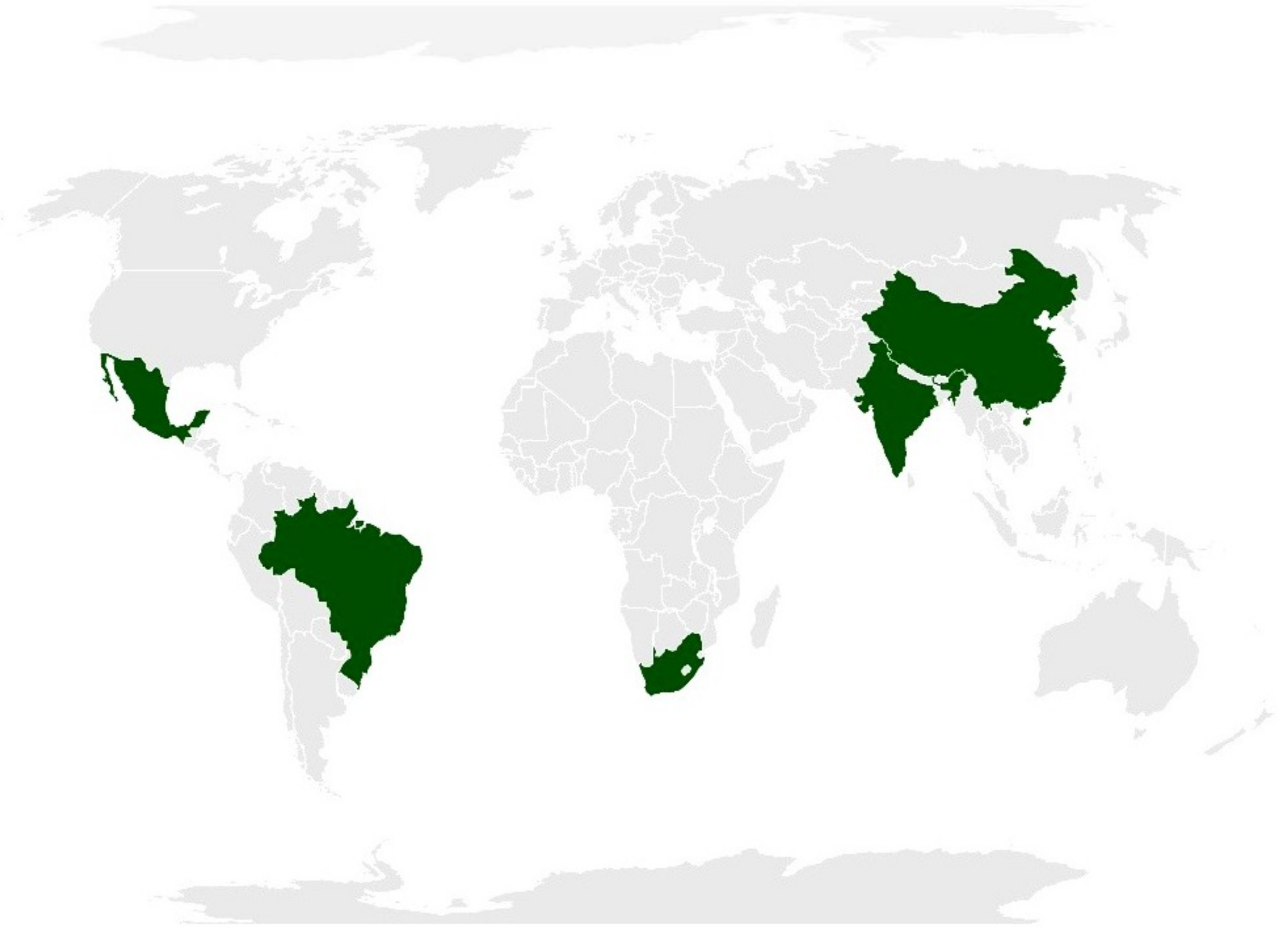

Development Diplomacy Workshop

Proceedings Report

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associated with UNISA university of south africa

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LIST OF ACRONYMS AND ABBREVIATION

AAAA	Addis Ababa Action Agenda
ABC	Brazil Cooperation Agency
ANC	African National Congress
ARF	African Renaissance Fund
AMEXICD	Agencia Mexicana de Cooperación Internacional Para el Desarrollo
AU	African Union
AUSAID	Australian Agency for International Development
BRICS	Brazil, Russia, india, China, South Africa
CAR	Central African Republic
CIDA	Canadian International Development Agency
CLGF	Commonwealth Local Government Forum
DAC	Development Assistance Committee
DBSA	Development Bank of South Africa
DFID	The Department for International Development
DIRCO	Department of International Relations and Cooperation
DRC	Democratic Republic of Congo
DTI	Department of Trade and Industry
ECOWAS	Economic Community of West African States
ECW	Economic Cooperation Wing
ECD	Economic Coordination Division
EU	European Union
GEF	Global Environment Facility
GiZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
IAM	Indian Aid Mission
IBSA	India, Brazil and South Africa
IBSAMAR	India, Brazil and South Africa Maritime
ICM	Indian Cooperation Mission
ICT	Information and Communication Technology
IDEAS	Indian Development and Economic Assistance Scheme
IDI	India Development Initiative
IFI	International Financial Institution
IGD	Institute for Global Dialogue

IIDCA	India International Development Cooperation Agency
IORA	Indian Ocean Rim Association
ITEC	India Technical and Cooperation Programme
LDC	Least Developed Countries
LME	Large Marine Ecosystem
MIC	Middle Income Countries
MDG	Millennium Development Goals
NDP	National Development Plan
NEPAD	The New Partnership for Africa's Development
NeST	Network of Southern Think Tanks
NGO	Non-governmental organisation
ODA	Official Development Assistance
OECD	The Organisation for Economic Cooperation and Development
PCRD	Post conflict reconstruction and development
PIDA	Programme for Infrastructure Development in Africa
PPIAF	Private Participation in Infrastructure Advisory Facility
SADC	Southern African Development Community
SADPA	South African Development Partnership Agency
SALGA	South African Local Government Association
SDG	Sustainable Development Goals
SIDS	Small Island Developing States
SSC	South - South Cooperation
TDC	Trilateral Development Cooperation
UN	United Nations
ZPSCA	Zone of Peace and Cooperation of the South Atlantic

INTRODUCTION

From the 22nd-23rd February, the Institute for Global Dialogue (IGD) associated with UNISA, and with the financial support of the UK Department of International Development (DFID) hosted an international workshop on Development Diplomacy. The workshop conceived as part of the Institute's DFID funded research project entitled: *Development Diplomacy: International Development Cooperation and the South African Development Partnership Agency*, was convened to provide critical insights into the international politics of development diplomacy and its implications for South Africa.

Development diplomacy and cooperation in today's evolving international landscape has become an integral part in finding solutions for global, regional and national problems. As such, it influences diplomatic agendas ranging from peace and security to environment, trade, health and migration**.** In 2007 the ruling party, the African Nation Congress (ANC) undertook to formalise its development cooperation agenda through the launch of the South African Development Partnership Agency (SADPA). Despite South Africa having a history of development cooperation under the African Renaissance Fund (ARF), the unveiling of a more robust state entity is seen as strengthening Pretoria's role as both a provider and receiver of development assistance. In 2015 the Minister of International Relations and Cooperation, Ms. Maite Nkoana-Mashabane had mentioned during the Department's budget speech that the formal adoption of SADPA would be presented to Parliament for review and ratification. In view of this statement, the IGD hosted a day and a half workshop in Cape Town that reflected on, among other issues, South Africa's increased role in development cooperation. Discussions also incorporated important insights into how Parliament can enhance its oversight role in terms of this new tool of foreign policy; and how South Africa's development agenda fits into the regional, continental and multilateral development agendas. Perspectives from emerging powers Brazil, India and Mexico were provided and focused on their experiences of development cooperation within their respective development agencies.

The workshop also unpacked the global development architecture which included the contours of development diplomacy in the 21st Century; assessed South Africa's role as a development actor, which is becoming an important area of inquiry; identified the push and pull factors that shape South Africa's development diplomacy agenda; reflected on the experience of South Africa's development diplomacy cooperation agenda and considered the extent to which the pending SADPA can strengthen South Africa's role as a development actor.

CONTEXTUALISING THE ROLE OF THE GLOBAL SOUTH IN DEVELOPMENT COOPERATION IN THE 21ST CENTURY

Ms. Marianne Buenaventura, Governance Advisor: Oxfam

Ms. Marianne Buenaventura, Governance Advisor: Oxfam began this session by looking at the rise of Southern groupings in the 21st century, with new global institutions which promote the global south position, like the Global Partnership for Effective Development Cooperation and the Network of Southern Think Tanks (NeST). NeST is a platform led and driven by Southern researchers to share and generate knowledge on South - South cooperation and international development. It consists of research institutes, universities, non-governmental organisations (NGOs), private sector and government agencies. NeST South Africa has been active in discussing and unpacking South Africa's specific development cooperation paradigm.

2015 marked a watershed year for the global development agenda on cooperation. With the hosting of several significant ranging from the Aid for Trade to the MC10 WTO Meeting, the Financing for Developing Conference hosted at the end of June and beginning July in Ethiopia was the first time such an important gathering took place on African soil that saw the adoption of the Addis Ababa Action Agenda (AAAA).

The focus of the discussions centred on the need to upgrade the Committee of Experts in International Cooperation in Tax Matters as an intergovernmental entity. This was encapsulated in the view that the 'power of the South' reflected the strength of the bloc as never before since the G77 rallied together on an issue which allowed developing countries to have an equal say in how global tax rules are to be designed. The launch of the Sustainable Development Goals (SDGs) addressed the unfinished business of the Millennium Development Goals (MDGs) with the overarching theme of eradicating poverty. The negotiation process was an opportunity for the G77 to participate in the global development process focusing on the importance of inclusive economic growth, protection of the environment and social inclusion in a balanced manner. The role of the G77 is gaining more traction in the global conversation on development and in September 2015, the United Nations (UN) acknowledged the important role of the G77 in shaping global social and economic development in order to narrow the gap between developing and developed countries.

The Role of the South in Development Cooperation

South-South Cooperation has been in existence for the past 60 years and many Southern countries have emerged as important actors in the global economy. South- South cooperation is based on the central idea of solidarity and engaging in a mutually beneficial relationship which promotes self-reliance in a demand driven development process. Their exact contribution is hard to quantify but important contributions have been made through financial assistance, capacity building, skills exchange and technology transfer.

There have been various conferences which promote South-South cooperation, one of these being the Delhi Conference of Southern Providers (Delhi 1) hosted by the think tank Research and Information Systems (RIS) in 2013 with a follow up gathering that took place in March 2016. The 2013 conference discussed the weaknesses affecting South-South cooperation such as poor data and information management, weak monitoring and evaluation across all Southern agencies and a need for a platform for knowledge exchange, peer learning and support of the South-South cooperation narrative. Importantly, the need for a common position among Southern partners when engaging in global policy fora was emphasised in an effort to offer a paradigm alternative to the OECD-DAC narrative. Importantly, the 2013 Delhi conference highlighted the fundamental differences between North-South cooperation and South-South cooperation. In order to create more synergy between the two models, the Global Partnership for Effective Development Cooperation was created.

Turning to the issue on The Global Partnership for Effective Development Cooperation (GPEDC), it was noted that a new multistakeholder partnership which included civil society organisations, donors, recipients, business and parliament and was purposed as a new global and national monitoring and accountability forum to promote effective development cooperation was needed. The language of 'aid' also changed to 'development effectiveness'.

The first high level meeting was held in Mexico in 2014 although major Southern actors such as. India and China were not present while Brazil expressed its disapproval. The reason for this scepticism was linked to seeing the GPEDC as a trap. South Africa's presence was underlined by an emphasis on, the needs of the poorest and focused mainly on Africa. The second high level meeting will be hosted by Kenya in late 2016. The position of the 'South' at the second high level meeting is not clear.

In reflecting on rise of the South, the presenter noted that as much as emerging economies are challenging the Bretton Woods institutions these actors also exist in a contested economic environment. In this regard time will define how emerging economies can narrow the gap between developed and developing countries. Therefore in going forward, more attention needs to be given to how the principles of South-South cooperation translate to ordinary citizens, the poor and marginalised.

1. For more information on the Conference on South South Cooperation see, http://www.ris.org.in/conference-south-south-cooperation.
2. The follow up conference reiterated the progress of South South Cooperation away from political solidarity to providing viable alternatives against the declining North South cooperation. For more on the conference see: http://www.ris.org.in/conference-south-south-cooperation as well as the commentary piece written by Rajni Bakshi on *South South Cooperation: Emerging Challenges*. http://www.gatewayhouse.in/south-south-cooperation-emerging-challenges/

REVIEWING TRILATERAL DEVELOPMENT COOPERATION ACTIVITES IN SOUTH AFRICA 2004-2014

Mr Daniel Chiwandamira

This presentation was done by Dr. Philani Mthembu, based on research that was conducted by Mr Daniel Chiwandamira and undertaken with Matthew Smith for ACE, International Consultants in consortium with Proman. The study mapped out South Africa's trilateral activities from 2004 to 2014, reflected on South Africa's management of trilateral cooperation, reviewed results achieved and value of activities, and provided recommendations for the future. In defining the meaning of Trilateral Cooperation and the methodology of the study, it was 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 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, the following stakeholders were consulted: 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 was because all three countries are identified as middle income countries (MIC) that play pivotal roles in trilateral cooperation within their regional settings and beyond. Brazil was chosen due to extensive engagement with Africa and IBSA participation. Mexico represented strong institutional character of TAs, grounded in legislative framework, and also its unique position in OECD (including observer status in DAC committee) and G20. While India demontsrated a strong Asian example of Trilateral Activities, as well as its participation in IBSA, BRICS, and engagement with Africa.

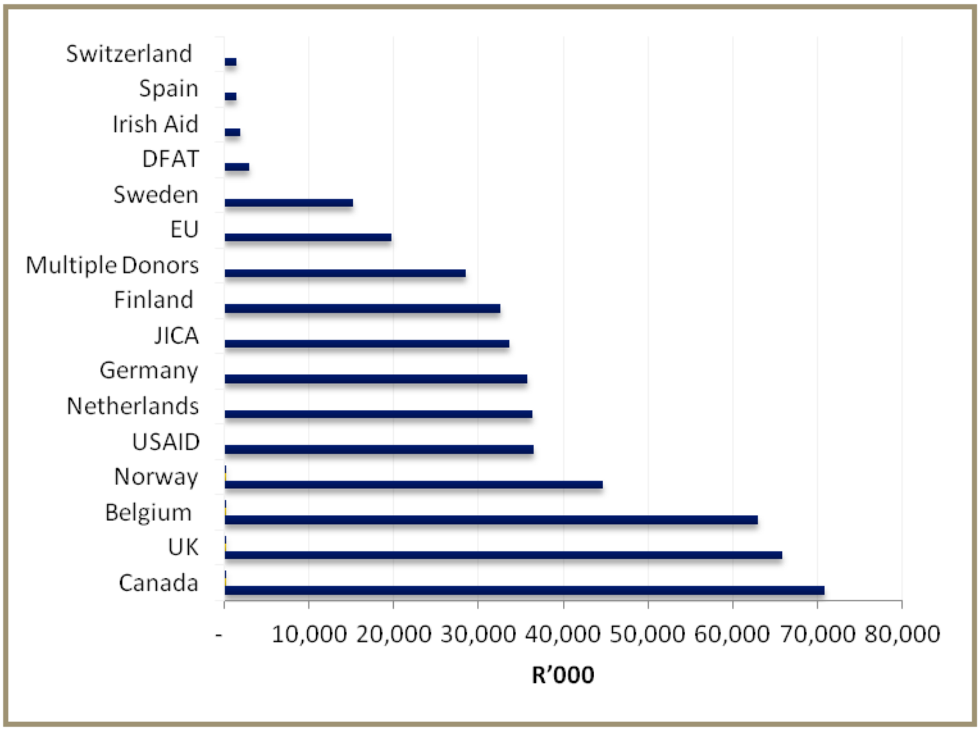
From the study it was suggested that South Africa provides more than R2 billion in development assistance. This includes the African Renaissance Fund & other funding provided by DIRCO; transfers to multilaterals (including AU, NEPAD, SADC, UN, and GEF); loans via DBSA, BRICS Bank, African Development Bank, World Bank; and Southern African Customs Union. Mapping out South Africa's trilateral projects with the support of Development Partners, there is a total number of 72 projects there were undertaken in the period of 2004-2014. The status of these are projects are as follows: 53 projects have been completed; 12 are to be completed in 2015 with 1 is in the approval process, another that is ongoing with no completion; and 5 identified to be completed between 2016 and 2018.

3. Available at: http://www.igd.org.za/jdownloads/General/Review%20of%20South%20Africas%20Trilateral%20Cooperation%202004%20to%202014%20ppt%20261015.pdf

Most of South Africa's trilateral activities are focused on Africa, with the Democratic Republic of Congo (DRC) ranking as having the highest number of projects totaling 9, followed by Burundi with 6 projects and South Sudan with 5 projects. Majority of the projects are in the area of post conflict reconstruction and development emphasising conflict prevention, peace and security. Over time the focus has shifted from war torn fragile states to include other countries and sectors such as Science & Technology, Environment and Public Management.

In measuring the contribution to South Africa's trilateral activities by the development partners, the study highlights that out of sixteen development partners, Canada is the largest contributor, followed by the United Kingdom (UK), and Belgium, while Switzerland contributes the least.

Figure 1: Investments in Trilateral Aid by Development Partners

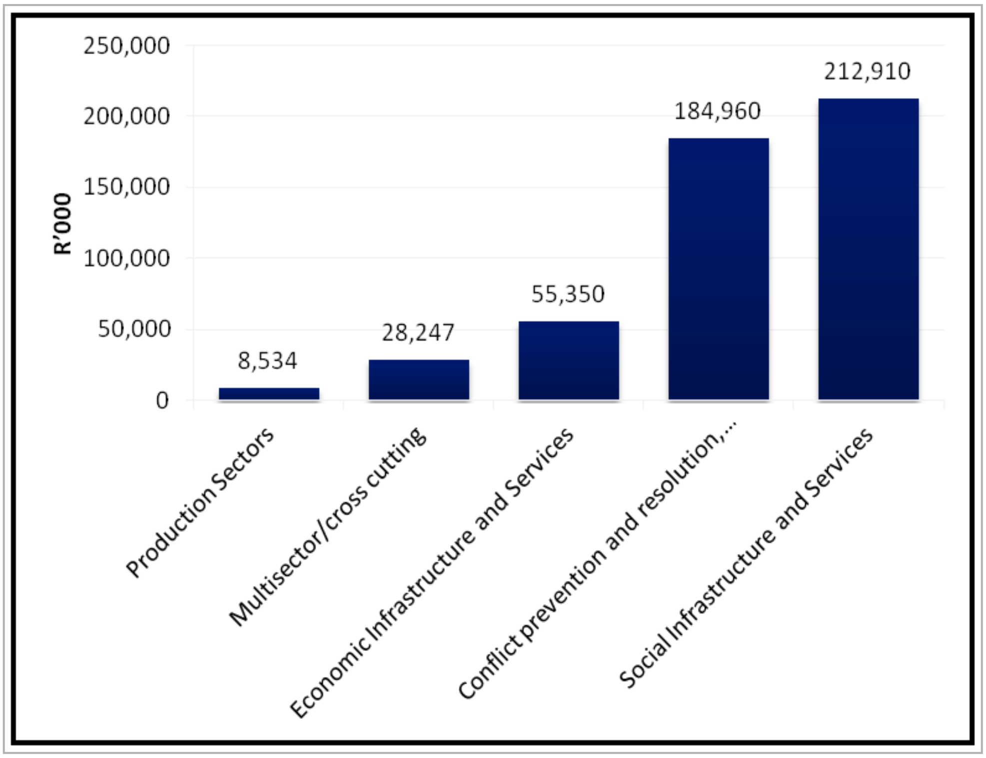


Source: Review of South Africa's Development Cooperation Activities 2004-2014, Daniel Chiwandamira & Matthew Smith (ACE International Consultants in consortium with Proman)

4. Canada was the largest contributor in a single project.

The main sectors that resources from these development partners focus on is in social infrastructure and services; followed by conflict prevention and resolution, peace and security; economic infrastructure and services; multisector/cross cutting; and production sectors.

Figure 2: Development Partner Investments in Trilateral Activities, by Sector (2004-2014)



Source: Review of South Africa's Development Cooperation Activities 2004-2014, Daniel Chiwandamira & Matthew Smith (ACE International Consultants in consortium with Proman)

When it comes to South African government departments participating in trilateral cooperation activities, the top three departments are; department of science and technology with 13 projects, South African Police Service with 7 projects, and Defence with 6 projects.

Figure 3 : South African Government Departments participating in Trilateral Cooperation Activities

South African Government Departments participating in Trilateral Cooperation activities, in descending order

South African Government Department	Number of Trilats Projects
Science & Technology	13
South African Police Service	7
Defence	6
Justice and Constitutional Development	5
International Relations & Cooperation	5
Public Services and Administration	5
SA Revenue Services	5
Higher Education & Training	4
National Treasury	4
Environmental Affairs	2
National School of Government	2
Agriculture, Forestry & Fisheries	1
Council of Geoscience	1
Health	1
Independent Police Investigative Directorate	1
National Prosecuting Authority	1
National School of Government	1
Social Development	1
Office of the Public Protector	1

Source: Review of South Africa's Development Cooperation Activities 2004-2014, Daniel Chiwandamira & Matthew Smith (ACE International Consultants in consortium with Proman)

One of the main findings from the study was how management processes of SA's trilateral projects were conceptualised. Three types of management modalities were highlighted: 1)joint/steering committees, 2) SA/recipient country management initiatives, and 3) multiple/plural management structures. However it was noted 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 management of trilateral activities. At the same time the management modality together with the selection of country of focus and sector are influenced by the development partner who may impose restrictive conditions.

A second issue is the management of the funds where the study found that the funding modality is dependent on development partners' preferences. Development partners such as AUSAID, CIDA, Norway, Sweden and USAID channel funding through the RDP account. However this has in some cases caused project delays due to late disbursements of funds. Other development partners such as GIZ, JICA manage the funds directly, and there are only few cases where funds are managed by an implementing agent. No funds have so far been transferred to beneficiary country.

Discussing some of the management challenges it was noted that Coordination and Steering is seen as one of the major challenges due to the complexity of the management structures. The study illustrates that success was noted where management structures are simplified and inclusive of all three partners. Logistical difficulties were mainly recorded in the peace and security projects. Other challenges referred to: is the usage of Government of South Africa's financial and procurement procedures which slowed implementation process, while notwithstanding over ambitious designs of projects with very little monitoring and evaluation and reporting.

On the way forward, the study demonstrated that there are a number of important steps necessary to ensure greater effectiveness of trilateral activities by South Africa. What is needed is a mapping exercise and review of international good practice in coordination trilateral projects. From the study it was noted that there needed to be a link to the success of trilateral cooperation in the future to the evolution of SADPA. As already been agreed by South African Cabinet that there will be a division of powers with regards to development cooperation: National Treasury will retain its oversight over 'incoming' ODA, whereas SADPA will take responsibility for 'outgoing' development assistance. Once SADPA has the capacity and is fully operational it will have a dedicated trilateral programme which will make it suitable to house trilateral activities. Secondly, due to the nature of SADPA being identified as a technical framework that will define in practical terms South Africa's commitment to SSC and trilateral development cooperation activities, it also provides for greater alignment between trilateral cooperation and the foreign policy intent by the South Africa government in development diplomacy.

DISCUSSION

Questions around the definition of ODA came up and specifically, with regard to the UK lobby to include military assistance in ODA and the supporting the civil society to fight extremism. In response, the speaker explained that the concept of ODA is largely contested. The debate within the EU currently reflects a focus on refugee assistance and humanitarian assistance. It will be extremely difficult to justify military assistance (as part of ODA) to fight extremism, as there are issues with how extremism is defined. Lobbying for the inclusion of military assistance in ODA is not new and there is a new trend to provide ‘total’ assistance for sustainable development but this needs conceptual unpacking and elaboration.

More discussion on definitions looked at how development cooperation itself will be problematized at the outset and can never be completely ‘neutral’ when considering the old and new donor terrain. This is related to another question regarding political synergies, interests and TDC where this development cooperation model is not purely about the impact on the recipient countries and therefore requires an open discussion of all interests and how they are developed. Discussions on ODA therefore need to critically evaluate the politics around aid and whether ODA is moving away from the North. However, in order to understand this, there is a need for evidence illustrating development cooperation through numbers and trends.

When asked whether the South African definition of TDC aligns with the OECD members, the respondent pointed out that there are also key debates around TDC among OECD members who do not share a common definition. Sometimes OECD members are backtracking their projects to see whether it represents a TDC arrangement. Only three countries in the OECD have a policy document on TDC – Spain, Germany and Japan. When it comes to the South African definition used in the research conducted by Mr Daniel Chiwandamira on Reviewing SA’s TDC activities 2004-2014, there was no clear alignment and this was formulated with the different stakeholders. Another question related to this research raised the probability of successful transfer of funds to the recipient country within a TDC arrangement. In response, the speaker explained that most of the projects were in capacity and skills development and therefore it was misleading to measure according to ‘funds’ and therefore a different criteria is needed to measure the impact on the recipient country.

In closing this session, the discussant explained that historically, development cooperation that was incoming to South Africa was managed by the IDC and the National Treasury. The management of outgoing assistance is fairly new and DIRCO does not have much experience here which therefore calls for collaboration with other government departments like the Department of Monitoring and Evaluation (DPME) as well as civil society organisations and NeST and speaks to an initiative to establish a network of DBSA, civil society organisations, National Treasury and NeST. This initiative will assist in ensuring a public account for development financing.

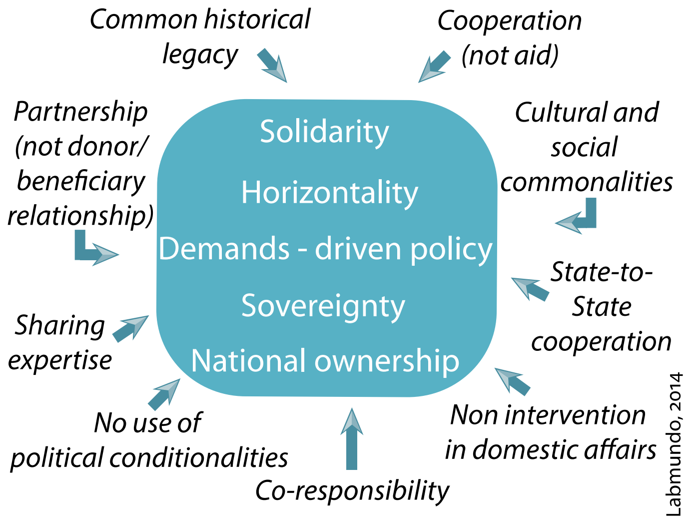
INTERNATIONAL COMPARATIVE EXPERIENCE ON DEVELOPMENT COOPERATION

Brazil's International Development Cooperation: three dimensions and lessons for the future

Prof. Carlos Milani: State University of Rio de Janiero

In his assessment of Brazil's International Development Cooperation as a foreign policy tool, Prof Milani focused on the importance of both domestic and international politics in light of Brazil foreign policy and the changing political economy. Brazil transfers very little money through development cooperation and places more emphasis on knowledge transfer and technology transfer. The Private sector plays an important role here and this speaks to the political economy created around development cooperation and how economic interests are maintained. Brazil is not a member of the OECD and therefore has developed its own norms around development cooperation which are different from the OECD/DAC model.

Brazilian norms: difference from the OECD/DAC



The Brazil Cooperation Agency (ABC) is affiliated with the Ministry of External Affairs and is well managed by career diplomats in a traditional bureaucratic setting. This kind of environment makes it difficult for the Brazilian parliament to participate in foreign and public policy in the way that the South African parliament does. As a result a committee on foreign policy has been formed which looks at how to reform this system based on a set of domestic variables which include: the social demand for democratic participation, institutional building, funding and a stable budget. A legislative framework is also needed for the development cooperative activities.

The ABC channels funds mainly into Latin America and Portuguese speaking parts of Africa. Brazil provides technical cooperation in Africa mainly in the agricultural sector and also transfers public policy knowledge. Contributions are quantified by working time of the civil servants too however, civil society is not engaged in the implementation of projects. The biggest project has been in Haiti in the area of public health where four hospitals were built. Prof Milani argued that this project was related to the security interests and foreign policy of Brazil.

India’s experience in Development Cooperation

Mr Pratyush Sharma: Researcher: South-South Cooperation and India’s Development Cooperation: Research Information System for Developing Countries (RIS), New Delhi

Mr Sharma began by explaining that India has followed the principles of South-South Cooperation since its independence in 1947. There has now been a renewed world interest in India’s development cooperation especially after the global economic downturn. India’s development cooperation is premised on ‘Partner and Partnership’ and not ‘Leader and Leadership’. The contribution is both through financial assistance and provides access to its markets and duty free tariff preferences to least developed countries (LDCs).

Genesis and Evolution of India’s Development Cooperation

Indian foreign policy was inspired by Gandhi’s philosophy of ‘Growth for All’ and ‘One World’. The skills gap in newly independent countries in Africa and Latin America was the impetus behind India’s development cooperation initiatives. India accumulated experience in skills development through the Colombo Plan, SCAAP, Third Country Programme and eventually led to the establishment of the Economic and Coordination Division in 1961 and then the India Technical and Cooperation Programme (ITEC) in 1964.

Development Cooperation Policy underwent a major change in the early 2000s. A minimum ceiling of USD 25 million was set for incoming foreign aid to India and only G7 countries were left to provide aid. However, in 2016 India declined aid from the UK. A reason for this was that the foreign exchange reserve rose from USD 5.88 billion in 1991 to USD 350 billion in 2009-2010.

The recent institutional changes India’s development cooperation initiatives are not completely unprecedented and what emerges is the lack of consistency in these efforts. In Nepal, India established the Indian Aid Mission (IAM) in 1954 which was renamed as the Indian Cooperation Mission (ICM) in 1966 and eventually replaced by the Economic Cooperation Wing (ECW) in 1980. The importance of evaluation and impact was first realised with the review of project undertaken in Nepal in 1964 under the ICM. Review projects were then carried out in Afghanistan, Iran, Sri Lanka and Czechoslovakia.

A special division called the Economic Coordination Division (ECD) was eventually set up and was mandated to take care of aid and trade relations with Nepal apart from monitoring projects. ECD linked foreign policy to economic growth of India for the first time. A new orientation in Indian development cooperation led to three major activities: technical assistance, promotion of economic collaboration and an analytical and advisory function.

In 2003, there was a paradigm shift in India's development cooperation and the India Development Initiative (IDI) was established and was later renamed as the India International Development Cooperation Agency (IIDCA). The guiding principle of this new agency was that India's assistance would be specifically directed at developing countries that were in greater need of external aid than India. The IIDCA was meant to act as a coordinating mechanism for all the different line ministries. The board of the IIDCA was made up of the Ministry of External Affairs, Ministry of Finance and Commerce and Industry. In 2012, the Ministry of External Affairs then announced the establishment of the Development Partnership Administration (DPA). There are three divisions with the DPA: Division I: deals with project appraisel and lines of credit; Division II: oversees capacity building schemes, disaster relief and the ITEC programme; and Division III: manages project implementation.

Maturing of India's Development Cooperation

The nature of India's development assistance has diversified and now includes new areas like the sharing of new technologies. Effective partnerships were also created through the market access to exports from LDCs. Three key instruments of India's Development Cooperation are grant based assistance and skills transfer through ITEC. LoCs are administered by the Indian Development and Economic Assistance Scheme (IDEAS) through EXIM bank. Grant specific interventions were seen in Nepal and Butan since the 1950s. Capacity building is situated within the ITEC programmes where 54 institutions in India provide over 200 training programmes. Also should mention how India has become a pioneering country in the advocacy of SSC with the establishment of NeST etc.

Mexico's experience of Development Cooperation

Mr. Diego Angelino Velazquez, Advisor: Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), Mexico City

Mr Angelino began his presentation by highlighting the potential of Mexico and South Africa as development cooperation actors as both recipients and donors. Mexico has established itself as a strong development cooperation partner in its region and the agenda includes the perspective of all stakeholders.

In 2007, the national law for development cooperation was put forward and would act as the normative body to give support to the development cooperation agenda. This included four years of dialogues and participatory processes which included both NGOs and academics. The Mexican model of development cooperation is therefore based on five pillars: normative aspects, judicial provision, administrative coordination, financial administration and information (monitoring and evaluation). The financial pillar has proved problematic since funding for development cooperation is a challenge. The monitoring and evaluation also called for a more complex analysis of the projects. In 2011, the law was promulgated and recognised the actors in development cooperation.

Mexico and Germany have partnered to strengthen the AMEXICD institution. It is co-hosted by AMEXICD and was initiated by the GiZ. A distinctive feature is that AMEXCID develops its own processes and methodologies guided by national and international experts and practices. The project focuses on tools and capacity development aimed at strengthening the Mexican cooperation policy as well as intra and inter institutional coordination. The current challenges faced by AMEXCID are related to strategic planning which includes an alignment to national policies and international development cooperation law. Methodological improvement is also needed and this relates to tools and methodologies that are results based and allow development cooperation flows to be quantified. A third challenge is process streamlining and consolidating data management processes. Underlining these challenges is also a need to institutionalize a capacity development program for AMEXCID staff and members of the Mexican cooperation system. Lastly, the role of Mexico as a relevant actor in the agenda setting processes needs to be confirmed.

DISCUSSION

In this session, a relevant question centred on India, Brazil and Mexico's public diplomacy and how they communicate their development assistance with their publics. In response, representatives from Brazil and India explained that there is a lack of public knowledge on viewing development assistance as building solidarity with other nations. Though Brazil has used social media to engage with the youth on such issues. Mexico is in fact, viewed as a champion in the region and this could be a strategic tool of public diplomacy if solid information is the base of communication with the public.

Another question looked at how and where the different development agencies or administrations are located within the state and whether they are part of government departments or autonomous agencies. The delegate from Brazil explained that the Brazilian agency is located in the Ministry of External Affairs and is managed by career diplomats. The Indian DPA is also housed in the Ministry of External Affairs and the Mexican Agency for International Development is also subordinate to the Mexican Ministry of Foreign Affairs.

INSTITUTE FOR GLOBAL DIALOGUE RESEARCH ON DEVELOPMENT COOPERATION

This section of the workshop focused on IGD's commissioned research undertaken in respect of the project. The sessions were divided into three panels. The issues and discussions are presented below.

Panel A

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

Dr Philani Mthembu, Senior Researcher: Institute for Global Dialogue associated with UNISA

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 which came out of his presentation included the current German government has been evaluating its trilateral projects, with most of them taking place in Latin America; however they are also currently considering 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, which can be difficult in practice. He further explained that most stakeholders in trilateral cooperation have an interest, and most projects are small in comparison to existing bilateral aid, while transaction costs increase when increasing the amount of partners. This is because it is also difficult to coordinate. He also stated that the EU and France make funds available for projects not specifically for trilateral development cooperation, as they do not have a specific TDC policy. Dr Mthembu explained the challenges of the EU to be the issue of accountability to both the European parliament but also the individual member states. Therefore, projects need to bring a sense of accountability and success to their people if they are to continue investment in countries. Coordination seems to be the main problem around development cooperation in the OECD countries

Building Capacity in South Africa's Peace and Security Interventions through a Mediation Unit

Ms Faith Mabera, Researcher: Institute for Global Dialogue associated with UNISA

Ms Mabera's presentation focused on South Africa's emerging profile as a development partner and its repertoire as a peace actor. Peace and stability on one hand and development on the other are mutually impacting concepts, hence establishing a nexus between sustainable development and peace and security which has far-reaching policy implications for South Africa. This is important since it is a key developmental partner in Africa (and the global South) with a particular focus on mediation, peacekeeping and post-conflict reconstruction and development (PCRD). Informed by its own history and foreign policy leitmotifs, most of South Africa's development interventions have generally fallen under the category of peace diplomacy (including continental involvement in peacemaking, mediation processes, UN-sanctioned peacekeeping and peacebuilding in accordance with the AU PCRD framework. Furthermore, the overlaps between South Africa's foreign policy priorities and the peacebuilding agenda, especially its focus on human security, suggest that it could be a significant driving force in taking the post-2015 development agenda forward. This presented an interesting area of analysis on the uptake of TDC in the African peace and security landscape. Given the contestation around definitions of TDC, one such arrangement gaining traction in peace and security is trilateral development cooperation among three multilateral institutions in peace operations in a beneficiary country. The AU-UN-EU arrangement is a case in point.

The EU, AU and UN partnerships in peace operations in Africa includes transitions from one mission to another, hybrid missions, support missions and co-deployment. The basis of these partnerships are supposedly founded on complementarity, shared values and legitimacy, and comparative advantage. In this context, the assumption is that the AU and regional organisations' comparative advantage is based on similar experiences to the beneficiary country. Somalia, CAR and Mali serve as germane examples of beneficiary countries.

The Secretary General of the UN also appealed for greater political coherence, harmonisation of strategy and for mandates to be developed together in consultation through a coordinated response and vision. The central theme of coordination running through the recommendations is however, hindered by the interest driven nature of development cooperation. Recommendations made in a report on AU-UN Hybrid Missions by addressing the shortfalls of the TDC model called for a common strategy and a clear division of responsibilities. However, this does not address the inherent problems with TDC which perpetuate specific power dynamics. In fact, it has been argued that TDC still represents the "age old paternalistic donor-beneficiary relationship" and the only new element is that the burden is now shared with an emerging power.

In terms of South Africa's contribution as an emerging actor, the transformative potential of mediation holds great promise for South Africa's long-term stabilization agenda. South Africa is in the process of establishing a specialised mediation unit within DIRCO which will complement the mediation support units of SADC, AU and the UN. Bearing in mind that SADPA is also a work in progress, it is imperative for government officials to acknowledge the prospects for a symbiotic relationship between the two entities. Mediators lay the foundation for the peace process, ensuring that strategic issues and actors are included in the process and that key issues are prioritised in the negotiations and post-negotiations phases. During the implementation of development assistance, mediators can also facilitate dialogue across the range of actors involved in development initiatives. On their part, development agencies can facilitate communication between parties involved in mediation by utilising their local channels. Development actors can also reinforce implementation of peace agreements by offering flexible aid instruments that are tailored to the specific post-conflict needs of the society emerging from conflict.

In conclusion, Ms Mabera noted that a more flexible model of TDC is needed in peace and security operations in order to work with other actors outside of a formalised arrangement. To mitigate problems of coordination given the range of interests, more focus on aligning with the needs of beneficiary country must be developed. The financing of integrated peacebuilding and development programming is open to a plethora of actors and partnerships, but only if there is harmonisation and co-ordination from the operational and strategic level. In this regard, it is incumbent upon South Africa to formalise a coherent and well-informed peacebuilding and stabilisation strategy with clear guidelines and terms of engagement with potential partners. Fine-tuning of an in-house mediation capacity holds conflict transformation potential ultimately linked to universal goals of peacebuilding and sustainable peace.

PANEL B

The IBSA Development Fund: The Case of Trilateral Development Cooperation

Ms. Sanusha Naidu, Senior Research Associate: Institute for Global Dialogue associated with UNISA

The IBSA Development Fund was established in 2003 as a symbol of South – South Cooperation on Trilateral Development. Initiated in 2004, the Fund became operational in 2006. It was specifically designed as a poverty and hunger alleviation facility. Each member state contributes 1million USD annually and the fund is administered by the UNDP office on South – South Cooperation in New York as part of the partnership with the UN. The Permanent Representatives to the UN in New York from the IBSA countries serve as the Board of Directors of the Fund while the UNDP serves as the Secretariat to the Board of Directors. In all three countries the IBSA Development Fund is managed through the foreign affairs ministries.

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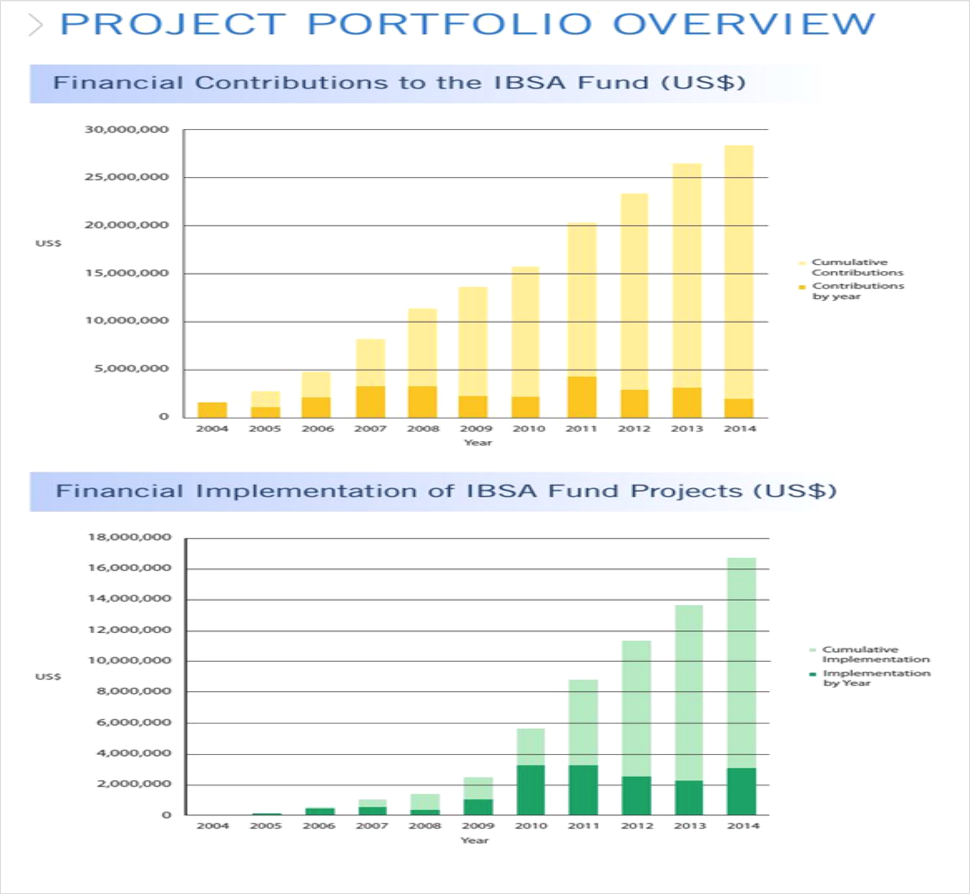


Source: UNDP: IBSA Dev Fund: 2015 Overview of Projects Portfolio

Projects under the fund are directed to LDCs and post conflict reconstruction. The Fund supports projects on a demand driven basis through partnerships with local government, national institutions and implementing partners. Projects include capacity building among project beneficiaries, built-in project sustainability and knowledge sharing among Southern experts and institutions. Initiatives are concrete expressions of solidarity and objectives range from promoting food security, to addressing HIV/AIDS, to extending access to safe drinking water – all with the aim of contributing to the achievement of the MDGs. The fund is interpreted as a way to challenge the dominance of the OECD model of development and promotes a model of trilateral government to government collaboration and partnership, setting the agenda and enhancing development cooperation ownership. It is seen in context of offering an alternative development framework that captures the model of South-South Cooperation and development diplomacy. By locating it within the UN system, it exemplifies the role that the UN can play in TDC in terms of work around the world. It facilitates the transfer of proven Southern development solutions through knowledge peer learning.

In terms of South Africa's management of the IBSA fund, due to restructuring of DIRCO, the IBSA development fund shifted from Global Governance (previously Multilateral) to Asia Desk (IBSA unit). Under the proposed SADPA framework there is provision to administer and manage the IBSA Development as separate pillar as part of South Africa's outgoing development assistance. However, until such time as SADPA is formalised, the fund will be managed through the Asia desk. Operational issues are still being understood because the Asia desk only focused on the political dimension of IBSA.

When discussing the future of the IBSA fund, several issues regarding the future status of the trilateral arrangement emerges. First is the issue of formalising the IBSA Trust Agreement. With Brazil wanting the trust agreement to reflect synergies with domestic frameworks, some issues still remain unresolved. Second is whether the Indian proposal to increase contributions to USD Two million would find traction in view of contributions to the BRICS Development Bank despite the revised IBSA Fund amount being much smaller in value.. Third is the delay in hosting the tenth summit, which weakens the political future of IBSA. Fourth are the issues in relation to the role that UNDP plays as administrator of the fund within the broader UN system. The concern in respect of the latter is whether the larger administrative costs of the IBSA Fund absorbed by the UN makes it viable to be located within the UN body. Fifth is the issue of disproportionate backward economic linkages. At times the return on investments for service providers from member countries are restricted as it is the UNDP that makes the decision on final selection of vendors. Sixth is whether the project finance provided is enabling to sustain programmes for the medium to long-term or just 'bridging finance' for short term one off projects.

In going forward, the role of the UNDP as an administrator needs to be reconsidered and more attention paid to the proposal by India that the Fund should be managed by the three countries respectively through their development agencies. The latter is linked to accountability and monitoring in terms of impact, project sustainability and governance. At the moment there is little evaluation of IBSA funded project other than that provided by the UNDP. In addition while the IBSA fund represents a very small impact on domestic resources, it nevertheless has not been tested in the context of domestic public opinion. This remains a significant area where public responses to the IBSA fund could provoke unfavourable reactions given the prevalence of social development difficulties in the IBSA countries that also requires urgent attention.

The proponents of IBSA and the fund as an expression of South-South trilateral development cooperation is underlined as an alternative development model with no conditionalities attached and reflects the linkages between diplomacy and development. Most of the optimism though seems to be located among bureaucrats in the foreign ministry with waning political will and interest within the working groups. Streamlining of working groups to specific focus areas has been identified as one way to reinvigorate IBSA so that it can remain relevant.

The Role of the Private Sector in Financing for Development for the Post 2015 Development Agenda in the Context of Triangular Development Cooperation in Southern Africa: Transport Corridor Case Studies

Ms Catherine Grant, Independent Consultant

At the Financing for Development Conference held in Addis Ababa in 2015, a resolution was made to involve more partners in socio-political and economic transformation. While multi-stakeholder financing arrangements can be more complex, they offer significant potential in times of constrained resources from traditional sources of development financing and can result in more sustainable, inclusive outcomes in the long term. This kind of financing is especially needed for the development of sustainable, resilient and quality infrastructure which is a shortfall in developing countries. There is thus an acknowledged role for new infrastructure facilities like the Asian Infrastructure Investment Bank, Global Infrastructure Hub, BRICS New Development Bank, Asia Pacific Project Preparation Facility, Africa50 Infrastructure Fund and Inter American Investment Corporation.

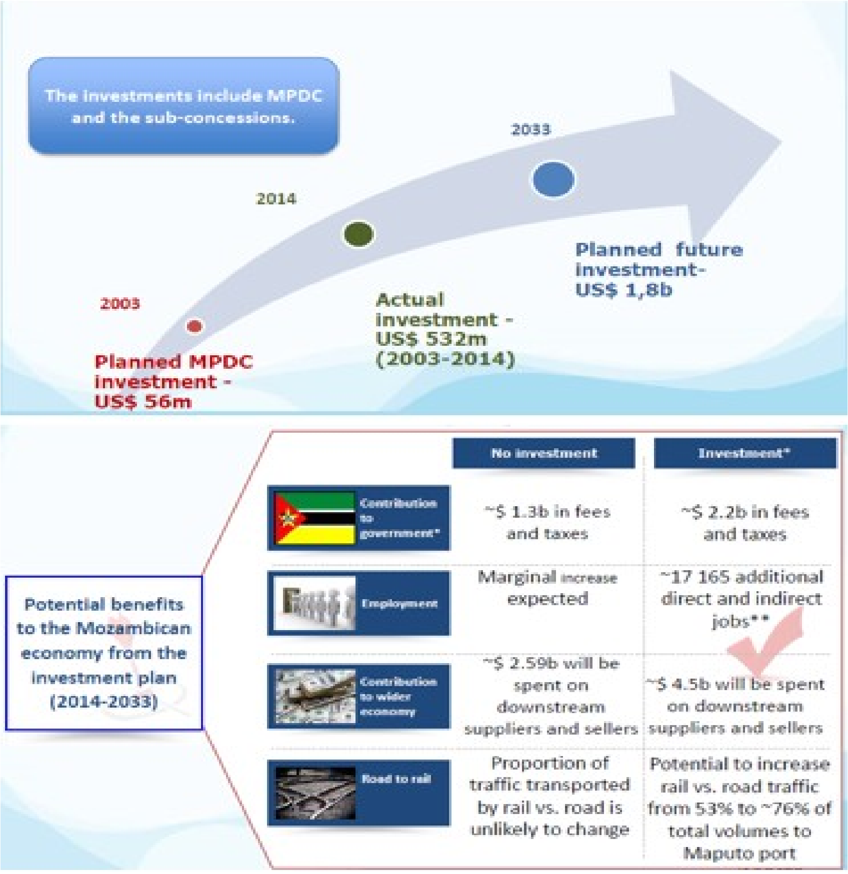
The private sector has an important role to play in infrastructure and can break down the challenges of access to financing and provide innovative models of financing with different modalities. For example, urban developments with relatively high user tariffs can be attractive in the longer term however, rural pro poor developments and challenging sectors where upfront costs are prohibitive need more careful intervention and focused policy instruments. The role of the private sector in sustainable development is mainly as a source of financing but can also be involved in the core operations and act as a driver of sustainable economic growth and develop opportunities in value creation.

In order to attract private sector involvement in infrastructure development and include them as credible development partners, incentives must exist to develop these projects and must be available on an equitable and transparent basis.

Transparency and a level playing field will also enhance competition. New forms of partnerships include government, civil society, DFIs, academia, donors and independent research organisations.

South Africa as an Infrastructure Partner

South Africa has been a major player in socio-economic development in Africa's New Partnership for Africa's Development Programme (NEPAD) for Infrastructure Development in Africa (PIDA). The objective of PIDA is to implement the African Union's (AU) Abuja Treaty and the creation of the continental African Economic Community. SA has aligned the National Infrastructure Plan to the development of the regional infrastructure and the strategy here is to target fast-growing African countries and partner on regional projects across the transport. Water and energy sub-sectors. Furthermore, the Tripartite Free Trade Area means addressing the transport fragmentation in Africa and a revised concept of corridors has emerged linking its regional integration infrastructure development and cooperation development objectives, it therefore makes sense to consider an approach supporting development.



Source: Presentation by Maputo Port Development Company, Port of Maputo, May 2015 http://www.portmaputo.com/?wpdmact=process&did=MTguaG90bGluaw

A case study such as the Maputo Corridor is an example of such regional infrastructure development through the Private Participation in Infrastructure Advisory Facility (PPIAF) which is purposed to improve performance of cross border transport in South Africa, Botswana and Mozambique. This project has improved infrastructure for ICT, industrial development and intermodal facilities. Challenges remain and are often more visible as this is a mature, established corridor and there are also frustrations at political logjams and logistical difficulties which are compounded due to the volume of traffic on this corridor.

Future engagements with the private sector on the development of transport corridors and other infrastructure initiatives in the region could be done under the guidance of SADPA once it is established and could also involve other partners, such as development finance institutions, multilateral development banks and aid agencies of third countries. There is limited public funding for infrastructure and government needs to learn how to capture capital that developers invest in for road infrastructure. Economic centres can be developed as markets along a corridor with little financial investment required from the community. A holistic concentration on corridors will allow for all assets to be involved: port, road, rail and border posts. The lack of attention to rail development in the SADC region has contributed significantly to trucking delays at border posts, high maintenance costs and requirements for roads and high accident statistics on these roads due in part, to truckers rushing to meet local demands.

In terms of the role of private companies, their corporate social responsibility programmes are important but government and civil society are also important actors in designing and engaging in such frameworks.. Corporate social responsibility programmes should therefore not be seen as isolated interventions but should be sustainably built in.

For regional corridors, an independent secretariat with research capacity is critical. This is better structured as a private-public partnership with additional stakeholders from civil society and experts from relevant sectors. An independent oversight body (regulator) to control and standardise the terms of partnerships and enforce the obligations of each party is important. Concession agreements should also be thought of as a longer term undertaking to keep user tariffs and fees down. Project champions and leaders should constantly and consistently articulate a clear vision with clearly stated goals, objectives and time lines for corridor development phases. This will benefit and educate external project stakeholders and users, as well as internal management and staff.

Discussion

One of the relevant questions in this session focused on whether the beneficiary countries were gaining from the TDC arrangement or whether the TDC arrangement represented a traditional donor-recipient relationship. In response, the speaker made clear that there is no single ‘beneficiary’ country and that all countries in the TDC arrangement should be benefitting. This arrangement needs a more nuanced analysis which not only focuses on the ‘beneficiary’ but looks at how the TDC model maintains the relationship between emerging economies and developed economies and finds common ground for developing economies. Also, there needs to be an open discussion of how the interests are developed and maintained.

In relation to the effectiveness of TDC, participants discussed the usefulness of TDC in creating political synergies and it can bring together different, non-traditional development partners into cooperation models. For example, a province can also be a pivotal point of TDC as well as parliaments as potential partners and will therefore be useful to explore these expanding notions of TDC in the future.

With regard to the presentation on the uptake of TDC in peace and security operations, comments made countered the argument around South Africa as a continental peacemaking hegemon. Contestations of this view called for a move away from romanticizing the peacemaking role of South Africa on the continent. Instead, views on South Africa's engagement in peacemaking on the continent must be viewed as mutually beneficial to all actors. There were also suggestions made here that South Africa should focus its more of its peacemaking efforts through regional operations.

PANEL C

South Africa's Development Cooperation in Africa: The Role of Local Government

Dr Fritz Nganje, Post-Doctoral Research Fellow, South African Research Chair in African Diplomacy and Foreign Policy: University of Johannesburg

This presentation provided an overview of local government contribution to South Africa's development cooperation in Africa and proceeded to make a case for incorporating decentralised cooperation into the design of SADPA.

Decentralised cooperation has evolved from sister-city relationships and neoliberal ideas of small central government to decentralised cooperation as an aid delivery vehicle in the context North-South cooperation with a focus on finance and to technical assistance from the North to the South (to a limited extent). It then moved became a collaborative partnership for sharing knowledge, experiences, best practices and human institutional capacity building thereby adapting to a new discourse on development cooperation. This led to decentralised south-south cooperation, trilateral cooperation and multilevel cooperation.

There are different examples of South Africa's local government and decentralised cooperation in Africa such as eThekwini's partnership and mentorship of Maputo (Mozambique) on managing informal markets, Johannesburg's partnership with Addis Ababa (Ethiopia) on a range of issues – HIV/AIDS, city planning and Johannesburg's mentorship of Lilongwe (Malawi) on developing a city development strategy. In terms of trilateral cooperation, there is one such project involving eThekwini (SA), Greenwich (UK) and Tema (Ghana) on using sports for economic development. There has also been another project involving the Bojanala District municipality, Lahiti (Finland) and Ho municipality (Ghana) on environmental and waste management. Lastly, there is an arrangement involving SALGA, local government associations from Sweden, Namibia and Botswana on transparent local governance and economic development.

SA’s local governments receive more development assistance than they contribute. Inadequate financial resources, disparities in levels of development, capacity to design and manage technical exchanges and hostile diplomatic relations have been a major constraint on South Africa’s local government decentralised cooperation in Africa. Financial and technical support for decentralised cooperation has often come from Western donors, multilateral development agencies and local government networks. Trilateral initiatives have generally been spearheaded by the local governments in the North with the support of their national governments and in line with the latter’s foreign policy objectives. Pretoria has played a minimal role in the decentralised cooperation of local governments. Furthermore, there has generally been little synergy between South Africa’s development cooperation in Africa and the decentralised cooperation of local governments.

Both local and national governments stand to benefit from greater synergy between South Africa’s development cooperation and decentralised cooperation. Local governments would benefit from the financial resources, institutional support and diplomatic networks of the national government. Greater synergy between the two would contribute to extending the reach of and deepening South Africa’s development cooperation on the continent while also aligning development cooperation with the priorities of South Africa’s foreign policy. Decentralised cooperation contributes to improved local government performance through the process of self-reflection.

There are different examples of how decentralised development cooperation can be incorporated in the SADPA model. This is seen with the Finnish North-South Local government Cooperation Programme. The Finnish foreign ministry provides the funding and policy framework and the programme is administered by the Finnish local government association. Finnish local governments identify foreign partners (often their twinning partners) and submit the project proposal. The United Kingdom (UK) model – Commonwealth Local Government Forum (CLGF) is funded by DFID and is administered by the CLGF, which also identifies areas of priorities and invites proposals from local governments in commonwealth countries needing technical assistance. CLGF then matches the requests with the appropriate UK local government. The Brazilian model – Program for Decentralized South-South Technical Cooperation. It is funded and administered jointly by the presidency (Office for Federative Affairs) and foreign ministry (ABC). There is an open competitive call for applications to which local governments in Brazil respond with project proposals mostly based on existing partnerships. The France- Brazil Decentralized Trilateral Cooperation Programme for Haiti and Africa is another example and is funded and administered jointly by ABC and AFD through a process of open calls for applications. Local governments in Brazil and France then respond with project proposals mostly based on existing partnerships. The last example is that of the Chinese model where provincial and local governments serve as executing agents of Chinese aid projects. They are tied to individual Chinese cooperation partnerships with African countries. Beijing defines aid policy and provides funding, while provinces and municipalities provide technical capacity to implement projects.

South(ern) Africa: Blue Economy and Prospects for Regional Development Cooperation

Andrea Royeppen, Researcher: Institute for Global Dialogue associated with UNISA

This presentation focused on the blue economy and prospects for regional development cooperation and development diplomacy in South and Southern Africa while also looking at existing examples of marine and coastal economies which exhibit development cooperation. This comes at a time when development is going to be increasingly defined within interactive continental- maritime equations.

The Blue Economy has become the recent buzzword to describe the sustainable use of marine resources and exclusive economic zones to promote economic growth, job creation and sustainable development for both coastal and landlocked communities. It is also intertwined with issues of marine security related to the protection of the oceans. The relevance of the blue economy on the developmental agenda is specifically reflected in the SDG in Goal 14 with the language here focussing on conservation and sustainable development and is situated in how the post 2015 agenda prioritises regional integration as a strategic dimension of development cooperation. It is also contained in Agenda 2063 and the blue economy has been referred to as the maritime dimension of the African Renaissance by Chairperson, Dr Dlamini – Zuma.

In terms of South Africa and Global South Momentum, the bicoastal positioning of South Africa virtually compels it to engage multilaterally in both the Indian and South Atlantic through existing architectures of cooperation. Architectures of cooperation already exist with the IBSA Dialogue Forum which already has the IBSAMAR maritime component which focuses more on security through joint navy training exercises. South Africa is a member of the Zone of Peace and Cooperation in the South Atlantic (ZPCSA) and a founding member of the Indian Ocean Rim Association for Regional Cooperation (IORA) which it will chair in 2017. IORA elevated on SA's South-South cooperation agenda showing how South Africa has gravitated more toward the Indian Ocean. This is partly a function of how the oceanic space is geopolitically configured, given the range of maritime powers in the Indian Ocean.

The offshore marine economy was elevated on the development agenda through Operation Phakisa which is a nine point plan to implement the National Development Plan (NDP) and is purposed to create jobs and develop the marine economy. Yet the extent to which this informs a coherent strategic vision to promote African and South-South diplomacy is still not clear. It is also not clear whether the high profile blue economy initiative, Operation Phakisa has been calibrated into a SADC regional strategic agenda considering that there are existing development cooperative initiatives around the blue economy. One such initiative is the Benguela Current Convention which has tremendous potential and is one of the largest marine economy conventions of its kind in the world. This initiative brings together Southern African Development Community (SADC) members South Africa, Namibia and Angola which resembles a TDC arrangement. The Benguela Current LME contains approximately 54.3 billion US dollars in 'ecosystem services'. This commission outlines a regional approach to protect, harness and enhance this South Atlantic marine ecosystem for economic and social benefits.

The blue economy developmental agenda has however, reflected greater impetus in the Indian Ocean than the South Atlantic partly because it is the epicentre of the small island developing states within which SADC members Seychelles and Mauritius have an important role to play. Within SIDS, there are approximately 302 partnerships in total. They are made up of individual states (36%), UN organisations and other international organisations (18%) and another group classified as 'stakeholders' and major groups (44%) which could be civil society organisation and other major groupings. The most involved top five state actors here are Australia (37 partnerships), USA (25), New Zealand (23), Japan (18), the EU (25), France (20). In total, the value of the approximately 302 partnerships is estimated at 1.9 billion US dollars.

Another important blue economy project which is based on development cooperation is the Aghulas and Somali Current LMEs Project jointly funded by the Global Environment Facility (GEF) and UNDP and is made up of Comoros, Kenya, Madagascar, Somalia, South Africa and Tanzania. It is estimated that 55 million people live in countries within and bordering these two ecosystems. Therefore, addressing the challenges of environmental degradation and climate change threatening coastal and inland community security and the livelihood of their people is paramount to project implementation.

The blue economy presents rich development cooperation terrain. In the case of South Africa as an African global South maritime nation, it needs to elevate its 'maritime awareness' in overcoming 'sea blindness' and exploits its bicoastal position into a dynamic 'blue economy' diplomacy. From an institutional standpoint, whenever there emerges a clearer operational sense of SADPA, this agency should serve as the key instrument in integrating 'blue economy' development cooperation into South Africa's overall global South development diplomacy. Such an institutionalized vision could inform other initiatives that might be considered such as rethinking the engagement of IBSA given this platform's trilateral geostrategic maritime configuration as a framework for fleshing out South-South cooperation. Also the IBSAMAR naval exercises that India, Brazil and South Africa enter into every two years and the IBSA development fund managed by the UN Office of South-South Cooperation which has the potential for being jointly transformed from what currently amounts to a 'pilot' initiative into one that can interface with each country's partnership agencies (i.e. SADPA) in elaborating a post-2015 'blue economy' development cooperation. Closer to home, against this backdrop, DIRCO and DTI should jointly examine the prospect of regionalizing Operation Phakisa into the SADC maritime security strategy, along the same lines of Maritime Strategy adopted by ECOWAS. In so doing, DIRCO and DTI will also need to consider jointly spearheading a more balanced maritime diplomacy emphasizing the importance of the South Atlantic on par with the Indian Ocean.

United Nations Department of Economic and Social Affairs, 2014.*SIDS Action Platform – Partnership platform*. Available at: http://www.sids2014.org/partnerships. (accessed 22 August 2015).

Discussion

In the discussion around local government participation in TDC, the participant from India explained that there is successful competitive and collaborative decentralised local government cooperation in India.

In the South African case, the tenuous relationship between national government and local government around local government participation in foreign policy engagement is still an issue which needs to be resolved as this impacts on the coordination of TDC activities taking place at the national and sub national level. There were also questions around the estimates of funding in South Africa's local government development cooperation and the response here was that figures average around R200 000 to R300 000 for 1-2 year projects.

With regard to the blue economy and development cooperation, questions were asked around the monitoring and evaluation on projects planned within Operation Phakisa. In response, it was explained that there have been no formalised monitoring and evaluation reports on the progress of Operation Phakisa and that these would come from the Department of Monitoring and Evaluation. There have however, been informal updates on the progress of Operation Phakisa through speeches by the President and relevant Ministers.

PANEL DISCUSSION

This session will reflect on the lessons learned and the way forward for SADPA, looking at systems of monitoring and evaluation, participation of civil society, and engagement at a sub-national and national level. It also includes experiences from development agencies in the South.

Monitoring and Evaluation

The Department of Monitoring and Evaluation (DPME) situates its role in institutionalised planning and monitoring. It has an important regional footprint in Africa in terms of knowledge sharing and facilitating dialogue to share experiences. The strength of DPME lies in its ability to conduct strong evaluations and has been the basis of its successful engagement with government departments in the past. DPME and SAPDA could possibly form a partnership where DPME could provide diagnostic evaluations to SADPA with follow up. Opportunities also exist to assist parliament with its oversight role.

The M&E systems with the Mexican Development Cooperation Agency places emphasis on defining the variables which need to be measured and focusses on strategic monitoring. Both long term and short term measurable variables need to be considered bearing in mind that there are abstract topics like 'governance' and technical assistance which are difficult to evaluate. The functions of local realities also need to be a factor within M&E. In some cases civil society plays an important informal role in M&E.

The design of the evaluation used to measure partnerships needs to be clear on whether the success of the partnership is measured or the quality of the implementation. Furthermore, the M&E must be underpinned by an independent review to allow for accountability and the limits of M&E in the development space also need to be explored in closing the evidence gap on M&E.

The Role of Civil Society

A relevant question around the role of civil society in development cooperation and specifically participation within a development cooperation agency was raised. Answers here focused on the importance of civil society in the implementation phase as they are closer and have a better understanding of the local realities, more so than donors. Furthermore, the language of civil society actors and the private sector are not the same which means that a common language is needed to discuss the development cooperation agenda.

The local agendas of civil society organisations need to be included as both strategic alliances and recipients. Strategies around how to improve capacity and inclusion of civil society to participate in foreign policy need to be improved as well as the overall role of local communities in improving the global development agenda. For example, with the Indian experience, social audits are conducted by civil society groups. The Indian Development Agency also explores the role of the private sector in different countries as well as the role of educational institutions in development cooperation.

These kinds of institutional arrangements all need to be considered when measuring the time it takes to implement a project. However, due to the contested nature of 'civil society', it could also act as a forum for a high level panel where civil society is represented and ideas are consolidated.

Proposed structure of SADPA

From the outset of the workshop, the issue of definitions was constantly debated. This included definitions around the various models of cooperation but specifically, definitions around south - south cooperation and the idea of the global south space.

SADPA could work as a centralised coordinating agency where information is collated and the foreign policy objectives of South Africa are promoted. This is the case of the Indian development agency where the focus is on coordination rather than implementation. Also there are questions of whether SADPA will be dealing with bilateral or trilateral arrangements or just addressing the points of leverage or whether it will focus on its strongest point. As part of its coordinating function, SADPA could play a role in aligning or linking South African foreign policy with agencies like the DBSA and IDC.

The governance structures of SADPA need to be carefully organised in terms of how it interacts with the Presidency and DIRCO. Contextualising SADPA with domestic policy needs to be considered against the global, national and local agenda. Paradiplomacy will be important in locating the local governments in international development cooperation however, there is no coordination at this point between local governments and DIRCO. A consultative forum has been formed but it is not functioning. A better understanding is needed regarding how local government is relevant to the international interests of South Africa.

SADPA therefore needs to capacitated by personnel with an understanding of foreign policy but also those who understand domestic needs. The kinds of skills and competencies needed by the personnel working in the agency also need to therefore be carefully mapped out.

CONCLUSION

Both days of the workshop were filled with strategic reflection, debate and discussion around impressions of a proposed SADPA model as well as the prospects and challenges of South Africa's development diplomacy. Experiences from Brazil, India and Mexico assisted in creating a richer discussion in outlining their successes and challenges with their respective development cooperation agencies.

SADPA is essentially situated in questions of foreign policy, location and financing. SADPA faces the dual challenge of maintaining relevance on the political agenda and practical implementation and the expectation versus the reality behind SADPA could present two different scenarios. The initial conceptualisation of SADPA was developed in a particular foreign policy environment now which has subsequently changed. It is important to remember that passing the SADPA bill is time sensitive and will lapse at the end of the political term.

Besides this, more time is needed to consult a wide range of stakeholders as this workshop has unpacked the prospects and opportunities linked to South Africa's development diplomacy. The role of DPME will also be integral in discussing the design of the evaluation as M&E has been a challenge in the management of the African Renaissance Fund (ARF) due to a lack of capacity and evidence, which has led to a reliance on the reports of the auditor general. Thus far, M&E has focused mostly on public service and its integration into foreign policy has not been explored as DIRCO has not requested a diagnostic review. When operational, SADPA will need strong systems and DPME can act in an advisory role and provide these external audits.

In terms of the role of parliament, it needs to firstly fully understand its role in international affairs and development diplomacy. The Portfolio Committee on International Relations is not able to make verification visits to the sites where South Africa is engaged in development cooperation and reports are only coming in from the recipient country. Once again, a clear M&E framework and reporting would be valuable here.

Essentially if the role of SADPA is to be linked more closely to the promotion of South African foreign policy, it needs to consider how it will balance the national interests of the country with the evolving international changes in the development cooperation space.

ABOUT THE INSTITUTE FOR GLOBAL DIALOGUE ASSOCIATED WITH UNISA

The IGD is an independent foreign policy and diplomacy think tank dedicated to the analysis of and dialogue on global dynamics that have a bearing on South Africa in 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's research agenda has three broad programmatic focus areas: foreign policy analysis with special reference to the making and management of foreign policy and diplomatic tools like economic, developmental, and public diplomacy; African studies focusing on the role of regional and continental integration in African politics and development as well as the study of peace diplomacy; and international diplomacy, analysing dynamics in international diplomacy that have a bearing on African peace and prosperity.

In 2010, following a strategic review the institute entered into its strategic partnership with the University of South Africa, the biggest university in the southern hemisphere to pursue through research, publications and community engagement the shared vision of a prosperous and peaceful Africa in a progressive global order.

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