira, is because once SADPA is fully operational; it will have a dedicated trilateral programme. Secondly, SADPA is best placed to ensure that South Africa's commitment to South-South Cooperation (SSC) would underpin trilateral development cooperation activities, as it is ideally located to ensure greater alignment between trilateral cooperation and the foreign policy intent of South Africa.

## SECOND SESSION

---

In this session Dr Philani Mthembu presented on 'Trilateral Cooperation through the eyes of the OECD and its members: motives, conditions and challenges'. He stated that the OECD has been working on typologies of trilateral cooperation, and that there is a huge interest on what is happening with SADPA. Some of the points that came out of his presentation include the following; the current German government has been evaluating its trilateral projects, which are mostly taking place in Latin America; however it may be interesting to observe whether they will actively look for new African partners. According to Dr Mthembu, Germany has a clear policy and distinct development cooperation strategy, where trilateral projects are evaluated as to whether they have added value vis-à-vis bilateral engagements, a difficult task indeed. He further explained that most stakeholders in trilateral cooperation have an interest, while transaction costs increase when increasing the amount of partners. This is because it is also difficult to coordinate. He also stated that the European Union (EU) and France make funds available for projects not specifically for trilateral development cooperation, as they do not have a specific Trilateral Development Cooperation (TDC) policy. Dr Mthembu explained the challenges of the EU as consisting of issues of accountability to both the parliament but also to the individual member states.

Bringing in a new angle in the presentations was Dr Fritz Nganje who presented on 'South Africa and Trilateral Development Cooperation: the role of local government'. His paper problematized trilateral development cooperation; he argued that there was/is a need to reduce the role of the developed countries in the development plans and provision of resources and processes of the developing countries. Dr Nganje made reference to the Buenos Aires Plan of Action. He argued that a reflection on the current state of TDC shows a move away from the abovementioned Plan of Action in that it reproduces the challenges of North-South development cooperation. The question then is how to fit in the South-South cooperative model. Furthermore he emphasised that trilateral cooperation is a strategic foreign policy tool, and there is a need for greater coordination through DIRCO, SADPA and local government.

The third presentation was done by Dr Lesley Masters discussing 'South Africa, the OECD-DAC and Development Cooperation'. She gave a brief background on South Africa's trilateral development where she argued that while TDC has been discussed for quite some time, there has been enthusiastic work done on SADPA. In addition, Dr Masters argued that while TDC is very actor-bound, particularly due to the nature of TDC to legitimise certain actors; it creates a space for South Africa at the negotiating table, and also contributes to growing visibility. Another point raised was that, although the definition of TDC has been very state oriented, it is not just states that can contribute to solutions; particularly around development. She also discussed whether South Africa's TDC is losing ground, this being related to the following factors; the growing inequality globally and domestically, slow processes in the government and bureaucracy, the lack of strategic focus, and cost-benefit development analysis. She recommended that when South Africa is engaging countries with TDC, it has to be strategic, like-minded, sustainable and beneficial. She further explained that development is more than finance, but about the value to communities and people, therefore considerations around resources should not just be coloured by financial considerations.

The fourth presenter, Ms. Catherine Grant spoke on 'the role of the private sector in financing for development: post- 2015 development agenda'. According to Ms. Grant, as noted in the shift from Millennium Development Goals (MDGs) to Sustainable Development Goals (SDGs), private-public partnerships are important for development. She argued that there is a need for alternative sources of development, and the participation of the private sector is about more than money. They provide jobs and income to communities; they assist in taking up some challenges such as project management skills. Private sector has expertise, abilities to innovate, and can contribute to the sustainability of projects. She made suggestions on how to involve the private sector, however she said the challenge is that South Africa does not have a strong experience working with the private sector and the private sector has been expected to follow along on government decisions.

Ms. Grant also talked about the importance of the private sector in infrastructure development plans such as in the transport corridors. She stated that if a country cannot move goods or people, it restricts productivity and growth. In her paper, the Maputo development corridor was looked at as the most successful transport corridor, and also the Walvis Bay corridor. These initiatives have funding from the involved government and donors which goes beyond trilateral development cooperation. However, while the focus has been on road infrastructure, rail has been neglected and remains at the heart of further progression. Explaining the challenges, Ms. Grant also mentioned that some of the main challenges are; getting private sector involved and financing projects. There is also no strategic development agenda that links economic centres and economic potential, and also no focus on softer infrastructure and on coordination of administrative functions..

The second last presenter of the day was Ms. Faith Mabera on 'Building capacity in South Africa's peace and security interventions through a mediation unit'. Ms. Mabera argued that peace and security cannot be excluded in South Africa's trilateral cooperation development, as peace and security is accepted as a pillar of development. To conclude the presentations was Ms. Sanusha Naidu presenting on 'Trilateral Cooperation: the case of IBSA. The main focus was on the IBSA development fund, where she spoke about the capacity of the fund and how it operates, and that projects are very dispersed, and focused on capacity building for poverty alleviation.

## CONCLUSION

---

The Institute for Global Dialogue will continue to disseminate contents of Mr. Chiwandamira's research on the IGD website, which will include the presentation done on the day of the symposium and the full report once it becomes available for public dissemination. The papers presented in the roundtable discussion will also be made available to the public in 2016 through a special book publication on trilateral cooperation. As countries such as South Africa continue to increase their involvement in development diplomacy, this is an area of research which must continue to be explored, especially given its potential for fostering global partnerships and financing the post-2015 development agenda.

# ANNEX 1 : AGENDA

---

## SYMPOSIUM TRILATERAL COOPERATION

Date: 27 October 2015

Venue: Burgers Park Hotel

424 Lilian Ngoyi St, Pretoria, South Africa

Time: 08:30 – 12:30

08:30 - 09:00	Arrival and registration
09:00 – 09:15	Welcome and opening remarks
09:15 – 10:15	Presentation of research findings of report prepared for the national treasury Mr. Daniel Chiwandamira Review of Trilateral Development Cooperation Activities in South Africa
10:15 – 10:30	Tea break
10:30 – 12:30	Roundtable discussion

*Dr. Philani Mthembu (Senior Researcher, Institute for Global Dialogue)*

Trilateral Cooperation through the eyes of the OECD and its Members: Motives, Conditions, and Challenges

*Dr. Fritz Nganje (Post Doctoral Research Fellow: South African*

*Research Chair in African Diplomacy and Foreign Policy: University of Johannesburg )*

South Africa and Trilateral Development Cooperation: The Role of Local Governments

*Dr Lesley Masters (Senior Researcher: South African Research Chair in African Diplomacy and Foreign Policy: University of Johannesburg)*

South Africa, the OECD-DAC and Development Cooperation

*Ms. Catherine Grant (Independent Consultant)*

The Role of the Private Sector in Financing for Development: Post 2015 Development Agenda.

*Ms. Faith Mabera and Ms. Andrea Royeppen (Researchers, Institute for Global Dialogue)*

Building capacity in South Africa's Peace and Security interventions through a Mediation Unit

*Sanusha Naidu (Senior Research Fellow, Institute for Global Dialogue)*

Trilateral Cooperation: Case Study of IBSA

12:30 – 12:45                      Vote of thanks and closing remarks

12:45:                                Lunch

End Programme

## ANNEX 2 : LIST OF PARTICIPANTS

---

**Salaheldin Elkando**, Embassy of Sudan  
**Louise Olwagen**, Africa International Ministries  
**P. P Vyapoory**, Mauritius High Commission  
**Zaidoon Abdulwahab**, Embassy of Iraq  
**Elkhan polukhov**, Embassy of Azerbaijan  
**Samuel Oluranti**, AMRI  
**Phillip Moalamedi**  
**David Diaz**, Cuba Embassy  
**Megan van der Westhuizen**, Embassy of Belgium  
**Obakeng Pitsoane**, DST  
**Natalia Handrujovicz**, Embassy of Argentina  
**Basil Dube**, SAMCCWU  
**Leaga Lesufi**  
**Constance Maleho**, Department of Transport  
**Eduard Westreicher**, Embassy of Germany  
**Zwelibanzi Maselila**, Parliament  
**Tshidi Moilwa**, SAIIA  
**Ornela Garelli Rios**, SAIIA  
**Jeffrey Sehume**, MISTRA  
**Jessica Johmann**, Consultant  
**Daniel Chiwandamira**, DPC & Associates  
**Philani Mthembu**, IGD  
**Fritz Nganje**, UJ  
**Lesley Masters**, UJ  
**Catherine Grant**, Tutwa Consulting  
**Faith Mabera**, IGD  
**Sanusha Naidu**, IGD  
**Kenny Dlamini**, IGD  
**Andrea Royeppen**, IGD  
**Lona Gqiza**, IGD  
**Nwabisa Mancotywa**, IGD  
**Elias Phaahla**, IGD  
**Wayne Jumat**, IGD  
**Joseph Senona**, DST  
**Christophe Mbuyi**, UNISA  
**Karin Hernmarck-Ahling**, Embassy of Sweden  
**Jaspal Dhillon**, Singapore High Commission  
**Justice Sadiki**, Madibeng Local Municipality  
**Richard Humphries**  
**Janson Makgati**, TMLI  
**Lineo Mosala**, Parliament  
**Kerry Botha**, CDP  
**Austin Omoruan**, AMRI  
**Atabong Gallous**, TMLI

## ANNEX 3: ABOUT THE INSTITUTE FOR GLOBAL DIALOGUE

---



The IGD is an independent foreign policy think tank dedicated to the analysis of and dialogue on the evolving international political and economic environment, and the role of Africa and South Africa. It advances a balanced, relevant and policy-oriented analysis, debate and documentation of South Africa's role in international relations and diplomacy.

The IGD strives for a prosperous and peaceful Africa in a progressive global order through cutting edge policy research and analysis, catalytic dialogue and stakeholder interface on global dynamics that have an impact on South Africa and Africa.

3rd Floor Robert Sobukwe Building  
263 Nana Sita Street  
Pretoria South Africa

PO Box 14349  
The Tramshed,  
0126  
Pretoria South Africa  
+27123376082  
+27862129442  
[info@igd.org.za](mailto:info@igd.org.za)  
[www.igd.org.za](http://www.igd.org.za)