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Investir dans les populations rurales

Synthèse d'évaluations portant sur les activités hors prêts dans le domaine de la coopération Sud-Sud

Note aux membres du Comité de l'évaluation

Responsables:

Questions techniques:

Oscar A. Garcia
Directeur du
Bureau indépendant de l'évaluation du FIDA
téléphone: +39 06 5459 2274
courriel: o.garcia@ifad.org

Fumiko Nakai
Fonctionnaire principale chargée de l'évaluation
Bureau indépendant de l'évaluation du FIDA
téléphone: +39 06 5459 2283
courriel: f.nakai@ifad.org

Transmission des documents:

Alessandra Zusi Bergés
Responsable du
Bureau des organes directeurs
téléphone: +39 06 5459 2092
courriel: gb_office@ifad.org

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Vue d'ensemble

A. Informations générales

1. Le "Plan-cadre contenant des directives opérationnelles sur l'appui des Nations Unies à la coopération Sud-Sud et à la coopération triangulaire" (2012) proposait de définir la coopération Sud-Sud (CSS) comme un "processus par lequel deux ou plusieurs pays en développement visent leurs objectifs nationaux propres ou partagés de développement des capacités en échangeant les compétences, les ressources et le savoir-faire technique, et par des actions régionales et interrégionales collectives, y compris les partenariats mettant en jeu les gouvernements, les organisations régionales, la société civile, les universités et le secteur privé, pour leur avantage individuel ou mutuel dans les régions et entre elles". L'expression "coopération triangulaire" (CTr) est utilisée lorsque des partenariats associant deux pays en développement ou plus et dont l'initiative a été prise dans un pays du Sud sont appuyés par un ou plusieurs pays développés ou organisations multilatérales dans l'exécution de programmes et de projets de coopération au développement.

2. Il est généralement acquis, au sein de la communauté internationale, que la CSS et la CTr sont devenues d'importants éléments de la coopération au développement. La reconnaissance du rôle de la CSS et sa justification sont généralement étroitement associées au concept primordial d'efficacité en matière de développement, désormais lui aussi reconnu comme un pilier important pour la mise en œuvre du Programme de développement durable à l'horizon 2030 et la réalisation des Objectifs de développement durable (ODD).

3. Répondant à une demande formulée par les États membres du FIDA lors de la Consultation sur la dixième reconstitution des ressources du FIDA (FIDA10) et conformément au programme de travail et budget annuel 2015 du Bureau indépendant de l'évaluation du FIDA (IOE) approuvé par le Conseil d'administration, IOE a préparé le présent rapport de synthèse d'évaluations (RSE) sur "les activités hors prêts dans le domaine de la coopération Sud-Sud".

4. Terminologie Dans diverses publications et documents des Nations Unies et des organismes de développement, les termes et acronymes suivants sont employés de manière quelque peu interchangeable: "CSS", "CTr" et – moins fréquemment – une combinaison des deux: Coopération Sud-Sud et triangulaire (CSST). Dans un souci de clarté conceptuelle, il est important d'établir une distinction entre la CSS et la CTr: le FIDA appuie, facilite ou négocie une CSS ou parfois même une CTr, mais dire que le FIDA appuie ou met à profit la CSST serait plutôt source de confusion. En hommage au caractère d'inspiration nationale de cette forme de coopération, le présent RSE emploiera principalement le terme de CSS.

B. Objectifs et approche de la synthèse d'évaluations

5. Objectifs. Les RSE ont pour but principal de promouvoir l'apprentissage, d'améliorer la compréhension générale d'un thème particulier et de mettre en évidence les questions stratégiques à prendre en considération par la direction du FIDA et ses organes directeurs. Le présent RSE a deux objectifs essentiels: i) examiner et analyser les expériences des initiatives de CSS appuyées par le FIDA, principalement dans le cadre d'activités hors prêts; et ii) recenser les problèmes clés et les enseignements tirés qui serviront de base à la réflexion et à l'élaboration de recommandations en vue de renforcer l'approche du FIDA en matière d'appui à la CSS.

6. Couverture. Le présent RSE couvre l'appui apporté par le FIDA à la CSS principalement dans le cadre d'activités hors prêts (pour l'essentiel des projets financés par des dons) prenant majoritairement la forme de partage des savoirs et d'apprentissage mutuel. La synthèse d'évaluations a comporté une analyse

approfondie de neuf initiatives de CSS considérées comme relativement programmatiques. Malgré l'intitulé "activités hors prêts", deux initiatives, conduites dans le cadre de deux projets financés par des prêts, ont été volontairement incluses dans la sélection. Il s'agit dans les deux cas d'exemples d'une approche programmatique et structurée de la CSS (même s'ils ne portaient pas cette étiquette), comparés à d'autres exemples de projets financés par des prêts, qui auraient pu comporter des échanges exceptionnels et/ou n'avaient qu'une portée limitée. Les sept autres initiatives ont bénéficié, au total, de l'appui de 19 dons.

7. Méthodologie. De manière générale, les RSE se fondent sur des analyses qualitatives de matériels d'évaluation existants. Il s'est avéré, au cours du travail préparatoire à ce RSE, que les évaluations existantes sur la CSS ne contenaient pas assez de matériel pour permettre une réflexion sur les principales questions orientant l'étude. Il a été par conséquent décidé d'introduire des mesures supplémentaires. Premièrement, le point de vue de la CSS a été spécifiquement intégré dans plusieurs évaluations entreprises par IOE en 2015, à savoir les évaluations du programme de pays pour la Brésil et la Turquie, et l'évaluation de la performance d'un projet financé par un prêt en Mauritanie. Deuxièmement, l'équipe chargée du RSE a entrepris un examen approfondi de neuf initiatives choisies en matière de CSS, à partir d'une étude sur dossier et d'entretiens avec les principales parties prenantes.

8. Les questions clés qui ont orienté le RSE concernaient: i) l'appropriation par le pays; ii) la pertinence pour le modèle opérationnel du FIDA; iii) la mise en œuvre efficace des initiatives de CSS appuyées par le FIDA; iv) la durabilité des initiatives de CSS; et v) la contribution au programme mondial de CSS.

9. Limites. On notera, à titre d'observation générale, que les RSE – qui mettent l'accent sur l'apprentissage et ne constituent pas des évaluations en bonne et due forme – sont conduits avec un budget restreint, reposent sur une étude sur dossier, et portent sur une période plus courte que celle consacrée aux évaluations au niveau de l'institution (ENI). Il est par ailleurs peu probable que les initiatives et les activités couvertes/examinées pour le présent RSE soient exhaustives, faute d'une clarté conceptuelle, au sein du Fonds, quant aux types d'activités et d'initiatives qui devraient être considérées comme appuyant la CSS et aux types qui devraient être exclus.

C. La coopération Sud-Sud dans le contexte mondial

10. Bien que le terme de CSS soit relativement nouveau, ses racines remontent aux années 1950, où il était associé à la notion de solidarité, à la non-ingérence et au Mouvement des non-alignés dans le contexte de la guerre froide. Accélérées par le progrès économique et social, la demande et l'offre de CSS de la part des pays en développement se sont accrues. Au cours des dernières années, l'élaboration au niveau mondial des politiques de coopération au développement a porté une attention particulière à la CSS et à la CTr comme formes croissantes de coopération. Parallèlement au désir des économies émergentes et des pays à revenu intermédiaire (PRI) de jouer un rôle plus dynamique dans le développement mondial, les donateurs classiques et les organisations multilatérales, en ces périodes de rétrécissement des budgets d'aide publique du développement, ont montré qu'ils étaient intéressés par un appui à ces efforts entrepris à l'initiative des pays du Sud.

11. Bien que la CSS mette principalement l'accent sur les aspects techniques (assistance technique, partage des savoirs, par exemple), la coopération financière et les échanges et les investissements Sud-Sud ont pris de l'importance pour un certain nombre d'économies émergentes parmi les plus riches. Tout en reconnaissant la diversité de la CSS dans différents contextes, ce RSE se concentrera sur les dimensions techniques, compte tenu également du fait que l'appui du FIDA à la CSS a pris principalement la forme d'un partage des savoirs.

D. L'appui du FIDA à la coopération Sud-Sud

12. Le point de vue du FIDA sur la CSS. Au FIDA, en réponse à la demande croissante de ses États membres, la CSS a fait son apparition comme point explicite de l'ordre du jour institutionnel vers 2008, dans le contexte de la huitième reconstitution des ressources du FIDA (FIDA8). Elle a été employée, dans une phase initiale, comme moyen de renforcer le travail du FIDA avec les PRI, en particulier pour appuyer les efforts déployés par ces pays pour partager des savoirs avec d'autres pays. Dans le même temps, l'opinion générale est que le FIDA appuyait déjà, de facto, certaines initiatives de CSS, principalement sous la forme de partage de savoirs et d'apprentissage mutuel (encore que cette qualification ne leur ait pas nécessairement été attribuée).

13. Le FIDA n'a pas disposé de politique ou de stratégie spécifiques guidant son appui à la CSS ou à la CTr. Dans le contexte de FIDA9, en 2011, le FIDA a préparé son premier document officiel axé sur ses activités, "La coopération Sud-Sud dans le modèle opérationnel du FIDA". L'accent y était mis sur l'aspect relatif à la gestion des savoirs dans le développement rural favorable aux pauvres en rapport avec la CSS. Après la première référence explicite lors de FIDA8, la CSS a conservé une place importante dans le programme des deux cycles suivants de reconstitution (FIDA9 et FIDA10), incluant tous deux des engagements en faveur de la promotion de la CSS.

14. Structure et initiatives institutionnelles. À l'heure actuelle, c'est au Département de la stratégie et de la gestion des savoirs (SKD) qu'incombent les principales responsabilités en matière de promotion et de coordination du programme de CSS. SKD a organisé, au siège, un certain nombre de manifestations pour débattre des expériences, des enseignements et de la marche à suivre, et notamment une activité d'apprentissage en interne en septembre 2014, et une table ronde en juillet 2015. En dehors du FIDA, SKD a facilité la participation de membres du personnel du FIDA et de parties prenantes aux projets à des Expositions mondiales sur le développement Sud-Sud. SKD coordonne, dans le domaine de la CSS, les activités interorganisations des Institutions des Nations Unies ayant leur siège à Rome (RBA).

15. Indépendamment du rôle et du mandat de SKD, il est évident que le Département Gestion des programmes (PMD) devrait intervenir sur le front opérationnel pour l'intégration de la CSS dans le portefeuille du FIDA. Jusqu'ici, les approches de la collaboration interdépartementale entre SKD et PMD à la recherche d'une manière plus structurée de mettre en œuvre ce programme institutionnel ne sont pas totalement claires. Une autre unité, le Bureau de la mobilisation des ressources et des partenariats (PRM) a aussi un rôle à jouer en termes de mobilisation de ressources "afin d'étendre considérablement son action" dans le domaine de la CSS, conformément au rapport de la Consultation sur la dixième reconstitution des ressources du FIDA.

16. Typologies des initiatives de CSS appuyées par le FIDA. On peut répartir en trois catégories les types de CSS appuyés par le FIDA: catégorie I – la CSS de type horizontal, pour un apprentissage mutuel, financée principalement par des dons régionaux (par exemple l'appui d'agriculteur à agriculteur, ou les échanges entre des praticiens, d'autres prestataires de services ou des fonctionnaires/responsables gouvernementaux dans le domaine du développement rural et de l'influence sur les politiques); catégorie II – le modèle de CSS à l'initiative du prestataire pour contribuer au renforcement des capacités de certains PRI intéressés par un partage des savoirs, avec un financement provenant souvent de dons-pays; et catégorie III – le modèle inspiré par la recherche de solutions, qui se manifeste souvent dans la demande de solutions concrètes à des problèmes spécifiques rencontrés dans des projets d'investissement (catégorie III). Chacune des catégories a des incidences stratégiques et opérationnelles distinctes.

17. Au débat sur les différentes catégories de CSS appuyée par le FIDA est étroitement liée la nécessité d'établir une distinction entre deux types de "demande de CSS". La demande de CSS a été mentionnée dans divers documents institutionnels sans qu'il n'y ait de distinction claire entre les différents motifs et les différentes attentes sous-jacentes. On peut résumer les deux types comme suit: i) une demande des PRI, qui souhaitent obtenir un appui pour renforcer et étendre leurs activités de CSS, et présenter et partager leurs savoirs, encore qu'apprendre des autres puisse aussi les intéresser; et ii) un désir plus général d'apprendre des autres et avec d'autres – qui ne sera pas nécessairement exprimé sous la forme d'une demande de CSS, mais plutôt d'une demande de "solutions de développement émanant du Sud".

18. Le FIDA a soutenu de nombreux projets et initiatives à l'appui du partage et de la gestion des savoirs, et notamment des réseaux régionaux de savoirs financés par des dons, ou des ateliers régionaux sur l'exécution des interventions réunissant le personnel de projets. Ces activités sont considérées comme d'importants moyens, pour différents projets du FIDA (ainsi que pour les bureaux de pays du FIDA), de constituer des réseaux et pourraient être l'occasion d'échanges de savoirs spécifiques, mais elles ne constituent pas à proprement parler des formes de CSS. Par ailleurs, les dons à des institutions internationales de recherche agricole longtemps financées par le FIDA ne constituent ni nécessairement ni automatiquement une forme de CSS impulsée par un pays.

19. Vue d'ensemble des projets financés par des dons et comportant des éléments de CSS. L'appui apporté par le FIDA à la CSS a principalement pris la forme d'un partage des savoirs, les initiatives les plus programmatiques étant souvent financées par des dons. La majorité de ces initiatives a appuyé une CSS mutuelle et horizontale intégrée à des processus régionaux et sous-régionaux avec des dons régionaux/mondiaux, et parfois des dons-pays appuyant des économies émergentes pour recueillir et partager des savoirs.

20. Les activités de CSS au titre de ces dons étaient en majorité des visites sur le terrain et des conférences/ateliers. Dans le cas de nombreux dons, la concertation sur les politiques constituait un élément important, principalement au niveau national (mais aussi, dans quelques cas, au niveau régional) sur la base d'un partage des savoirs et d'un apprentissage entre pairs. Les principaux acteurs directement concernés par le partage Sud-Sud des savoirs sont notamment les petits exploitants agricoles et leurs organisations, par exemple par le biais des itinéraires d'apprentissage, de la Commission de l'agriculture familiale du MERCOSUR (REAF) et du Programme d'appui aux organisations paysannes africaines (SFOAP). On citera également les fonctionnaires publics, le personnel des projets financés par le FIDA, les institutions de recherche agricole, les banques centrales et les institutions financières.

E. Principales conclusions

21. Appropriation par les pays. En appuyant la CSS par des dons-pays et des dons régionaux, le FIDA répond à deux niveaux d'appropriation par les pays. On trouve, d'une part, les institutions du gouvernement central, et en particulier les ministères de l'agriculture et parfois d'autres ministères d'exécution et les ministères des affaires étrangères. Tel est spécialement le cas pour les dons accordés à certains PRI désireux d'offrir une CSS, comme le Brésil et la Chine. On trouve, d'autre part, les organisations de base, comme les organisations paysannes.

22. L'alignement sur les politiques publiques nationales spécifiques au secteur de l'agriculture est généralement plus précis lorsque la CSS est intégrée à des partenariats avec des prestataires de CSS de plus grande importance, si on la compare aux cas où les approches suivies sont régionales. Pour ce qui concerne l'appui au modèle de CSS à l'initiative du prestataire, seul un petit nombre de mesures ont été prises à ce jour pour aligner les stratégies ou les priorités

gouvernementales en matière de CSS. Les politiques et les stratégies nationales en rapport avec la CSS sont habituellement pilotées par les ministères des affaires étrangères et leurs agences de coopération spécialisées, qui ne sont pas des partenaires immédiats du FIDA et qui n'ont parfois pas de relation souple avec les partenaires d'exécution au niveau sectoriel, et encore moins avec les populations rurales pauvres.

23. La réactivité du FIDA face à la demande d'apprentissage de son principal groupe cible (les populations rurales pauvres) et d'autres partenaires constitue une valeur essentielle de l'appui du FIDA à la CSS. À un niveau plus général, cette demande est souvent prise en compte dans l'appui apporté par le FIDA à l'apprentissage mutuel à l'échelle sous-régionale ou régionale. Dans le contexte de projets spécifiques d'investissement, la demande porte plutôt sur des solutions pertinentes indépendamment de leur origine – sans être nécessairement exprimée comme une "demande de CSS". Du côté de l'offre, les dons-pays aident un certain nombre d'économies émergentes à recueillir et à partager leurs solutions en matière de développement rural. Le succès de la CSS dépend à la fois de la demande et de l'offre, mais elle doit être pleinement liée aux besoins et au potentiel des ruraux pauvres. Dans nombre de cas, faute de cadres et de mécanismes structurés, la liaison entre la demande et l'offre a souvent été fonction des savoirs, des réseaux et de la proactivité du personnel du FIDA (dans les bureaux de pays là où ils existent) ou de consultants et d'autres partenaires pour recenser et faciliter d'éventuelles solutions de CSS.

24. Les dons régionaux facilitent l'adoption de solutions inspirées par un pays parmi les promoteurs d'initiatives en milieu rural autour de priorités présentant une pertinence immédiate pour les processus régionaux, nationaux et institutionnels. L'appui du FIDA à la CSS apporte une contribution importante à l'expansion de la portée et de la qualité de savoirs "prêts à l'usage" issus du contexte rural, en mettant particulièrement l'accent sur les promoteurs d'initiatives en milieu rural et les praticiens sur le terrain.

25. Pertinence pour le modèle opérationnel du FIDA. En mettant l'accent sur les promoteurs d'initiatives en milieu rural, la CSS appuyée par le FIDA a suivi, dans l'esprit et la pratique, l'objectif général du Cadre stratégique du FIDA 2011-2015: "Œuvrer pour que les populations rurales pauvres améliorent leur sécurité alimentaire et nutritionnelle, accroissent leurs revenus et renforcent leur résilience". La capacité du FIDA de mobiliser, d'établir des liaisons et de jouer un rôle d'intermédiaire entre les populations rurales pauvres et d'autres acteurs ruraux au niveau du terrain tire parti du fait que ses opérations s'inscrivent dans le long terme. Autrement dit, la CSS appuyée par le FIDA n'exploite pas seulement les ressources financières et humaines et les structures institutionnelles, mais fait également fond sur les partenariats et les réseaux existants.

26. L'intégration stratégique de la CSS dans les programmes de pays en est encore à ses débuts, mais on a clairement conscience que la CSS peut accélérer l'impact des projets financés par le FIDA, et qu'il conviendrait par conséquent d'y avoir recours de façon plus systématique. Dans la plupart des exemples de CSS précédemment mentionnés dans les documents officiels du FIDA, le financement prenait la forme de dons; les informations disponibles montrent que de nombreux exemples de CSS dans le cadre de projets financés par des prêts consistent en un voyage d'étude et des échanges de visites, plutôt qu'en des interventions programmatiques et stratégiques orientées vers la réalisation d'objectifs des programmes de pays et des projets.

27. Mise en œuvre efficace. En termes de planification et d'exécution, l'appui du FIDA à la CSS entre dans l'un ou l'autre de deux groupes: initiatives favorisant spécifiquement la CSS comme objectif principal (par exemple les itinéraires d'apprentissage ou le Marché brésilien des innovations agricoles), et cas dans

lesquels la CSS est utilisée dans le cadre de programmes, de dons (REAF ou SFOAP, par exemple) ou de projets d'investissement de plus grande ampleur (comme en Mauritanie, par exemple). Pour ce qui concerne ce dernier groupe, la plupart des exemples examinés ont intégré l'optique de la CSS de façon progressive au cours de l'exécution du projet, sans que cet élément ait été conçu de manière systématique.

28. Les dons centrés sur la CSS (c'est-à-dire les initiatives ayant pour orientation principale de favoriser la CSS) sont principalement orientés vers les produits (par exemple, le nombre d'ateliers organisés). Lorsque la CSS est intégrée à des projets de plus grande ampleur, la connexion directe entre les activités de CSS et les objectifs plus généraux de développement constitue un avantage, mais il manque une approche structurée pour documenter la contribution de la CSS. Même lorsque la CSS est devenue une composante visible d'un projet (comme dans les phases actuelles de la REAF et du SFOAP, par exemple), la justification sous-jacente relative au potentiel et à l'impact souhaité de la CSS demeure, dans le meilleur des cas, vague. Les initiatives axées sur la CSS (spécialement les dons spécifiques pour la CSS) ont souvent été planifiées et exécutées sur la base d'actions, plutôt que dans la perspective des changements réels à obtenir.

29. Le partage des savoirs constituant l'élément central de la CSS appuyée par le FIDA, la plupart des activités sont conduites sous la forme de visites sur le terrain, de voyages d'étude et d'ateliers. Il s'agit principalement de manifestations ponctuelles, encore que certaines initiatives aient utilisé des formats d'échange à moyen terme, moyennant par exemple des dispositifs de jumelage. En outre, certaines initiatives, comme celles des itinéraires d'apprentissage, consacrent d'importants efforts à la formation des formateurs et à l'encouragement des promoteurs d'initiatives en milieu rural par le biais de l'apprentissage Sud-Sud, ce qui pourrait conduire à toucher de manière plus large et plus durable les communautés rurales et à les autonomiser. Il existe deux questions clés interdépendantes: comment accroître la probabilité de voir les participants, à titre individuel, influencer leurs institutions/organisations, et comment réaliser le partage des savoirs de manière rentable.

30. Le FIDA intervient également dans l'appui aux activités menées par des partenaires pour recueillir et documenter les expériences et les solutions de développement des promoteurs d'initiatives en milieu rural. Les itinéraires d'apprentissage en constituent un exemple avancé. Dans l'ensemble des initiatives, la collecte et la mise en forme des savoirs sont considérées comme un ingrédient vital pour en accroître la portée et créer une base plus solide pour la durabilité.

31. Certains des exemples examinés dans la présente synthèse d'évaluations montrent que la CSS appuyée par le FIDA évolue lentement vers des approches plus structurées. Cela contribue en dernière analyse à une focalisation sur la demande plutôt que sur l'offre, renforce l'orientation sur les résultats et permet de mieux comprendre ce qui, s'agissant d'appuyer et de faciliter le partage Sud-Sud des savoirs, fonctionne et ce qui ne fonctionne pas du côté du Fonds.

32. Durabilité. On mesure la durabilité en observant à quel point les solutions pertinentes apportées dans le cadre des initiatives de CSS ont été effectivement transférées/adaptées aux organisations/pays bénéficiaires et utilisées par ces derniers. Il est important, lorsque l'on examine la question de la durabilité, de prendre en considération le caractère "pilote" de nombreuses initiatives de CSS appuyées par le FIDA. Cela signifie que le savoir partagé n'est pas nécessairement évalué sur sa qualité ou correctement mis en forme, et que les solutions ne sont pas toujours pleinement transférées ou traduites en actions. Cela signifie aussi que les résultats ne sont évalués que de manière fragmentaire, et que la documentation d'ensemble suivant la conclusion d'un échange est largement

absente, spécialement lorsque la CSS constitue l'objectif ou l'activité principale dans le cadre de dons.

33. Bien que les bases opérationnelles soient encore floues, il est déjà possible de recenser un certain nombre d'éléments clés essentiels pour garantir que les savoirs et technologies soient transférés efficacement, et qu'ils induisent, sur les plans individuel et institutionnel, des changements pouvant être consolidés, et même reproduits à plus grande échelle et approfondis avec le temps. Ces éléments sont les suivants: i) la mesure dans laquelle les solutions de développement rural transférées sont en phase avec les politiques générales affectant les ruraux pauvres, ou y sont intégrées; ii) les partenariats préexistants et les réseaux en évolution; iii) la liaison avec les opérations en cours du FIDA du côté des bénéficiaires; iv) la reproductibilité des solutions Sud-Sud dans le cadre des activités fondamentales du FIDA; v) les approches structurées du partage et de l'échange des solutions de développement émanant du Sud et offrant des perspectives de durabilité plus favorables; et vi) la coordination avec d'autres organisations multilatérales, qui ne contribue pas seulement à la mobilisation de ressources supplémentaires mais offre également des possibilités de relier les solutions et les échanges aux processus appuyés par différents partenaires et de faciliter la reproduction à plus grande échelle. S'agissant du dernier point, la collaboration avec les autres RBA autour de la CSS est encore embryonnaire au niveau des institutions ainsi qu'au niveau des pays, mais des conversations se poursuivent dans un certain nombre de cas.

34. Dans l'ensemble, la planification, l'exécution et le suivi des activités de CSS ne sont pas encore suffisamment structurés et orientés vers les résultats. Il est par conséquent difficile de parvenir à une approche stratégique pour améliorer la durabilité des avantages, et a fortiori de documenter les résultats et les avantages. Face aux attentes croissantes manifestées par les PRI et d'autres États membres, il sera essentiel de trouver des outils appropriés pour garantir que les solutions qu'ils veulent partager deviennent, ailleurs également, des contributions effectives aux processus de développement à moyen et à long termes.

F. Conclusions

35. La CSS a acquis une priorité élevée pour le FIDA et ses États membres depuis FIDA8, mais certains aspects manquent encore de clarté. Premièrement, le FIDA n'a formulé clairement ni les principaux objectifs, ni les itinéraires à suivre pour atteindre les objectifs, ni les approches à adopter pour appuyer les différents types de CSS (apprentissage horizontal entre pairs, CSS à l'initiative du prestataire, et CSS inspirée par la demande de solutions). Ainsi, s'agissant d'un petit nombre de dons accordés par le FIDA à certains PRI principalement pour qu'ils soient mieux en mesure de se positionner comme prestataires de CSS, leur contribution attendue et les itinéraires d'impact aboutissant à une transformation durable du monde rural demeurent, au mieux, encore vagues.

36. Deuxièmement, la CSS – et ce qu'elle implique pour le FIDA – n'est pas toujours comprise de la même manière par le personnel et les cadres du FIDA et parmi les États membres. Au FIDA, la CSS a habituellement été associée au partage des savoirs et à l'apprentissage mutuel, mais la possibilité d'un cofinancement de projets par le FIDA et par des PRI disposant de ressources a également été examinée en rapport avec le programme de CSS. Le rapport sur FIDA10 contient une référence à la "promotion des investissements" en plus de la "coopération fondée sur les savoirs" en rapport avec la CSS, mais aucun éclaircissement n'a encore été apporté sur ce que cela signifie dans le contexte du FIDA et pour sa planification et ses opérations.

37. Troisièmement, on ne voit pas clairement comment le FIDA s'est intéressé (ou a l'intention de s'intéresser) à la CSS de manière systématique et stratégique, tout en favorisant aussi son intégration dans les programmes de pays. Il est reconnu que le FIDA a porté une attention accrue à la CSS au cours de la période couverte par FIDA9. Le RSE n'a toutefois relevé aucun élément probant montrant que ces activités aient débouché sur (ou été orientées par) une approche de la CSS plus cohérente et stratégique, ou que des incitations aient été clairement proposées au personnel afin qu'il s'intéresse à la CSS et l'encourage activement.

38. Le FIDA a appuyé la CSS principalement sous la forme d'un partage des savoirs et d'un apprentissage mutuel entre pairs (catégorie I). Ces initiatives ont démontré les points forts du FIDA dans l'appui à l'apprentissage entre pairs parmi les promoteurs d'initiatives en milieu rural et leurs partenaires. Une approche relativement programmatique de l'appui à l'apprentissage mutuel a été adoptée principalement dans le contexte des dons régionaux.

39. Au cours des dernières années, le FIDA a également octroyé un certain nombre de dons à divers PRI, en les appuyant principalement dans la collecte, la mise en forme et le partage de leur expérience (catégorie II). L'expérience de ce type d'appui à la CSS est généralement limitée aux grandes économies émergentes. La nécessité d'un repositionnement stratégique du FIDA au sein d'un groupe diversifié de PRI avec des services différenciés a été examinée depuis FIDA8 et ce type d'appui de catégorie II apparaît comme l'une des options possibles pour répondre aux besoins diversifiés des PRI. Dans de tels cas, toutefois, les résultats attendus et l'impact, au-delà des produits, ne sont habituellement pas bien précisés, et le but et les bénéficiaires ultimes de cet appui à la CSS ne sont pas parfaitement clairs.

40. Le présent RSE confirme que les principales caractéristiques et les points forts de la CSS facilitée par le FIDA sont les suivants: i) focalisation sur la réduction de la pauvreté rurale et sur l'agriculture familiale, fondée sur l'expérience de portée mondiale accumulée par le FIDA; ii) rôle central des ruraux pauvres et des organisations de base comme principaux prestataires et bénéficiaires de solutions de développement; iii) partenariats à long terme avec de multiples parties prenantes, en particulier les organisations de base (comme les organisations paysannes, par exemple); et iv) prédominance d'une perspective régionale.

41. Néanmoins, il existe des possibilités de renforcer l'intégration stratégique de la CSS, de manière plus structurée, dans les programmes de pays. Des initiatives relativement programmatiques de CSS ont été financées par le biais de dons (principalement régionaux) mais leurs liaisons avec l'ensemble des programmes de pays sont souvent peu évidentes. Les possibilités de partager des savoirs avec d'autres acteurs du Sud et d'apprendre auprès/avec d'autres acteurs du Sud ne sont pas bien prises en compte dans les programmes d'options stratégiques pour le pays (COSOP).

42. L'orientation sur les résultats, dans la planification et le suivi des activités de CSS, est généralement faible, les produits (par exemple le nombre d'ateliers ou de participants) constituant souvent l'axe principal de la planification et du compte rendu. Cet aspect est évident dans les dons centrés sur la CSS, ou lorsque des activités de CSS sont conduites dans le contexte de projets de plus grande ampleur, où il n'y a pas d'approche structurée pour documenter les contributions spécifiques de la CSS.

43. Les possibilités de collaboration avec les autres RBA dans le domaine de la CSS n'ont pas été pleinement exploitées au niveau des institutions ou au niveau des pays. Au niveau institutionnel, les trois organisations s'intéressent à la question, et des discussions sont en cours afin d'améliorer la collaboration de manière pragmatique. Au niveau des pays, les possibilités spécifiques varient d'un

contexte à l'autre, mais pourraient justifier qu'une attention accrue soit portée à une prise en considération dans le contexte de la coordination des programmations par pays.

44. Enfin, au-delà de la CSS fondée sur les savoirs, il existe une demande pour un appui plus diversifié et de différente nature pour la CSS, spécialement de la part de certains PRI désireux d'élargir leur portefeuille de CSS. Cet appui pourrait consister à mettre la CSS au service d'une cartographie et diffusion d'opportunités, pour les PRI et leurs entreprises privées, d'investissement dans le développement agricole dans des pays tiers. Certains gouvernements sont également intéressés par des investissements conjoints dans des projets financés par le FIDA dans un autre pays. La question de savoir s'il s'agirait ou non, ici, des types/formes de CSS que le FIDA devrait ou pourrait souhaiter promouvoir sous la rubrique "CSS" mérite réflexion et clarté dans une perspective institutionnelle. En tout état de cause, il sera essentiel de veiller à la cohérence avec le mandat du FIDA et à la contribution à ce mandat.

G. Recommandations

45. Le FIDA devrait certes veiller à la continuité de ses partenariats et activités en cours dans le domaine de la CSS, mais il existe aussi des possibilités d'appuyer la CSS de manière plus stratégique, plus innovante et plus efficace. Le FIDA devrait prendre en considération les recommandations clés suivantes:

46. Recommandation 1: Fournir, à propos de l'appui du FIDA à la CSS, un concept clair et des orientations pratiques au niveau institutionnel. Il conviendrait d'élaborer un court document pour préciser les objectifs, le financement, les parcours opérationnels et les incitations pour le personnel en vue de l'intégration de la CSS, en mettant l'accent sur le partage des savoirs dans les programmes de pays du FIDA et en adoptant une approche différenciée. Le document devra aussi préciser ce qui est considéré comme une CSS dans le contexte du FIDA et quelles possibilités d'appui le Fonds pourra offrir. De tels éclaircissements seraient utiles, compte tenu de la forte pression exercée par les États membres en faveur d'une action accrue dans le domaine de la CSS et des diverses attentes de ces États membres. Étant donné que la CSS n'est pas une fin en soi, il est essentiel que le FIDA précise, sur la base de son avantage comparatif, quels types de CSS peuvent renforcer l'impact de son portefeuille et contribuer à la réalisation de son mandat, et quels domaines présentent une moindre importance ou devraient même être évités. Ce point est également important pour mettre en lumière les types d'appui à la CSS dont il devrait être rendu compte.

47. Recommandation 2: Mieux intégrer, grâce à une approche structurée, la CSS dans la programmation par pays. Cela pourrait exiger des évaluations plus systématiques et proactives pour déterminer si les pays sont intéressés par le partage des savoirs, par des échanges avec d'autres pays et par un apprentissage auprès d'autres pays concernant les solutions aux défis communs du développement dans le contexte des programmes de pays. Cette démarche devrait être accompagnée d'un renforcement des capacités du personnel afin qu'il comprenne mieux la CSS et les approches de son intégration.

48. Ainsi, les COSOP pourraient déterminer les principaux domaines de demande émanant des différents pays en matière d'apprentissage Sud-Sud, ainsi que les partenaires potentiels du Sud qui pourraient être en mesure de partager des expériences et des savoirs pertinents. Les projets d'investissement pourraient envisager les possibilités d'apprentissage mutuel dès le stade de la conception, tout en laissant une marge en prévision des besoins pouvant surgir au cours de l'exécution. L'échange Sud-Sud, qui pourrait être appuyé par le biais de dons régionaux ou mondiaux, peut s'articuler avec la participation à l'élaboration des politiques au niveau national. Le FIDA devrait aussi suivre les activités et les initiatives de CSS dans le cadre des projets financés par des dons ou des

investissements de manière plus systématique et avec une plus forte orientation sur les résultats.

49. Recommandation 3: Constituer de manière systématique un catalogue de solutions de développement rural et offrir une plateforme où ces solutions seront accessibles. Le rôle du FIDA en tant que passeur de savoirs ruraux peut être renforcé par une amélioration de la qualité, de la quantité et de l'accessibilité des savoirs offerts, en particulier sur la base du capital d'expériences et de solutions provenant des partenaires des projets d'investissement financés par le FIDA dans les pays du Sud. Cela suppose un solide cadre opérationnel et un renforcement des capacités du personnel pour la collecte, la validation, la mise en forme et la mise à disposition des savoirs de manière à en assurer la qualité, la pertinence et l'adaptabilité.

50. Recommandation 4: Envisager un renforcement des modalités de coordination interne et de collaboration entre les divisions. À l'heure actuelle, c'est SKD qui a pour mandat de promouvoir le programme de CSS, en collaboration avec PMD. PRM a aussi un rôle à jouer en termes de mobilisation de ressources pour appuyer l'intégration de la CSS, en particulier par le biais des COSOP. Étant donné que PMD est le principal acteur en matière d'intégration de la CSS dans les programmes de pays et de collecte des savoirs sur le terrain, il conviendrait de réfléchir à la meilleure manière, pour SKD et PRM, d'appuyer ces activités.

51. Recommandation 5: Continuer de rechercher, avec les autres RBA, les possibilités de collaboration concrète au niveau institutionnel et au niveau des pays. Une interaction constante avec les coordonnateurs en matière de CSS au sein de l'Organisation des Nations Unies pour l'alimentation et l'agriculture et du Programme alimentaire mondial pourrait se concentrer sur des résultats positifs rapides, par exemple par le biais de formations conjointes du personnel, de missions pilotes dans les pays pour la collecte de savoirs, et de partage de l'information sur les approches stratégiques et opérationnelles.

Main report

Evaluation Synthesis on Non-Lending Activities in the Context of South-South Cooperation

Contents

Acronyms and abbreviations

ABC	Brazilian Cooperation Agency
APR	Asia and the Pacific Division (IFAD)
BAPA	Buenos Aires Plan of Action
BAPPENAS	Indonesian Ministry of National Development Planning
BRICS	Brazil, Russia, India, China and South Africa
CLAEH	Centro Latinoamericano de Economía Humana (Latin American Center for Human Economy)
CLE	corporate-level evaluation
CLP	core learning partnership
COSOP	Country strategic opportunities programme
CPE	country programme evaluation
CPM	country programme manager
DAC	Development Assistance Committee (of OECD)
ECOSOC	United Nations Economic and Social Council
ECOWAS	Economic Community of West African States
EMBRAPA	Empresa Brasileira de Pesquisa Agropecuária (Brazil's Agricultural Research Corporation)
ESA	East and Southern Africa Division (IFAD)
ESR	evaluation synthesis report
FAO	Food and Agriculture Organization of the United Nations
IADB	Inter-American Development Bank
IFAD	International Fund for Agricultural Development
IFI	International financial institution
IMI	Innovative Mainstreaming Initiative
IOE	Independent Office of Evaluation of IFAD
IPRCC	International Poverty Reduction Centre in China
LAC	Latin America and the Caribbean Division (IFAD)
M&E	monitoring and evaluation
MERCOSUR	Southern Common Market (Mercado Común del Sur in Spanish; Mercado Comum do Sul in Portuguese)
MIC	middle-income country
NEN	Near East, North Africa and Europe Division (IFAD)
NGO	non-governmental organization
ODA	official development assistance
OECD	Organisation for Economic Co-operation and Development
PAPAFPA	Programme d'appui participatif à l'agriculture familiale et à la pêche artisanale (Participatory Smallholder Agriculture & Artisanal Fisheries Development Project)
PDDO	Programme de développement durable des oasis (Oasis Sustainable Development Programme) in Mauritania
PMD	Programme Management Department (IFAD)
PPA	project evaluation and performance assessment
PPP	public and private partnerships
PRM	Partnership and Resource Mobilization Office (IFAD)
PROCASUR	PROCASUR Corporation / Corporación PROCASUR
PTA	Policy and Technical Advisory Division (IFAD)
RBAs	Rome-based agencies
REAF	Reunión Especializada de Agricultura Familiar del MERCOSUR (Specialized Meeting on Family Farming of MERCOSUR)
SDG	Sustainable Development Goal
SFOAP	Support to Farmers' Organizations in Africa Programme
SKD	Strategy and Knowledge Department (IFAD)
SKM	Office of Strategy and Knowledge Management (IFAD)
SSC	South-South cooperation
SSTC	South-South and triangular cooperation

TCDC	technical cooperation among developing countries
TIKA	Turkish International Cooperation Agency
TrC	triangular cooperation
UNDP	United Nations Development Programme
UNOSSC	United Nations Office for South-South Cooperation
WBG	World Bank Group
WCA	West and Central Africa Division (IFAD)
WFP	World Food Programme

I. Introduction

A. Background

1. There is no universally agreed definition of South-South cooperation (SSC). The United Nations suggested in 2012 that "the United Nations organizations may wish to define SSC" as "a process whereby two or more developing countries pursue their individual and/or shared national capacity development objectives through exchanges of knowledge, skills, resources and technical know-how, and through regional and interregional collective actions, including partnerships involving governments, regional organizations, civil society, academia and the private sector, for their individual and/or mutual benefit within and across regions."[1]

2. It is generally understood that, although the term "SSC" is relatively new, its roots go back to the 1950s, associated with the notion of solidarity, non-interference and the Non-Alignment Movement in the context of the Cold War. Since then, the global context has changed dramatically, ignited by historically unprecedented economic and social progress made in developing countries around the world. Initially discussed mainly in the context of technical cooperation, some countries or organizations now also consider trade or foreign direct investment as a form of SSC – a position not universally shared. Section II.A provides a more detailed description of its roots and historic evolution, including its differentiation from conventional North-South cooperation, or official development assistance (ODA).

3. Even in the absence of a universally agreed definition, there is a general consensus in the international community that SSC – in whatever form – and triangular cooperation (TrC)[2] have now become important elements in development cooperation and that more should be done to support and promote it (see section II.B). The recognition of the role of SSC and its rationale is generally hinged upon the overarching notion of development effectiveness, but specific interest of different countries and development partners behind such a push vary, and so do the forms of SSC and TrC they are most interested in.

4. At IFAD, in response to the increasing demand from its Member Countries, SSC appeared as an explicit corporate agenda around 2008 in the context of the eighth replenishment (IFAD8) and initially as one of the avenues to enhance its work with middle-income countries (MICs), with an emphasis on supporting MICs' efforts to share knowledge with other countries. At the same time, it is a generally shared view that IFAD was already de facto supporting some SSC initiatives mainly in the form of knowledge sharing and mutual learning (without necessarily labelling them as such) even before. SSC remained high on agenda in the subsequent two rounds of replenishment (IFAD9 and IFAD10).

5. Various documents of IFAD referring to this topic indicate that at IFAD SSC has been predominantly associated with knowledge sharing and mutual learning related to approaches, technologies, institutions, policies, etc. There seem to be diverse views among its staff, however, about what kind of knowledge sharing and learning are considered SSC, e.g. whether a regional workshop gathering project staff or government staff discussing certain topics in general and presenting project experiences is considered to be SSC, or whether an agricultural research grant project covering multiple countries is a form of SSC. Section III presents a further discussion of SSC in the IFAD context.

[1] The framework of operational guidelines on United Nations support to SSTC (2012).
[2] According to the United Nations framework, "Southern-driven partnerships between two or more developing countries supported by a developed country(ies) or multilateral organization(s) to implement development cooperation programmes and projects". The website of the OECD states that "triangular co-operation can bring together the best of different actors – providers of development co-operation, partners in South-South co-operation and international organisations – to share knowledge and implement projects that support the common goal of reducing poverty and promoting development " while also indicating that "there is no internationally agreed definition of "triangular co-operation".

6. About this evaluation synthesis. In the above context, based on a request by IFAD Member States during the consultation on IFAD10 and in line with the Independent Office of Evaluation (IOE) 2015 work plan and budget approved by the Executive Board, IOE has prepared this evaluation synthesis report (ESR) on "non-lending activities in the context of South-South cooperation (SSC)".

7. As reflected in IFAD's Evaluation Policy,[3] ESRs are prepared primarily to promote learning and therefore they need to be distinguished from full-fledged evaluations such as CLEs, for which the accountability dimension is equally emphasized. ESRs are knowledge products that aim to enhance general understanding of a particular topic and to highlight strategic issues for consideration by IFAD Management and its governing bodies. Consequently, there are no ratings on IFAD's work in this area using the standard evaluation criteria. ESRs also differ from CLEs with respect to the methodology for data collection (in principle, ESRs are based on mainly desk and interviews), as well as the budget and timeframe (smaller and shorter).

8. Terminology. In various literature and documents of the United Nations and development agencies, the following terms and acronyms are used somewhat interchangeably: "South-South cooperation (SSC)", "triangular cooperation (TrC)", and putting the both together (but less common), "South-South and triangular cooperation (SSTC)". In its earlier documents, IFAD mostly used the term "SSC", while noting that "its engagement is, strictly speaking, triangular cooperation…because IFAD supports SSC as a facilitator or broker". Recent IFAD documents and publications tend to use the term "South-South and triangular cooperation" (with SSTC as an acronym).[4] For conceptual clarity, SSC and TrC should be distinguished: IFAD supports, facilitates or brokers SSC (cooperation between the Southern countries) or possibly even TrC in some cases (with other development partners, including bilateral donors or private sector), but it could be somewhat confusing to say that IFAD supports or leverages "SSTC". As a tribute to the country-led character of this cooperation form, this ESR will use mainly the term SSC and in some cases TrC, but, where appropriate, this report occasionally uses the term SSTC, for example, when the documents quoted used the terminology.

9. Structure of the report. The report is organized in five sections. Section I provides the background to this ESR and presents the objectives, methodology and process, followed by the overall global context in Section II. Section III provides a general description of IFAD's support to SSC. Section IV presents the findings around key guiding questions for this ESR. Finally, section V provides conclusions and recommendations.

B. Objectives, methodology and process

10. Objectives. The ESR has the following two key objectives:

    (i) Review and analyse the experience of IFAD-supported SSC initiatives, mainly those supported through non-lending activities, and identify enabling factors for success, opportunities for scaling-up, constraints and incentives; and

    (ii) Identify key issues and lessons learned for reflection and make recommendations for enhancing IFAD's approach to support SSC.

11. Coverage. This ESR covers IFAD's support to SSC mainly through non-lending activities (mostly in the form of grant-financed projects), which has been primarily in the form of knowledge sharing and mutual learning. Taking "non-lending activities" as a main focus and entry point is appropriate, also since a majority of

[3] "IOE shall also prepare evaluation synthesis, which will identify and capture evaluative knowledge and lessons learned on a certain topic from a variety of evaluations produced by IFAD and the evaluation units of other organizations" (IFAD Evaluation Policy 2011).

[4] For example, the most recent publication on the proceeding of a roundtable discussion held in Rome in July 2015, "Leveraging South-South and triangular cooperation to achieve results".

more programmatic SSC examples reported in various IFAD documents[5] tends to be those financed by grants. At the same time, despite the title indicating "non-lending activities", the rationale behind the inclusion of two (out of nine) SSC initiatives that took place under two loan-financed projects for in-depth review is explained in the subsequent paragraphs (paragraphs 14, 17). SSC initiatives under implementation after 2009 were covered (including those that started before 2008). The year 2009 was taken as a point of reference, since it was in 2008 that the reference to "SSC" became visible and explicit in IFAD corporate documents; at the same time, this timeframe still leaves room to cover any prominent initiatives that started before 2008 which would have been considered SSC.

12. Apart from the deliberate inclusion of two SSC initiatives under loan-financed projects, it should also be noted that the focus of the review on experience with non-lending activities does not overlook explicit or implicit connections between grant-financed support to SSC and larger IFAD operations (see section III.A for more discussion on how SSC and TrC has been perceived in the IFAD context). From a forward-looking perspective, the diverse views on the boundaries of SSC (especially in the IFAD context) and IFAD's comparative advantage are reflected upon in this report.

13. Methodology. ESRs are in general based on qualitative analyses of existing evaluation material. During the preparatory work for this ESR, findings in existing evaluations on the ESR topic were found rather thin and insufficient to reflect upon the key guiding questions stated below. Consequently, it was decided to introduce additional measures as indicated in the approach paper, by specifically incorporating the SSC perspective in selected IOE evaluations undertaken in 2015 on the one hand, and mixing a desk review of selected SSC initiatives with in-depth interviews with key stakeholders, on the other.

14. The decision on the choice of countries for country programme evaluations (CPEs) to be undertaken in 2015 had already been taken independently of this ESR. However, in particular, Brazil, India and Turkey were considered to provide opportunities to incorporate the SSC perspective, based on the countries' interest and the level of collaboration with IFAD. Due to the timing of the CPE and limited experience related to SSC in the India country programme, this ESR benefited from inputs particularly from the Brazil and Turkey CPEs. In addition, a loan-financed initiative in Mauritania was selected for project evaluation and performance assessment (PPA) among those projects that could be subjected to PPAs in 2015, based on available information on its SSC activities in a relatively programmatic manner (i.e. SSC activities, even though they were not labelled as such, were integrated into the project as a key element running through the project, rather than as a one-off activity). This was also an example of small grant-financed (i.e. non-lending) pilot activities having provided an opportunity for structured integration of SSC activities into a loan-financed project. The ESR team closely collaborated with the IOE teams for two CPEs (Brazil and Turkey) and the Mauritania PPA. They served to provide inputs from the field with specific attention to the topic.

15. As for the IOE evaluations published between 2009 and 2014, the following reports were reviewed and provided inputs to different degrees: (i) CPEs which referred to SSC or knowledge sharing with other countries either as part of the description and findings (mainly as part of non-lending activities) or recommendations, although most of them were marginal; (ii) CLEs on grant financing, innovation and scaling-up; and (iii) evaluation synthesis on IFAD's engagement with MICs.

16. To understand the characteristics of the main grant-financed initiatives in support of SSC, basic data from 36 grant-financed projects were reviewed. The grant

[5] For example, "South-South cooperation in IFAD's business model" prepared for IFAD9 and "Report on IFAD's Development Effectiveness" presented to the Executive Board in December 2012.

projects were drawn based on a review of SSC examples reported in previous IFAD documents (including case studies prepared by the Strategy and Knowledge Department - SKD), a database on grants, discussions with selected IFAD staff, and checking with the core learning partnership (CLP) members from the regional divisions, bearing in mind the United Nations definition of SSC outlined in the 2009 Nairobi Outcome Document (see section I.A). Of these 36, seven initiatives supported by 19 grants (many of them with different degrees and forms of linkages with investment projects), as well as two other initiatives supported in the context of loan-financed projects, were reviewed in a more in-depth manner, involving interviews. These nine initiatives for in-depth review were purposefully selected, taking into consideration factors such as geographical diversity, different types of IFAD support to SSC (e.g. global/regional or country grants, scope of activities, types of grant recipients, centrality of SSC in overall projects/initiatives), and their prominence in IFAD's past reporting on SSC as main or successful examples. See section III.D for the description of the selected initiatives.

17. Despite the ESR title on "non-lending activities", the inclusion of two initiatives under two loan-financed projects was considered appropriate and useful based on the following: (i) the SSC initiative under the Mauritanian project originated from a small grant project, and thus was an example of non-lending activities having been scaled up in a loan-financed project; (ii) the SSC initiative under the Sao Tome project was unique in many aspects, including in terms of partnerships (technical and financial) with private sector companies (from the fair trade sector) and farmers' cooperatives from multiple countries, thus presenting interesting elements that were beyond IFAD "lending activities" per se; and (iii) they were both examples of a programmatic and structured approach to SSC (even though they were not labelled as such in both cases) followed under loan-financed projects, compared to other examples which may often have involved one-off exchanges and/or were limited in scope.[6]

18. As a result, the exercise consisted of the following key building blocks: (i) literature review to provide an overall context for the study and put IFAD's business model into perspective, including corporate policy and guidance documents; (ii) findings from the Brazil and Turkey CPEs and a PPA of Mauritania conducted in 2015, which specifically incorporated the SSC perspective to provide inputs to this ESR; (iii) relevant findings from IOE evaluations published between 2009 and 2014; (iv) review and analysis of experiences with nine selected prominent initiatives in support of SSC; and (iv) evaluations and other analytical reports related to SSC and TrC by other development agencies.

19. To further complement the desk review, interviews and discussions were conducted with IFAD staff, stakeholders from specific initiatives and key informants from other multilateral institutions, including the Rome-based agencies (RBAs), i.e. the Food and Agriculture Organization of the United Nations (FAO) and the World Food Programme (WFP).

20. Key guiding questions. The main questions, largely derived from the principles of SSC and TrC indicated in the United Nations framework of operational guidelines (see paragraph 1) that guided the ESR, include the following:

    (i) Country leadership: To which extent has IFAD's support to SSC initiatives been based on needs, demand and capacities of participating partners? To

[6] For example, as part of a stock-taking exercise on IFAD-supported SSC activities undertaken by SKD (see paragraph 76), various documents (e.g. project design, supervision mission reports, portfolio review reports, COSOPs) were reviewed to identify information relevant to SSC activities. While this stock-taking exercise has not been finalized, a collection of extracts from various documents seems to indicate that most of these activities are study tours and exchange visits, sometimes planned/suggested in a loose manner in the design, recommended during implementation and/or undertaken as one-off events when they materialized. It should be noted that the extracts gathered for this stock-taking exercise included study tours and exchange visits *within* the country or to non-developing countries, thus actually not SSC. Some of them also show connection with grant-supported SSC initiatives, such as Learning Routes.

what extent has IFAD's support to SSC been aligned to the partnering countries' SSC strategies/policies and its development/sector policies?

(ii) Relevance for IFAD's business model: How does IFAD's support to SSC initiatives relate to and contribute to its corporate strategies, agenda/priorities, as well as country-level strategies (COSOPs)? How does or could SSC complement IFAD's overall operations?

(iii) Effective implementation: What instruments[7] and modalities[8] for supporting SSC initiatives for which audience have been used and found particularly effective in contributing to development results? To what degree have the planning and monitoring/documenting of IFAD-supported SSC initiatives been oriented towards results?

(iv) Sustainability: To what extent have relevant solutions provided under SSC initiatives been effectively transferred/adapted to and are being used by the receiving organizations/countries? To what extent are solutions transferred in IFAD-supported SSC initiatives replicable and scalable, especially as part of the IFAD business model?

(v) Contribution to global SSC agenda: How is IFAD's support contextualized in the broader international development agenda on SSC and TrC? What are its value added and strengths among development partners supporting SSC?

(vi) Lessons learned: What are the key factors for success and failure, opportunities and remaining barriers identified in IFAD's current support to SSC?

21. Process. The main interlocutors at IFAD for this ESR were SKD and PMD. In preparing the draft approach for this ESR, a desk review was initiated and an informal meeting was held between SKD, PMD and IOE to exchange ideas. The draft approach paper was shared with IFAD Management and finalized in July 2015. A small group of IFAD staff members who were nominated by different divisions (CLP) provided inputs in the process.

22. The draft report underwent IOE's internal peer review process. Emerging findings were shared at an in-house workshop in October 2015 and feedback was reflected in the draft report that was subsequently shared with IFAD Management. The draft report was also shared with external reviewers from FAO, WFP and the South Centre.[9] Comments were taken into consideration in the final report.

C. Limitations

23. As a general point, ESRs – which are not full-fledged evaluations and focus on learning – are conducted with a limited budget based on a desk study in a shorter time period, as compared to CLEs, which normally include field missions to multiple countries. While the SSC and TrC perspective was incorporated into the two CPEs and a PPA which were conducted in 2015, past evaluations did not deal with issues systematically and the availability of analytical information on this topic was not abundant. The ESR included a close review of nine SSC initiatives, the majority of which had been also covered by external evaluations but not all. In the latter cases, the review was based on triangulating information drawn from available documentation and interviews.

24. The ESR employed remote interviews (skype or telephone) with some SSC initiatives stakeholders in the field, but the outreach was inevitably limited. However, the CPEs and PPA conducted with SSC perspective in 2015 benefited from

[7] An instrument refers to types of SSTC, such as technical assistance, knowledge sharing, technology transfer, academic cooperation, or agency development (i.e. support to SSTC capacities of IFAD partners)
[8] Modalities might include field visits, twinning/coaching arrangements, secondment programmes, conferences/workshops, policy dialogue, joint studies, communities of practice, etc.
[9] The South Centre is the intergovernmental organization of developing countries that helps developing countries to combine their efforts and expertise to promote their common interests in the international arena. It was established by an Intergovernmental Agreement which came into force on 31 July 1995. Its headquarters are in Geneva, Switzerland. The website of the South Centre: http://www.southcentre.int/

interviews and direct observations in the field, even though not directly conducted by the ESR team.

25. As has been noted in the corporate documents, SSC initiatives and activities supported by IFAD have been quite diverse: some are programmatic, others tend to be ad hoc, spontaneous and less structured. As with other multilateral institutions, the Fund faces a lack of conceptual clarity on what kind of activities and initiatives should be considered to be support to SSC and which may be not categorized as such. There are some initiatives/projects supported by IFAD that have been presented as SSC or TrC examples in publications and South-South events, even though there may be some question as to what extent they can be considered SSC or general experience and knowledge sharing. At the same time, this ESR also found other initiatives with a clear SSC logic which have not been (yet) disseminated as such. The SSC stock-taking exercise by IFAD (paragraph 81) – initiated in 2014, but not yet finalized – has been a valuable entry point to understanding specific SSC initiatives supported by IFAD. This stock-taking has not resulted in a comprehensive corporate inventory of the relevant initiatives, while there are also challenges in clarifying what SSC means in the IFAD context. Consequently, the initiatives and activities covered/reviewed for this ESR are unlikely to be exhaustive.

Key points

- SSC first appeared as an explicit corporate agenda at IFAD around 2008 during the IFAD8 consultation process, in response to the increasing demand from the Member States, initially with an emphasis to support MICs' interest in knowledge sharing with other countries. At the same time, it is a generally shared view that IFAD was already de facto supporting some SSC initiatives (without necessarily labelling them as such) mainly in the form of knowledge sharing and mutual learning even before.
- Even though there is no universally agreed definition of SSC, there is a general consensus in the international community that SSC and TrC have now become important elements in development cooperation and that more should be done to support and promote them.
- ESRs are prepared primarily to promote learning and highlight strategic issues for consideration by IFAD Management and the Fund's governing bodies.
- The review of experience undertaken for this ESR focuses on IFAD support to SSC in the form of knowledge sharing and mutual learning mainly (but not exclusively) through grants.

II. South-South and triangular cooperation, and its role in global development

A. Historic roots of SSC

26. SSC is embedded in decades-old solidarity and collaboration among developing countries looking for ways of supporting each other's efforts to eradicate poverty and provide better lives to their citizens. Dating back to the 1950s, it was born out of the explicit desire of developing countries to build development cooperation ties that go beyond conventional ODA. Especially for the then still young post-colonial nations in Africa and Asia, SSC constituted a highly desirable complement to North-South cooperation.

27. The early roots of SSC can be found in the 1955 Bandung Conference, where 29 Asian and African states expressed their "desire for economic co-operation among the participating countries on the basis of mutual interest and respect for national sovereignty." While the Bandung Declaration was instrumental for setting up the Non-Alignment Movement in 1961, the Group of 77 (G77) in 1964 and its extension to G77+China in 1971, its principles of respect to sovereignty and non-interference are still vivid in today's SSC.

28. During the 1970s, the United Nations system became more active as an enabling environment for SSC. This role was galvanized in the 1978 Buenos Aires Plan of Action (BAPA) for Promoting and Implementing Technical Cooperation among Developing Countries (TCDC). The BAPA establishes a series of guiding principles (national sovereignty, economic independence, equal rights and non-interference in domestic affairs) and makes 38 practical recommendations to strengthen and scale up TCDC, a concept that the General Assembly renewed in 2004 under the title of SSC (with the establishment of the SSC Day).[10] The BAPA has remained a critical reference, especially for guiding United Nations support to SSC (see section II.D).

29. SSC has grown in the past years greatly as a result of the increased internationalization of developing countries, visible in their increasing share in global gross domestic product, trade and foreign direct investment. More resources for financing SSC are available as previously poor countries are now emerging economies and aspiring MICs. Governments from the developing world have shown a new foreign policy ambition, translated into the desire and capacity to help shape a dynamic multipolar world where economic prosperity, solutions and solidarity can emerge in any place, at any moment. Importantly, internet connectivity, social media and more accessible travel have cut the costs of information exchange and communication drastically, in particular for face-to-face knowledge sharing and peer learning. Moreover, declining ODA has also generated an overall interest in alternative cooperation formulas, particularly among MICs, which have seen the member donors of the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD) exiting and leaving gaps in terms of capacity support.

30. Today, SSC can increasingly rely on dedicated budgets, particularly of MICs that are interested in extending their cooperation to other countries. There are already substantial allocations for broader SSC (including loans) in the bigger emerging economies such as Brazil, China, India, Mexico, South Africa and Turkey.[11] Although at a smaller scale, financial means are also expanding in MICs from Colombia and Morocco to Peru and Thailand. Furthermore, emerging economies are not only enlarging their bilateral portfolio, but are also contributing to diversifying the landscape of international financial institutions (IFIs). In 2015, Brazil, Russia, India, China and South Africa launched the New Development Bank (or "BRICS Bank") with a planned initial portfolio of US$50 billion. Also, the Asian

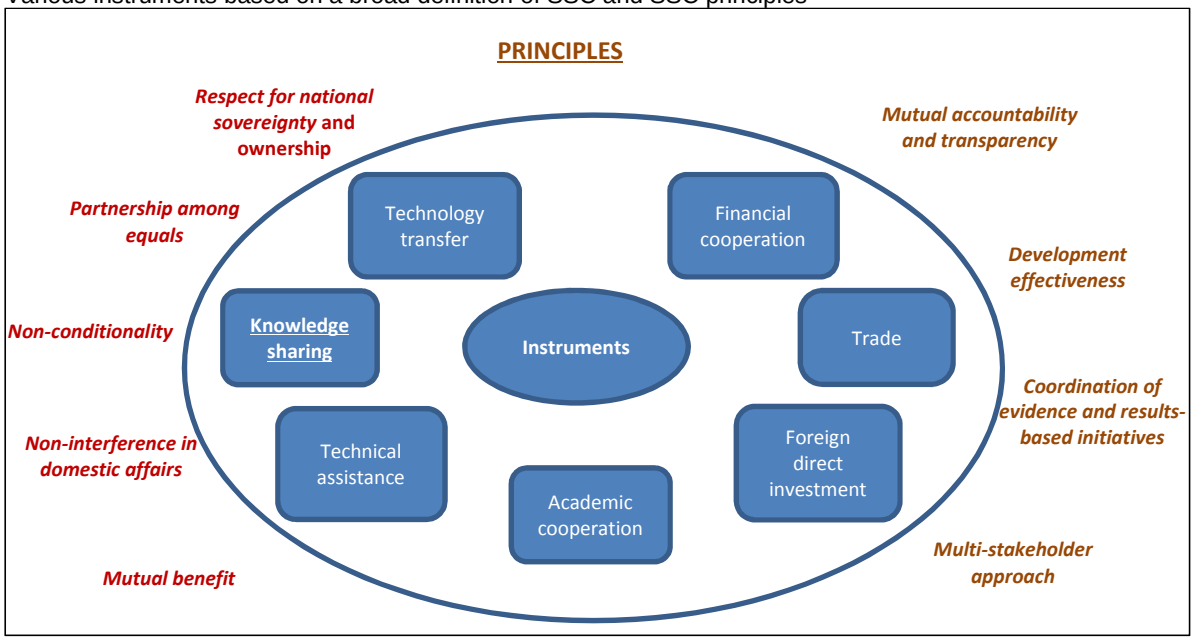
[10] A/RES/58/220.
[11] OECD. Development Co-operation Report 2015 – Making Partnerships Effective Coalitions for Action.

Infrastructure Investment Bank, bringing new development financing opportunities for developing countries, was officially launched in January 2016. Led by China, the founding members of the Asian Infrastructure Investment Bank currently include 57 countries, among them Brazil, Egypt, Indonesia, Iran, South Africa, Turkey, Viet Nam and other developing countries.

31. At the same time, development partnerships have become more diverse and dynamic, enabling South-South players to draw on external resources and support from international partners. In this context, traditional donors and multilateral organizations have increasingly engaged in TrC. In simple words, they have become third partners to SSC. TrC emerges from the desire of conventional bilateral agencies to build new bridges between North-South ODA and SSC, while also taking advantage of the comparative strengths of the latter as a horizontal and cost-effective way of joining efforts to reduce poverty. Multilateral organisms see similar benefits, particularly by mobilizing low-cost and adaptable technical solutions so that receiving countries can access them, as well as providing new spaces and services to their member governments that are providing SSC.

32. Although most SSC focuses on technical aspects, financial cooperation (from budget support to loans) as well as South-South trade and investment have gained prominence. Whether these broader dimensions should be an integral part of SSC is still under debate, and especially smaller MICs with less abundant financial resources tend to prefer maintaining the original focus on technical cooperation. While this ESR will look into technical dimensions only, the figure below presents various dimensions or instruments of SSC in a broader sense, together with basic principles of SSC indicated in the United Nations framework of operational guidelines, although there is no universal consensus on these.

Figure 1
Various instruments based on a broad definition of SSC and SSC principles[12]



B. SSC and TrC in current global policies

33. Over the past years, global policy-making on development cooperation has paid particular attention to SSC and TrC as expanding cooperation forms in a dynamic international economy. This has been further accelerated by the desire of emerging economies and MICs to take a more proactive role in global

[12] The normative and operational principles of SSTC outlined in the Framework of operational guidelines on United Nations support to SSTC (2012).

development, while conventional donors and particularly multilateral organizations, in times of shrinking ODA budgets, have shown interest in supporting these Southern-led efforts.

34. Most importantly, the political support to SSC and TrC has recently been pushed through the Agenda 2030 for Sustainable Development and the Addis Ababa Action Agenda, which establish the new Sustainable Development Goals (SDGs) and provide the updated framework for financing for development, respectively. In this emerging development paradigm, SSC and TrC play a key role as means of implementation for the Agenda 2030 (SDG 17), in particular vis-à-vis technology transfer and capacity building, all of which has a cross-cutting character. For its part, the Addis Ababa Action Agenda, as a new global framework for financing sustainable development, stresses that “South-South cooperation is an important element of international cooperation for development as a complement, not a substitute, to North-South cooperation” (para 56) and commits “to strengthening triangular cooperation as a means of bringing relevant experience and expertise to bear in development cooperation” (para 57).

35. In earlier years, the United Nations had updated the approach and framework for SSC within the Nairobi Outcome Document, a result of the High-Level Conference of the United Nations on SSC held in 2009. The Outcome Document establishes that “South-South cooperation is not a substitute for, but rather a complement to, North-South cooperation” (para 14).

36. In parallel, the OECD-DAC has included SSC and TrC into its debates and decision-making processes around effective development cooperation. A first milestone was the 2008 Accra Agenda for Action, which acknowledges “the role of middle-income countries as both providers and recipients of aid,” and recognizes “the importance and particularities of South-South co-operation” (para 19b). In a follow-up high-level conference in 2011, global policy-makers committed in the Busan Partnership document to “making fuller use of South-South and triangular co-operation, recognizing the success of these approaches to date and the synergies they offer” (para 31b). Finally, in its 2014 First High-Level Meeting held in Mexico City, the Global Partnership on Effective Development Cooperation, a continuity of the previous OECD Working Party on Aid Effectiveness, dedicated a full section on “South-South Cooperation, Triangular Cooperation, and Knowledge Sharing.” Among other aspects, the document welcomes that “Southern partners are increasingly active in exchanging developmental experiences” (para 27).

37. The G20 is another critical arena expressing full support to SSC and providing strong political mandates, especially as part of the outreach from the more powerful emerging economies to smaller middle-income and low-income countries. The 2010 Seoul Development Consensus for Shared Growth includes SSC and TrC among its principles, which are operationalized through the Multi-Year Action Plan. The latter stresses that "sharing development experiences, including through North-South, South-South and triangular cooperation (SSTC), contributes to the adoption and adaptation of the most relevant and effective development solutions” and consequently includes SSC and TrC across its different thematic work streams.

38. Summarizing, in only seven years (since 2008), SSC has transited from being a small cooperation niche to constituting a strategic cornerstone in global development efforts. From the historic perspective, this fulfils a decades-old aspiration of developing countries to share resources and knowledge in a horizontal way and for mutual benefit. And as we will see in the next sections, prospects for SSC to grow and prosper as an effective and sustainable way of collaborating are more than favourable, as governments invest in their SSC capacities and international partners are providing ever more extensive support for SSC to thrive.

C. Progress by some countries in expanding SSC

39. In conjunction with the strong political push for SSC, emerging economies and other MICs have become important players in providing resources and solutions to global development. On their end, smaller middle-income and low-income countries are not only receiving SSC, but progressively becoming providers of specialized models. Indeed developing countries in all regions have made significant efforts to create and expand their institutional capacities to provide technical cooperation, share knowledge and transfer technologies. While the South's financial cooperation is highly concentrated in China, India and the Gulf States[13] (see also figure 1 above), the SSC of most developing countries is primarily focused on technical aspects, ranging from technical cooperation to knowledge sharing and technology transfer.[14]

40. One of the most visible dimensions of this new architecture can be detected in the Southern development cooperation agencies launched or reformed in dozens of developing countries. These agencies are in charge of coordinating the technical cooperation and knowledge sharing provided and received by the country. In most cases, these institutions are hosted at the ministries of foreign affairs, as political authorities of how the government receives and provides development cooperation from and to other countries. In other words, development cooperation is primarily embedded in each country's foreign policy, although there also tends to be close coordination with ministries in charge of development planning.[15]

41. Basically two types of Southern agencies have entered the stage to contribute to international development efforts. On the one side, a number of pre-existing agencies have expanded their responsibilities from ODA management to SSC provision, such as Brazil, Chile, Morocco, Thailand, Tunisia and Turkey, among others.[16] On the other side, new agencies have been launched by governments of Colombia, Mexico and Peru.[17] Enlarging this group in the future, consultations and initiatives to create agencies are underway in countries ranging from China and South Africa, to Indonesia, Kazakhstan and Malaysia.[18] And indeed, in some of these cases, such as China and Indonesia, IFAD has started to provide complementary support to enable agency development, while in others, such as Brazil and Turkey, efforts are underway to coordinate with the existing agencies.

42. It is critical to understand the roles and responsibilities of Southern agencies in technical SSC, particularly in its provision. The agencies rely on normative and administrative frameworks, enabling them as the maximum authorities on SSC, vis-à-vis both international and domestic partners such as line ministries and sector institutions. However, for initiatives with a certain thematic focus (such as IFAD for agriculture and rural development), support to SSC tends to be directed to and channeled through government institutions in charge of a specific sector, for example the ministries of agriculture.

43. At the same time, sector institutions are now fully being recognized as high-value sources of technical expertise and development solutions, particularly as "knowledge hubs". Knowledge hubs are "organization[s] or network[s], dedicated to share and exchange development experiences and models with partners from

[13] OECD: Development Co-operation Report 2015 - Making Partnerships Effective Coalitions for Action (2015).
[14] G20: Scaling Up Knowledge Sharing for Development, A working paper for the G-20 Development Working Group (2011).
[15] United Nations Development Programme: Country Strategies of Southern Cooperation Agencies: a Knowledge Exchange (2012).
[16] Brazil - ABC, since 1987; Chile - Agency for International Development Cooperation of Chile, AGCID, 1990; Morocco - Moroccan Agency for International Cooperation, AMCI, 1986; Thailand - Thailand International Development Cooperation Agency, TICA, 1964; Tunisia - Tunisian Agency for Technical Cooperation, ATCT, 1972; and Turkey - TIKA, since 1992.
[17] Colombia - Presidential Agency for International Cooperation in 2011;, Mexico - Mexican Agency for International Development Cooperation in 2011; and Peru - Peruvian Agency for International Cooperation, 2002.
[18] BRICS Policy Center: Development Agencies in BRICS and Beyond - Experiences and Next Steps (2013).

other countries" (2012 Bali Communiqué) with "institutional and operational capacities to more systematically capture and share their operational experiences and lessons learned" (2014 Seoul Communiqué). Decades of experimental policy implementation in critical areas of poverty reduction and sustainable development have led to a progressive specialization and professionalization of line ministries and sector agencies. As these solutions are being disseminated through international events or publications, the demand is quickly growing, especially from countries facing similar challenges.[19]

44. The wealth of public policy innovations at the thematic level has generated additional energy for sector institutions to become more active as implementers of SSC and TrC, hand-in-hand with their respective national agencies. One question relates to the necessary institutional arrangements, where organizations such as Brazil's Agricultural Research Corporation (Empresa Brasileira de Pesquisa Agropecuária – EMBRAPA) have opted for coordinating SSC through units or a secretariat of international affairs, with dedicated budgets, staffing and support from international partners. For the future, many sector institutions are looking into becoming "knowledge hubs" or centres of excellence.[20] This would mean investing in capacities to capture, document and package their solutions in ways that enable peers from other countries to access and learn from these in an effective and efficient way. It is also seen as an opportunity for sector institutions to deliver services more effectively, based on in-house good practice and lessons learned. Discussed in-depth during a SSTC roundtable at IFAD in July 2015,[21] this new knowledge agenda therefore relates to both managing and sharing, a connection that is also very apparent in numerous SSTC initiatives supported by IFAD.

D. Multilateral and bilateral support to SSC and TrC

45. As developing countries are advancing in their SSC provider capacities, international partners have started to design strategic approaches and practical mechanisms to support this Southern ambition. This is particularly relevant for IFAD in order to position the Fund's engagement in SSC in its broader context.

46. One of the main arenas for articulating support to SSC and TrC can be found in the United Nations, with its long-standing partnership with developing countries' cooperation since the 1978 BAPA. Institutionally, in 1974 the General Assembly created the main political and technical arm for SSC, today called the United Nations Office for South-South Cooperation (UNOSSC). In 1983, it launched the Perez-Guerrero Trust Fund for SSC to provide financial resources.

47. Building on these historic roots, developing countries and the United Nations system dedicated substantial efforts in 2009 to update the political and strategic framework for the United Nations and its agencies to support country-led SSC. The new approaches are summarized in the Outcome Document of the 2009 High-Level Conference on SSC.

48. The Nairobi Outcome Document emerges in an overall context of renewed political drive for SSC (see section II.B). It provides a view of "South-South cooperation as a manifestation of solidarity among peoples and countries of the South" (para 11) which "takes different and evolving forms, including, inter alia, the sharing of knowledge and experiences, training, technology transfer, financial and monetary cooperation and in-kind contributions" (para 12).

[19] Examples discussed at global events such as the High-Level Meetings on Country-led Knowledge Hubs (Bali/Indonesia 2012, Seoul, Korea 2014) include the above-mentioned Bolsa Familia programme, which has been transferred to 43 countries in all regions and receives yearly up to 120 foreign delegations. The Colombian bus rapid transport system TransMilenio has informed similar initiatives in Cape Town (South Africa), Jakarta (Indonesia), and Santiago (Chile). As we will see in this ESR, also in the agriculture sector, institutions are scaling up their capacities to share relevant knowledge and solutions, with EMBRAPA (Brazil) being one of the most advanced examples.
[20] Choesni, Tubagus and Schulz, Nils-Sjard: Knowledge Hubs – Progress in Practice since the Bali Communiqué, JICA book chapter (2013).
[21] IFAD: Leveraging SSTC to Achieve Results - Proceedings of the IFAD Roundtable Discussion (2015).

49. Apart from highlighting progress made and pending tasks for countries to expand their engagement in SSC, the Nairobi Outcome Document stresses a number of actions to "reinvigorate the United Nations development system in supporting and promoting South-South cooperation" (para 21), for example in terms of mainstreaming support for SSC and TrC, strengthening inter-agency coordination and mobilizing financial resources.

50. This political mandate has been operationalized by the ''Framework of operational guidelines on United Nations support to South-South and triangular cooperation" endorsed in 2012, which aims to mainstream SSC across all United Nations programmes, funds, specialized agencies and regional commissions. The operational guidelines consolidate the Nairobi definition by establishing SSC as "a process whereby two or more developing countries pursue their individual and/or shared national capacity development objectives through exchanges of knowledge, skills, resources and technical know-how." Furthermore, the document provides guidance on four key roles for the United Nations to support SSC, in the forms of convener, knowledge broker, partnership builder, and analyst and progress monitor. Particular attention is paid to measures to mainstream support throughout the United Nations system, especially by "integrat[ing] the sharing of Southern knowledge, expertise and technologies into regional and national capacity-development initiatives."

51. Based on these reference documents, a number of specialized United Nations funds, programmes and specialized agencies have designed and/or updated corporate SSC strategies. Apart from UNFPA (1997, updated 2010),[22] UNICEF (2011)[23] and International Labour Organization (2012),[24] also the other RBAs have been proactive in creating a strong strategic underpinning to SSC support. Most United Nations agencies, including FAO and WFP, have been reporting their SSC activities to the Secretary-General, who sends an annual report to the General Assembly on the state of SSC in the United Nations system.[25] In 2015, IFAD was to start communicating its SSC initiatives to the United Nations Secretary-General and therefore may be included for the first time in the next edition of the report, to be launched towards the end of 2016.

52. Building on 20 years of facilitating exchanges among more than 50 countries, in 2013 FAO launched its SSC strategy based on four pillars (exchange facilitation, knowledge platforms, policy support to SSC, and enabling environment for effective SSC). This was followed by the publication in November 2015 of a Quick Guide to SSC,[26] which gives hands-on advice on how to approach SSC and TrC. FAO takes a multi-level approach to SSC stakeholders, from policy-makers and experts to practitioners and grassroots organizations, many of which had already been included in previous efforts, for example as Southern experts in FAO's Technical Cooperation Programme. FAO also hosts a China-funded Trust Fund used to deploy Chinese experts as part of its technical assistance. FAO has the SSC and Resource Mobilization Division (within the Technical Cooperation Department), which maintains operational ties in its five regional departments and focuses efforts on diversifying SSC modalities, strengthening its online platform the South-South Gateway (http://www.fao.org/south-south-gateway/en/), building a monitoring and evaluation (M&E) mechanism for SSC and training FAO staff in SSC modalities.

53. For its part, in May 2015 WFP approved SSTC Policy with a view to the fight hunger in line with the new Agenda 2030 for Sustainable Development. The new policy builds on experiences of SSC in areas such as social protection and safety

[22] United Nations Population Fund: South-South Cooperation Strategy (2010).
[23] United Nations Children's Fund: Approach to South-South Cooperation (2011).
[24] International Labor Organization: SSTC – The way forward (2012).
[25] The last edition can be found in General Assembly of the United Nations: State of South-South cooperation - Report of the Secretary-General (2014).
[26] http://www.fao.org/3/a-i5163e.pdf

nets, zero hunger strategies, nutrition and food fortification, disaster risk reduction and climate change adaptation, and connecting farmers to markets. Embedded in WFP's Strategic Plan 2014-2017, the policy aims to fully include country-led innovations in the Zero Hunger efforts, particularly through the WFP centres of excellence (such as the WFP Centre of Excellence against Hunger in Brazil), which enable learning, policy advocacy, deployment of experts, joint planning and capacity development. Methodologically, WFP attempts to implement SSC and TrC mainly through knowledge-sharing, technical cooperation, policy support, joint advocacy, in-kind support and regional initiatives.

54. Some discussion between RBAs has taken place to promote inter-agency collaboration around SSC. In April 2015, the three agencies discussed potential areas for collaboration, with a view to: conducting a mapping of existing regional mechanisms for closer inter-agency collaboration; reviewing existing tools for knowledge sharing and South-South learning on food security and nutrition; exploring opportunities for joint RBA representation at global events; and convening quarterly meetings of the RBA focal points. Representatives from WFP and FAO also participated in the IFAD-hosted SSC event in Rome (July 2015), and IFAD and WFP participated in an FAO-supported high-level workshop on SSC in Wuhan, China (December 2015). Overall, RBA coordination will benefit from an ongoing process of closer interaction among these organizations at multiple levels.[27]

55. Under the broader United Nations umbrella, multilateral development banks have engaged in supporting country-led SSC. This relates to the rising awareness of IFIs that MICs are taking an increasingly dual role as borrowers and contributors to the IFIs. In this line, the World Bank Group (WBG) offers a South-South Experience Exchange Facility (launched in 2011 and co-financed by emerging economies), which finances South-South learning processes embedded in WBG lending projects. The Facility focuses on staff incentives, results orientation and stronger partnerships with clients immediately relevant to WBG-financed projects. In this line, the WBG also drives the Knowledge Hubs agenda, including the High-Level Meetings on Country-Led Knowledge Hubs held in Bali, Indonesia (2012) and Seoul, Korea (2014). There have been advances in mainstreaming throughout the WBG portfolio, as the 2014 replenishment (IDA17) commits to track and report on South-South Knowledge Exchange.[28] The International Finance Corporation has engaged in South-South investment projects worth US$1.45 million,[29] while 13 per cent of the Multilateral Investment Guarantee Agency's guarantees were directed to South-South foreign direct investment in 2013.[30]

56. Other IFIs have gone similar ways to set up programmes to enable countries to learn from each other. The Inter-American Development Bank (IADB) has been supporting SSC in Latin America and the Caribbean (LAC) through the Regional Public Goods Initiative since 2004. So far, the programme has financed 114 multi-country exchanges in areas such as social protection, health and water management, which are at least loosely connected to the IADB's investment portfolio.[31] For its part, the Islamic Development Bank offers the Reverse Linkage Programme to member countries, which can provide expertise and knowledge to or from other members. This initiative requires the Islamic Development Bank to include SSC in country programming (where 20% should be allocated to SSC) and the underlying result-based matrix.[32] Indeed it constitutes a quite advanced

[27] FAO, IFAD and WFP: Strengthening resilience for food security and nutrition - A Conceptual Framework for Collaboration and Partnership among the Rome-based Agencies (April 2015), as well as Inter-agency Collaborative Framework on United Nations Support to South-South Cooperation in the areas of climate change, food security and nutrition and HIV/AIDS (draft June 2015).
[28] WBG: IDA17 - Summary of Conclusions and Recommendations (2014).
[29] International Finance Corporation: Annual Report 2014 - Big Challenges, Big Solutions (2014).
[30] Multilateral Investment Guarantee Agency: Annual Report 2013.
[31] IADB: Regional Public Goods - An Innovative Approach to South-South Cooperation (2014).
[32] Islamic Development Bank Group: Draft Guiding Note on "Reverse Linkages" (2012).

formula for mainstreaming SSC in an IFI's portfolio, even if implementation is still incipient.

57. Beyond the multilateral system, a number of bilateral donor members of the OECD-DAC are pioneers in TrC. Particularly Germany, Japan and Spain have developed specific TrC approaches as part of their cooperation policies. They also rely on programmatic instruments such as bilateral programmes with emerging economies (e.g. Germany's Triangular Cooperation Fund with South Africa, Japan's Partnership Programme with Brazil and other emerging economies). Triangular partnerships are also emerging with the second generation of SSC providers (Spain's mixed funds with Chile, Costa Rica, El Salvador and Uruguay), as well as regional funds for TrC (Germany's Fund for Latin America and the Caribbean) and global knowledge exchange mechanisms (Japan's Third Country Training Programme).

E. Pending issues for SSC in the global context

58. Backed by strong political mandates and energized by manifold country-led efforts to share knowledge, SSC is set to become a key pillar for the implementation of the Agenda 2030 and its SDGs. Over the past years, new alliances have grown around SSC, with bigger emerging economies supporting lower-income countries, developing countries and traditional donors partnering in TrC, as well as the United Nations System engaging with Southern players, including development cooperation agencies and sector-level knowledge hubs.

59. The more than favourable panorama also brings hands-on challenges and distinct responsibilities for all partners involved in scaling up SSC and TrC in a sustainable way. Many of the existing caveats are not new, but were already highlighted in policy statements from the 1978 BAPA to the 2009 Nairobi Outcome Document. Particularly from the perspective of the United Nations System, the following challenges in current SSC – mainly in the form of knowledge sharing and technical cooperation - merit particular attention:[33]

    (i) In order to generate a broader impact, SSC and TrC needs to move from small one-off activities to a programmatic scale based on medium-term, predictable planning and financing. This might be based on thematic and/or geographic programmes, involve innovative financing instruments (such as shared funds), and build on longer-term partnerships among country institutions.

    (ii) It is also necessary to move from one-off action/event-oriented to institutional SSC and particularly knowledge sharing by investing in a country's capacities to document, package and share its best solutions, particularly at the sector level. Knowledge hubs and centres of excellence might enable sector institutions and grassroots organizations to build a strong knowledge agenda and share their development experience effectively and in ways that are adapted to the recipient's needs.df

    (iii) The true owners of development knowledge need to play a more prominent role as providers of solutions vetted in practice. While the

[33] Among other references, these challenges have been extracted from the following documentation: Asian Development Bank (2013): Roundtable Conference On Building Effective Knowledge Sharing for Development: Lessons Learned and Regional Approaches in Asia and the Pacific; ECOSOC (2013): Report on Conference of Southern Providers of South-South Cooperation - Issues and Emerging Challenges; G20 (2011): Scaling Up Knowledge Sharing for Development, A working paper for the G-20 Development Working Group Pillar; OECD (2013): Triangular Co-operation - What's the literature telling us?; Schulz, Nils-Sjard (2013): Development Agencies in BRICS and Beyond - Experiences and Next Steps, BRICS Policy Center; SEGIB (2015): Report on South-South Cooperation in Ibero-America 2013-2014; Task Team on South-South Cooperation (2011): Good Practice Paper - Towards Effective SSTC; The WBG (2014): The Art of Knowledge Exchange; UNDP (2011): Mapping Multilateral Support to South-South Cooperation in LAC - Towards Collaborative Approaches; UNDP (2012): Country Strategies of Southern Cooperation Agencies; UNDP (2013): Evaluation of UNDP Contribution to SSTC; United Nations Special Office for SSC (2013): Enhancing Management Practices in SSTC.

debate on SSC in the global development architecture is often driven by policy-makers (especially from those countries interested in expanding their SSC portfolio), it is critical to accelerate the leadership of practitioners to find effective paths for sustainable rural transformation.

(iv) M&E is a vital frontier for future SSC, as often results and impact are still weakly programmed and accounted for. Effective SSC will require better tools and capacities to plan, capture and communicate results and learning for all stakeholders.

(v) As the group of SSC supporters is growing, more coordination and complementary efforts among international partners are needed to benefit country-led efforts in a meaningful way.

Key points

- Accelerated by unprecedented economic and social progress, developing countries have expanded their demand for and supply of SSC, building on historic commitment to this cooperation form. MICs have become especially important players as SSC providers, and traditional bilateral and multilateral development agencies have been increasingly engaged in TrC in support of SSC.
- SSC has become an important pillar in global development for the implementation of the Agenda 2030 and the achievement of the SDGs.
- A number of Southern countries have launched or reformed development cooperation agencies, normally associated with the respective countries' foreign policies. At the same time, line ministries and sector institutions have come to the forefront of development cooperation by capturing and sharing specific sector-level solutions.
- Although most SSC focuses on technical aspects, financial cooperation, as well as South-South trade and investment, have taken on importance for a number of wealthier emerging economies. While recognizing the diversity of SSC in different contexts, this ESR will focus on technical dimensions only.

III. IFAD's support to South-South cooperation

A. What is SSC in the IFAD context?

60. To properly contextualize IFAD's role in and support to SSC – actual and potential – it is important to reflect on the Fund's specific feature that generates the conditions for IFAD to engage with Member Countries around SSC and TrC. Most importantly, its long-standing experience in working with and for the benefit of the rural poor positions the Fund uniquely as an IFI partnering with farmers, other grassroots organizations and partners. All IFAD portfolios and activities (including knowledge management, partnership building and policy dialogue) are geared towards "investing in rural people" and empowering the rural poor.

61. Around such specific feature, most of IFAD's experience reported as SSC and TrC to date has been in some form of knowledge sharing (e.g. study tours, exchange visits, workshops/seminars,), whether these happened under non-lending activities, or in the context of investment projects (mostly as one-off activities). As for conferences and workshops, in some cases, they may be oriented towards specific issues and solutions, and in other cases it may be much broader. At the same time, whether these conferences and workshops would all be considered as a form of SSC on their own right may be debatable.

62. There are different views at IFAD on whether knowledge sharing should be the only form of SSC that IFAD supports, or whether there are opportunities to support and leverage other forms of SSC, including in the financial realm. For some, the latter may include IFAD facilitating and providing opportunities for private investment from a developing country to another, South-South trade of agricultural products, or co-financing of IFAD-financed projects through financial resources from emerging economies. Depending on the understanding of SSC in the IFAD context, some would say that IFAD has been supporting SSC all along (particularly in the form of knowledge sharing); others may say that IFAD has not done much SSC so far. It is interesting to note that there are also some historic initiatives that were not labelled SSC as such, but have recently been mentioned often as SSC examples – for instance, policy dialogue through the Southern Common Market (Mercado Común del Sur in Spanish - MERCOSUR), and the Learning Routes supported by Corporación PROCASUR (PROCASUR).

63. Despite the diverse views on what kind of SSC IFAD could or should support, there is a consensus that SSC is not an objective in itself, but rather a means to achieve development results and impact, strengthen the quality of its portfolio, and leverage additional support to fight rural poverty and empower the rural poor.

64. In light of IFAD's experience and its reporting on SSC, the review and analysis of initiatives in sections III and IV mainly focuses on IFAD support to SSC in the form of knowledge sharing, mostly through grant-financed projects that are ongoing or have recently been finalized.

B. IFAD's positioning on SSC

65. SSC and TrC in IFAD corporate documents. IFAD has not had a specific policy or strategy on its support to SSC or TrC, and there has been one official document dedicated to the topic, "South-South cooperation in IFAD's business model", a report prepared in 2011 for IFAD9. The reference to SSC and TrC seems to have become explicit during the IFAD8 process, when IFAD prepared a paper "IFAD's role in middle-income countries", which indicated the intention of pursuing "more active promotion of South-South cooperation, which will include supporting MICs in their efforts to promote knowledge sharing and innovation in low-income countries." Subsequently, reference to SSC (or SSTC) in IFAD corporate documents has also been increasingly associated with another priority corporate agenda in addition to MICs: scaling-up.

66. The Strategic Framework 2011-2015 acknowledges the important role of SSC/TrC in the new global development architecture. It mentions that IFAD can "make an enormous contribution to the rural development, poverty reduction, and food security efforts of its Member States by enhancing its role as a knowledge broker..." It also associates SSC with the MICs agenda[34] and suggests the idea of mainstreaming SSC into IFAD's work.

67. SSC/TrC is one of the key issues discussed during the 9th as well as the recently concluded 10th replenishment consultations. The commitments made by IFAD at the 9th replenishment (in 2011) related to SSC/TrC were as follows: (i) establish an adequately resourced corporate coordination function to ensure SSTC is pursued in a strategic manner, is widely mainstreamed across country programmes, and is grounded in a robust evidence base; and (ii) develop staff incentives to proactively pursue and promote SSTC. These were reported to have been "on track" for implementation with the following comment: "using IMI financing, information on IFAD's strategy and experience in SSTC is disseminated ... IFAD has established a strong position in global STTC forums, including through linkage of SSTC with the scaling up agenda and mobilization of project staff for sharing and learning. Regional divisions are taking initiative, including through mobilization of grants in support of SSTC, and collaboration with national centres for promotion of bilateral and multilateral SSTC."[35]

68. The report on the 10th replenishment[36] noted that "under IFAD10, IFAD plans to strengthen its comparative advantage and expand its work in this area [South-South and triangular cooperation] in terms of both knowledge-based cooperation and investment promotion, seeing it as an integral part of its business model. …[A] minimum of 50 per cent of new COSOPs [country strategic opportunities programmes] will be expected to include an approach for SSTC as part of the country programme. IFAD will promote the use of its own resources to support SSTC, and it will also seek unrestricted complementary contributions and other resources in order to substantially expand its engagement in this area". This is perhaps the first time SSC/TrC is explicitly linked to "investment promotion… as an integral part of its business model", as the preceding paragraph was all about knowledge, technology, expertise and learning. Indeed, no clarity seems to have been provided in the same report on what is meant by "expanding the work in SSC and triangular cooperation…in terms of investment promotion". It is also not clear what was expected in terms of "inclusion of an approach for SSTC a part of the country programme" in practice.

69. It is understood that IFAD has approached a number of Member States to explore their interest in making unrestricted complementary contributions.[37] So far, only China has made a pledge (in the amount of US$5 million). There have been no details provided on how the use of such contribution may be operationalized.

70. Progressive references to SSC/SSTC in the strategic frameworks and the reports on the replenishment consultation processes are provided in annex II.

[34] IFAD will "enhance its role in facilitating South-South cooperation, including by drawing lessons from successful experiences of middle-income countries that may be applied in low-income countries" (Strategic Framework 2011-2015).

[35] IFAD 2015. *Report of the Consultation on the Tenth Replenishment of IFAD's Resources* GC38/L.4/Rev.1 Feb 2015.

[36] Ibid.

[37] According to the IFAD10 report, "the concept of 'complementary contributions' was introduced for the first time in the Governing Council resolution on IFAD2 (1986, GC 9/Res. 37/IX) and has been accepted by the Governing Council in all subsequent replenishments. They are defined in the Resolution as part of the 'additional contributions' which make up the total replenishment, along with core and DSF [debt sustainability framework] contributions, though Members do not receive votes with respect to their complementary contributions. In the context of IFAD10, the term 'unrestricted complementary contributions' is used to refer to such contributions which are not restricted by contributing Members as to: (a) their use by IFAD as loans (which generate reflows benefiting the Fund) or as grants; or (b) their use for any category of developing Member States. The Executive Board may approve the use of unrestricted complementary contributions, which may include those to support specific agendas around four critical operational themes and approaches: mainstreaming climate change, nutrition-sensitive agriculture, SSTC and public, private, producer partnership (4Ps)."

71. "South-South cooperation in IFAD's business model". This was the first official document[38] that focused on IFAD's activities relating to SSC, which was prepared in 2011 for IFAD9. The document stated that IFAD embraces the definitions of SSC/SSTC by the United Nations General Assembly from 2003[39] and by the United Nations Development Programme (UNDP),[40] which are largely in line with the definition provided in the 2012 United Nations Framework (see paragraphs 1, 50). It went onto say that "because IFAD supports SSC as a facilitator or broker, its engagement in SSC is, strictly speaking, triangular cooperation." It also emphasized the aspect of knowledge management related to pro-poor rural development in connection with SSTC.

72. According to this paper, IFAD had "integrated SSC into its business model – its products, its business processes and systems, its human and financial resource base, its rules and procedures, its business culture – on the basis of specific high-return opportunities". The document indicated that, given the increasing demand for SSTC and its potential impact on development, IFAD Management had "decided to: (i) sustain the current decentralized, flexible and diversified approach to SSC; (ii) make SSC more systematic, mainstreaming it, with the lessons learned, into IFAD's business model; (iii) scale-up IFAD's support to SSC, which will in turn contribute directly to the scaling up of poverty reduction successes; and (iv) support this effort for scaling-up with the establishment of the Office of Chief Development Strategist/Office of Strategy and Knowledge Management (SKM) as the corporate-level coordination function that inspires, complements and programmatically supports the current decentralized activities."

73. Corporate structure and initiatives relevant to the SSC agenda. In line with the report "South-South cooperation in IFAD's business model" and the IFAD9 commitment as noted above, currently the main responsibilities for promoting and coordinating the SSC/SSTC agenda fall under SKD, which came into existence as a new department in January 2014 as a result of upgrading of SKM. In 2012, IFAD reported[41] that "for the first time, IFAD's engagement [with SSTC] is no longer the sum of individual and ad hoc initiatives of its regional divisions, although the regional divisions continue to play a key role in identifying and developing opportunities. Responsibility for promoting a more coherent approach … has been established … and located in SKD. The Department has the clear mandate to promote IFAD's engagement as a means of broadening partnerships for smallholder development, focusing on relationships that offer real opportunities for operational impact for IFAD and for its national-level development partners."

74. In 2012, IFAD Management decided to allocate part of the remaining resources from the Innovation Mainstreaming Initiative (IMI)[42] on activities aimed at mainstreaming the core 9th replenishment priorities (and commitments) into IFAD's business model, including SSTC.[43] Consequently, US$300,000 was allocated for SSTC "to enhance synergies and efficiency gains under IFAD's South-South cooperation agenda… [to] ensure that SSC is pursued in a strategic manner, and used in country programmes as an instrument to open up partnerships and

[38] REPL.IX/3/R.3. September 2011.
[39] "A process by which two or more developing countries initiate and pursue development through the cooperative exchange of multidimensional knowledge, resources, skills and technical know-how through different types of cooperation".
[40] The United Nations Development Programme (UNDP) defines SSC as "a means of promoting effective development by learning and sharing best practices; resources and technical know-how among developing countries"; and a related working group adds "the concept of exchange of expertise among governments, organizations and individuals in developing nations." (IFAD 2011. REPL.IX/3/R.3).
[41] IFAD 2012. Report on IFAD's Development Effectiveness. EB2012/107/R.8/Rev.1, Dec 2012.
[42] The IMI was approved by the Executive Board in December 2004 and financed by a complementary contribution from the United Kingdom of US$ 10 million. The goal of the IMI was to enhance IFAD's capacity to promote innovations that would have a positive impact on rural poverty. Its expected outcomes are: (i) innovation mainstreamed into IFAD operations; (ii) strengthened learning on innovation and sharing, and the application of such learning; and (iii) changed organizational culture and practices for supporting innovation.
[43] The other three topics were: scaling-up, country-level policy engagement, and knowledge management.

learning spaces for scaling up."[44] The activities to be financed by IMI were to be coordinated by then SKM.

75. SKD has organized a number of events at headquarters that were to serve as a platform to discuss experiences, lessons and the way forward, including an in-house learning event held on 12 September 2014 and a roundtable discussion on 7 July 2015. Outside IFAD, SKD has facilitated the participation of IFAD staff and project stakeholders in the Global South-South Development Expos. For example, at the Expo in Vienna in 2012, IFAD together with PROCASUR managed the organization of a stand for three innovative responses to rural poverty from Peru, Kenya and Thailand, the three of them represented by rural champions. SKD has been a focal point for RBA inter-agency work on SSC and provides inputs to these joint efforts.

76. SKD has also led the efforts to systematize information on IFAD's support to SSC through a stock-taking exercise in 2014, by gathering and analysing data on SSC initiatives in IFAD-supported operations since 2009. It collected a number of case studies which were considered to be good examples. This exercise, yet to be finalized, is seen as a first attempt to capture information in a more systematic manner on SSC initiatives that were planned, initiated or undertaken after SSTC explicitly came onto IFAD's corporate agenda. The IFAD webpage on SSTC[45] has information on activities the Funds supports, generated from this exercise.

77. In 2015, IFAD was to report for the first time its SSC activities to the Secretary-General's annual report on the state of SSC in the United Nations, which captures strategic and operational efforts of United Nations agencies, and develops recommendations in this area. This is an essential step forward in order to provide visibility to IFAD's SSC portfolio and enable future inter-agency work in this area.

78. Regardless of the role and mandate of SKD, it is evident that it is PMD (regional divisions, in particular, country programme managers, with support from technical specialists) that should be in the operational frontline for mainstreaming SSC into IFAD's portfolio. So far, approaches for inter-departmental collaboration between SKD and PMD to pursue this corporate agenda in a more structured manner are not entirely clear. Another unit that has a role to play is PRM – for example, in terms of mobilizing resources "to substantially expand its engagement" in SSC, in line with the IFAD10 report.

C. Overview of SSC initiatives supported by IFAD

79. This section presents the results of an analysis of main SSC initiatives IFAD has been supporting since 2009, including those that had started earlier and were still under implementation. The focus was to capture relatively programmatic initiatives to support SSC, rather than ad hoc activities. The analysis was intended to provide an indication of the types of initiatives and projects in support of SSC, rather than providing comprehensive and accurate quantitative data. Various document reviews[46] indicated that there have also been numerous SSC activities that took place in the context of investment projects, mainly in the form of exchange visits or study tours. These SSC activities ("SSC embedded in investment projects") are often facilitated by informal networking (involving IFAD staff or consultants) and/or grant-financed projects (mostly regional ones), the latter of which were reviewed for the purpose of this ESR. While the ESR mainly reviewed SSC supported by grants, it also reviewed two more "programmatic" SSC examples that occurred in the context of investment projects: one project in Mauritania (through PPA) and the other in Sao Tome and Principe (document review and interviews).

[44] EB 2013/110/INF.3/Rev.1. "*IFAD Initiative for Mainstreaming Innovation: Eighth Progress Report on the Main Phase*".
[45] http://www.ifad.org/south-south/index.htm accessed in November 2015. It includes maps with data on SSTC activities (e.g. by division/region, year, theme).
[46] For example, based on the data gathered through a review of numerous documents (project specific and others) for the SKD stock-taking exercise, although the report has not been finalized.

80. The initiatives covered in the analysis were drawn based on a review of SSTC examples provided in IFAD documents, a database on grants, discussions with selected IFAD staff, checking with CLP members from the regional divisions, basic information (e.g. components and activities, implementation partners and implementation modalities) on potential initiatives, and SSTC cases included in the 2014 stock-taking exercise coordinated by SKD. Some of these had an explicit reference to SSC or the SSC orientation was evident or prominent, whereas in some others, SSC was more of an implicit element.

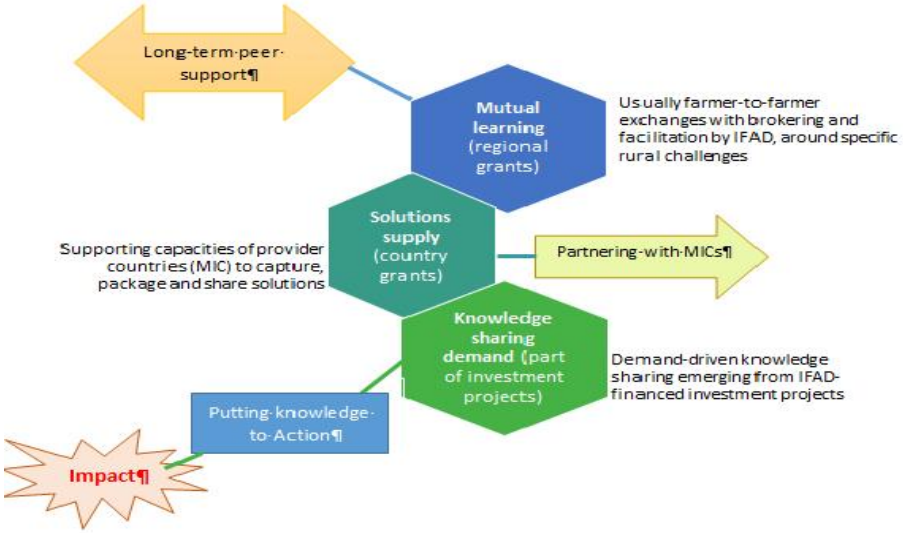
81. Typologies of IFAD-supported SSC. IFAD's support to SSC, including those under loan-financed projects, can be grouped into three categories, each of which has distinct strategic and operational implications. The differentiation of these main types of SSC is apparent in current practice, but has been recognized in rather implicit terms. For the purpose of discussion in this ESR, the following groups of initiatives are identified:

(i) Mutual learning and horizontal SSC (category I). A significant group relates to regional exchanges where a variety of stakeholders, from smallholder farmers to field-level service providers to policy-makers, learn from each other in a horizontal way. Themes might involve value chains, cooperatives' capacities or improved public policies and instruments for smallholder farmers. These exchanges usually imply a high level of IFAD (and its partners) involvement in terms of conceptualizing, brokering and facilitating, with a strong focus on solutions and expertise, which occasionally are linked to a set of IFAD lending operations. This type of SSC is reflected in regional grants focusing on farmer-to-farmer support or exchanges between practitioners (e.g. extension staff), other service providers or government staff/policy-makers around rural solutions and policy influence – such as the Learning Routes, the Near East, North Africa and Europe Division (NEN)-UNOSSC regional grant, the Specialized Meeting on Family Farming of MERCOSUR (Reunión Especializada de Agricultura Familiar – REAF) and Support to Farmers' Organizations in Africa Programme (SFOAP).

(ii) SSC provider-led model (category II). An emerging group of SSC initiatives contributes to strengthening the capacities of some MICs that are interested in sharing knowledge. IFAD works with these MICs to support the capturing, packaging and sharing of country-led experiences. Examples can be found in the country grants to China (International Poverty Reduction Centre in China - IPRCC) and Indonesia (Indonesian Ministry of National Development Planning - BAPPENAS), both of which entail the positioning of agriculture in an emerging provider's portfolio, an effort synchronized with other country-level operations. Similarly, initiatives such as the Innovation MarketPlace in Brazil consolidate a country's expertise to be offered, but are gradually shifting the focus to demand (where partners can request solutions directly).

(iii) Solution-seeker driven model (category III). Demand-driven SSC in search of concrete solutions to problems/issues encountered constitutes the third group of IFAD-supported initiatives. There are examples of programmatic support to SSC led by receiving partners within lending operations (e.g. those reviewed in Sao Tome and Principe and Mauritania), whereas study tours and exchange visits (mainly for project staff or government officials) have also been supported under investment projects often as one-off events. This group of exchanges is closely related to IFAD-financed investments, and often facilitated by IFAD country teams. Interestingly, in cases such as the Participatory Smallholder Agriculture & Artisanal Fisheries Development Programme (Programme d'appui participatif à l'agriculture familiale et à la pêche artisanale - PAPAFPA) in Sao Tome and Principe, with successful knowledge transfer, the receiving partners can also become providers of knowledge for peers in other countries.

Figure 2
Typologies of IFAD-supported SSC



82. While not exhaustive, this three-tier reality of current IFAD support to SSC implies different objectives ranging from regional mutual learning, to strategic capacity building of solution providers, to concrete responses to solution receivers' requests. These objectives can be pursued through a distinct mix of roles, including brokering, facilitation, financing and support to South-South knowledge sharing capacities ("agency development"), and entail different degrees of synergies with IFAD's lending portfolio.

83. Related to first group initiatives ("mutual learning") are numerous regional knowledge networks that have been financed by grants since the mid-1990s.[47] These networks are seen as important ways for different IFAD projects (as well as country offices) to network with each other and could provide opportunities for specific knowledge exchange, but they are not SSC in their own right. Furthermore, IFAD has supported specific knowledge-sharing events, some regional, some inter-regional. These conferences and workshops are also distinguished from more programmatic longer-term SSC initiatives.

84. Another major group of grants IFAD has long financed are grants for institutions of the Consultative Group for International Agricultural Research for agricultural research for development. These may be relevant to SSC, first, when actors in different countries are actively involved in knowledge exchanges and are in the lead of these, instead of Consultative Group for International Agricultural Research institutions conducting research and disseminating results emerging from different countries. Second, these research activities can provide innovative technologies and approaches, thus generating potential solutions to development challenges that may be shared with others through SSC. However, these agricultural research grants are not necessarily and automatically a form of SSC, nor are they usually focused on enabling SSC in a practical manner.

85. Closely linked to the discussion on different typologies of IFAD-supported SSC is the need to distinguish two types of "demand for SSC". The demand for SSC has been mentioned in various corporate documents without a clear distinction of

[47] These include FIDAMERICA in Latin America and the Caribbean; Electronic Networking for Rural Asia/Pacific - ENRAP in Asia and the Pacific; FIDAFRIQUE in West and Central Africa, IFADAfrica in East and Southern Africa; and Karianet in the Near East and North Africa. They have been funded by grants to regional and global institutions. It was estimated in 2013 that IFAD had invested almost US$16 million. In addition, there have been thematic regional networks (e.g. Improved Management of Agricultural Water in Eastern and Southern Africa - IMAWESA). These networks – most, if not all, funded by a succession of grants but some not existent anymore – focused on, among others, linking and promoting knowledge sharing among the projects and partners, and building capacity of project and country office staff in using knowledge management methods and tools, especially for documentation of lessons and experiences.

different underlying motives and expectations. First is the demand by MICs to receive support for building and expanding their SSC efforts, and packaging and sharing their knowledge, although they may also be interested in learning from others. Such demand is met by the "SSC-provider led model" discussed above, that is, the “supply of Southern solutions”. Second is more general demand for learning from and with others – not necessarily expressed as "demand for SSC", but rather as “demand for Southern solutions”. Demand for mutual learning can be embedded into regional and sub-regional processes and architecture, naturally bearing the characteristics of SSC. Different motives for demand for SSC have important implications on the orientation, main objectives and methodologies to be employed in grant-financed projects, especially vis-à-vis the quality criteria for SSC (see section IV).

86. Overview of grant-financed projects with SSC elements. The ESR undertook an analysis of basic data on 36 grants (including non-regular grants) which are considered to include (or were reported to include) SSC – or more precisely, South-South knowledge sharing – as a structured and important element. These 36 grants have supported 19 "initiatives"; for example, eight grants financing Learning Routes supported by PROCASUR. These do not include regional knowledge management networks (paragraph 83) and grants for specific events. See annex IV for a list of the 36 grants included in the analysis.

(i) Typologies of SSC. About 87 per cent of the 36 grants support mutual/horizontal SSC, through regional or global grants (category I). Only four grants were identified as those responding to the interest from SSC providers (category II): two country grants (China and Indonesia) and two regional/global grants to EMBRAPA/Brazil. A regional grant in NEN to UNOSSC can be also considered to fall under this typology, partly reflecting the interest of Turkey, although it can also be considered to respond to demand for mutual learning from the countries in the region.

(ii) Financing/grant types. The projects identified include a small number of those financed by IMI grants or supplementary funds (four). Among the remaining grants (IFAD regular grants), most of them (91 per cent in number and 95 per cent in the grant amounts) were for regional or global grants, reflecting the fact that the bulk of IFAD financing for SSC was for facilitating mutual/horizontal SSC. It should be remembered that the magnitude of financing for SSC activities would differ considerably, i.e. some grants were SSC-centred/focused, whereas in others, it was an element within other much larger components.

(iii) Types of grant recipients. The biggest group of recipients was non-governmental organizations (NGOs) (46 per cent), most prominently PROCASUR, which has received eight grants of various size (total US$7.4 million) from IFAD to support Learning Routes. Apart from NGOs, there is a diverse range of recipients, including those that act as SSC providers themselves (e.g. IPRCC China, EMBRAPA/FUNARBE Brazil, BAPPENAS Indonesia), regional-level institutions (REAF), and UNOSSC as a recent entry.

(iv) Geographical scope. Grants with SSC support are mostly regional in scope (57 per cent), but there are also a significant level of inter-regional activities (30 per cent), which may also include exchanges between a small number of countries in different regions, rather than being comprehensive regional coverage. LAC emerges as a region (and division) which made significant investment in SSC, also being the pioneer of historical initiatives such as REAF and Learning Routes.

(v) Key actors involved. Key actors directly involved in South-South knowledge sharing importantly include smallholder farmers and their organizations – for

example through Learning Routes, REAF and SFOAP. Others include government officials, IFAD-financed project staff, agriculture research institutions, central banks and financial institutions.

(vi) SSC modalities. The majority of SSC modalities under these grants were field visits and conferences/workshops. Academic cooperation was pursued only in the EMBRAPA/FUNARBE grant, which was to support a multi-donor facility. Although not among the 36 grants, twinning was found in two investment projects reviewed for this ESR (Mauritania and Sao Tome and Principe). In many grants, an important element was policy dialogue mainly at country level but also regional level in some instances – based on knowledge sharing and peer-to-peer learning.

87. Referring to emerging findings from the SKD stock-taking exercise (paragraph 76) on "IFAD's evolving approach and performance to date in over 40 countries", the report on IFAD10[48] stated that the main activities to promote SSTC at IFAD have been exchange visits and study tours for project staff, cross-fertilization on country programming, project staff training, capacity development for farmers' organizations, and partnerships with the private sector. The review conducted for this ESR supports this statement. It also confirms that, as recognized in IFAD official documents, its approach to SSTC has been "decentralized, flexible and diversified" – under different instruments and various patterns, some based on an ad hoc approach and some more programmatic/strategic.

D. Comparative description of selected initiatives

88. From the basic analysis of the 36 grants, this ESR selected seven SSC initiatives financed by 19 grants for a more detailed review. The selection was made considering criteria such as geographic diversity, relevance for target groups and IFAD's business model, different types of grants (country and regional) and existing quality of documentation, for instance through the SKD's 2014 stock-taking exercise. To contrast seven SSC initiatives financed by grants, two SSC activities embedded in lending operations were also reviewed. Consequently, a total of nine SSC initiatives were reviewed closely. Six out of these nine initiatives were covered by external evaluations (CPEs, a PPA and an evaluation by an external party for a programme financed by supplementary funds).

89. Supported by IFAD grants since 2000, MERCOSUR (specifically through REAF since 2004) brings together farmers' organizations from MERCOSUR member countries around policy dialogue and mutual learning. While SSC was part of the wider support to REAF, in 2012 IFAD engaged with a Uruguay-based think tank in two grants for 2012-2018 to promote SSC and systematize lessons learned both within and beyond MERCOSUR. In this context, IFAD's support has graduated from a low-profile and implicit use of knowledge sharing to an explicit approach to peer learning among REAF players and organizations from non-MERCOSUR countries, not only providing resources, but also brokering and facilitating SSC exchanges. This experience was reviewed as part of the Brazil CPE.

90. As part of a larger programme to support regional and sub-regional farmers' organizations in the African continent in their capacities to influence policies, the SFOAP has enabled knowledge exchange and mutual learning between five regional farmers' organizations and 68 national farmers' organizations in 49 countries. While in the pilot phase (2009-2012), SSC was an implicit element of SFOAP, the main phase (2013-2017) includes peer learning as one of the principles for implementation. Therefore, SSC is now mainstreamed throughout the programme. In this context, IFAD is one of the key financiers and takes additional responsibilities in coordination and logistics. The external evaluation on the pilot

[48] GC38/L.4/Rev.1.

phase commissioned by the European Commission provided inputs complementing the desk review and interview by the ESR team.

91. Launched in May 2010 and still ongoing, the Agricultural Innovation MarketPlace, hosted at EMBRAPA in Brazil, brings together Brazilian, African and other Latin American and Caribbean researchers and specialists to conduct joint research, technology transfer and contribute to on policy dialogue around high-priority areas to support agricultural and livestock development in Africa and LAC. The MarketPlace has engaged 533 researchers in 66 joint research projects with 8 LAC and 13 African countries. Co-financed by the UK Department for International Development, the Bill and Melinda Gates Foundation and WBG, the MarketPlace benefitted from IFAD's small but strategic initial funding. The Fund is part of the Steering Committee, but has not yet linked the research project to any other ongoing operations. This initiative was also covered in the Brazil CPE.

92. Running from 2014 to 2018, the South-South and TrC for Agricultural Development and Enhanced Food Security in the NEN region gathers countries with high diversity of experiences around four thematic corridors (biotechnology, farmers' organizations, water management and livestock). Each corridor is coordinated by one country, and flagship events are conducted for each theme. Lead countries include Algeria, Hungary (which is a non-borrowing IFAD member), Morocco, Turkey and Uzbekistan. The grant is implemented through UNOSSC, a partnership which is expected to help enable UNOSSC's political convening power and IFAD's practice experiences to converge. SSC activities are linked to IFAD operations, as exchanges need to be synchronized with IFAD operations in receiving countries. This experience was reviewed also as part of the Turkey CPE.

93. Implemented by IPRCC between 2011 and 2015, a grant-financed initiative focused on the packaging and sharing of China's agricultural and rural development experiences and solutions. The grant supported four thematic workshops, three medium-term exchanges, and the generation of specialized knowledge products. A total of 200 participants from 23 mostly African countries attended the workshops, three of them held in Beijing and one in Mozambique. IFAD provided support not only through financing, but also as part of a coordination team, which among other tasks decided on the selection of themes and participants, and ensured that the initiative was linked to two lending operations in China.

94. In order to promote sustainable economic development through SSTC in Indonesia, in 2014 the Indonesian planning ministry BAPPENAS received a grant focusing on access to knowledge about public and private partnerships (PPP) that enable poor farmers to achieve sustainable economic development. Knowledge and solutions will be documented, shared and scaled up within Indonesia and in other countries. These solutions are largely based on three ongoing IFAD-financed investment projects benefitting smallholder farmers and coastal communities. This initiative also corresponds to the desire of the Government of Indonesia and IFAD to reposition their collaboration and strengthen the country's capacity to provide SSC.

95. Launched in 2002 by PROCASUR, a Chile-based NGO, the Learning Routes consist of a capacity development methodology bringing together farmers, rural operators, technicians and staff from IFAD-financed projects in many countries, mainly in LAC, Asia and Africa. The main themes have included microfinance, youth, natural resource management, value chains and micro-enterprises. While PROCASUR works with several United Nations agencies, IFAD has financed Learning Routes through several grants. IFAD also engages in brokering, facilitation and participation. After successful and highly visible piloting through IFAD's LAC division, the methodology was expanded to the Asia-Pacific region, and Eastern

and Southern Africa in 2011. Thanks to the buy-in of all regional departments, Learning Routes is one of the key methodologies for mainstreaming SSC across IFAD's operational portfolio.

96. As one of the examples of how SSC can be embedded in lending operations, PAPAFPA in Sao Tome and Principe conducted a number of exchange activities in order to support cooperatives of farmers of the new and/or re-emerging crops coffee, cocoa and pepper/spices. As part of PAPAFPA's economic activities and innovation component, SSC took place in an incremental manner around three value chains. It started with cocoa in 2010 (incoming from Ecuador), which subsequently guided exchanges around coffee initiated in 2011 (incoming from El Salvador and Mexico), and pepper from 2012 (incoming from Madagascar). As of 2013, SSC is being provided from Sao Tome and Principe to cocoa cooperatives in Liberia. In all cases, SSC is complementing IFAD's conventional technical assistance and training.

97. The second example of SSC mainstreamed in IFAD-financed investment projects can be found in the Oasis Sustainable Development Programme (Programme de développement durable des oasis - PDDO) implemented by the Government of Mauritania between 2005 and 2015. In this case, four farmer couples from Morocco shared their experience, as true peers, by actually staying with 52 Mauritanian Oasis farmers from 14 associations over several months in 2007. This is an example of small grant-financed activities through an NGO (in 1990s) providing entry points for scaling-up in a more structured manner in loan-financed operations. While this experience was not labelled SSC as such, it is a vital reference for how IFAD lending operations can be complemented with peer learning in innovative and effective ways which do not always require substantial financial resources. This case was reviewed in detail as part of a PPA conducted in the second half of 2015.

Key points

- IFAD's support to SSC can be grouped into three categories: (i) mutual learning and horizontal SSC mainly financed by regional grants; (ii) SSC provider-led model financed by country grants; and (iii) solution-seeker driven model, often manifested in the demand for concrete solutions to specific issues encountered in investment projects. Each category has distinct strategic and operational implications.
- IFAD corporate documents have often discussed "increasing demand for SSC" but without clearly distinguishing different underlying motives. On the one hand, there has been a vocal demand by MICs to receive support for building and expanding their SSC efforts. On the other hand, there is more general demand for learning from and with others – not necessarily explicitly articulated as "demand for SSC". Different motives underlying "demand for SSC" have important implications on the orientation, main objectives and methodologies for SSC.
- SSC supported by IFAD has been mainly in the form of knowledge sharing, with the more programmatic ones often financed through grants –with the majority of them supporting mutual and horizontal SSC (category I) embedded in regional and sub-regional processes with regional/global grants, and occasional country grants to support emerging economies' supply of solutions (category II). However, there are different views among staff and Member States on whether knowledge sharing should be the only form of SSC that IFAD supports, or whether there are opportunities to support and leverage other forms of SSC.

IV. Main findings: IFAD's support to SSC

98. This section presents findings mainly around the key guiding questions (paragraph 20) based on the evaluations that fed into this ESR, additional document review and interviews.

A. Country ownership

99. IFAD support to SSC is generally rooted in two levels of country ownership. On the one hand, central government institutions, particularly ministries of agriculture and occasionally other line ministries and ministries of foreign affairs. This is especially the case for grants to some of the MICs interested in providing SSC, such Brazil or China. On the other, grassroots organizations such as farmers' organizations, growers' cooperatives, oasis associations, or organized rural communities. This level of ownership is evident in the regional and sub-regional SSC initiatives which gather stakeholders from numerous countries, including rural champions, as well as policy-makers and private sector, in a horizontal manner.

100. Through its support, IFAD can play a critical role in empowering the grassroots organizations as key players of regional and increasingly global, or cross-regional SSC. In this sense, mutual learning under REAF and SFOAP have enabled family farmers to influence policy-making while also building peer support around production and market access under existing agricultural policies. Importantly, IFAD supports SSC mainly from a regional perspective, where government and grassroots institutions engage with peers from several peer countries. This implies that most SSC initiatives are aligned to regional processes shared by numerous governments, rather than policies of a specific government. This can be observed in REAF (linked to MERCOSUR), the Innovation MarketPlace (New Partnership for Africa's Development under the African Union) and SFOAP (Comprehensive Africa Agriculture Development Programme under the African Union) and sub-regional bodies such as Economic Community of West African States - ECOWAS).[49]

101. Alignment with specific national public policies for agriculture tends to be more explicit where SSC is embedded in partnerships with bigger SSC providers, compared to where regional approaches are taken. Examples are IPRCC (promoting Chinese SSC in the agricultural area), BAPPENAS (documenting and sharing Indonesia's solutions on rural PPP) and partly the Innovation MarketPlace (for Brazil's expansion of agricultural SSC). The China CPE and Brazil CPE confirm that IFAD support to SSC in this regard was indeed relevant given the governments' priorities in the agriculture sector. The Indonesia CPE, which preceded the BAPPENAS grant, underlined the country's position as the co-chair of G20 on SSC and recommended that IFAD "support the government's South-South initiatives relating to agriculture."

102. As for support to the SSC provider-led model, so far only a few steps have been taken to align to government strategies or priorities for SSC. National policies and strategies related to SSC are usually led by ministries of foreign affairs and their dedicated cooperation agencies, which are not immediate partners of IFAD and sometimes do not have an agile relationship with sector-level implementation partners, let alone with the rural poor as the core target of IFAD's portfolio. However, as indicated by the CPEs for Brazil and Turkey, IFAD-supported SSC is progressively being aligned to country priorities on SSC, particularly through closer interaction with agencies such as the Brazilian Cooperation Agency (ABC) or its Turkish equivalent, the Turkish International Cooperation Agency (TIKA) (see box 1). As for the latter, it is interesting to note that NEN (with its staff resource and modest contribution from its own budget) has supported TIKA, in collaboration with Turkey's Ministry of Food, Agriculture and Livestock, in organizing a country visit

[49] Argentina CPE, Brazil CPE and SFOAP external evaluation.

and training to 14 participants from IFAD-financed projects in Morocco, Sudan, Tunisia and Yemen.[50]

Box 1
Partnership with development cooperation agencies

For many MIC governments, development cooperation agencies stand at the centre of their efforts to provide SSC in a coordinated manner (see section II.C). While IFAD's usual government counterparts are the ministries of agriculture and sometimes finance, the Fund is exploring new ways of engaging with Southern cooperation agencies, while maintaining its niche of focusing on grassroots-level rural champions. An interesting example can be found in the grant South-South and TrC for Agricultural Development and Enhanced Food Security in the NEN region. In this initiative, rural solutions are exchanged among country stakeholders from at least three levels: cooperation agencies and cooperation divisions at the ministry of foreign affairs; specialized divisions at ministries of agriculture; and grassroots practitioners and experts. The dialogue with the cooperation authorities, including agencies such as TIKA, corresponds to an increasing request from provider countries to offer support to SSC within existing national frameworks led by these agencies. It is also an opportunity to draw on substantial national financial resources for South-South learning (CPE Turkey).

The experience in Brazil shows that more can be done for IFAD to more strongly articulate efforts with ABC, particularly at the strategic level. For instance, this might help position smallholder farmers' needs and solutions in national SSC offerings, apart from ensuring further visibility of IFAD's efforts (CPE Brazil). The latter logic is already included in IFAD's collaboration with the Indonesian BAPPENAS, which in practice acts as the national SSC agency, while the Government is designing a new institutional architecture for providing SSC. As grant recipient, BAPPENAS is currently working on documenting and sharing Indonesian solutions in rural PPP. Importantly, this partnership could enable IFAD to make sure that rural priorities and particularly smallholder farmers' solutions are captured in Indonesian SSC, while also building on the Government's long-standing commitment to share successful rural models with other developing countries. These three examples showcase the increasing adaptability of IFAD when partnering with new development cooperation providers and their agencies, i.e. the supply side of SSC and its potential to improve rural livelihoods.

103. Responsiveness to demand by the main IFAD target group and other key partners to learn constitutes a key value of IFAD's current support to SSC. At a broad level, such demand is projected in IFAD's support to mutual learning on a sub-regional or regional scale. In more concrete terms, in the context of specific investment projects, for example, the demand would be for relevant solutions regardless of where they come from, not necessarily expressed as "demand for SSC". In many cases, without structured frameworks or mechanisms, linking demand with supply tends to depend on the knowledge, networks and proactivity on the part of IFAD staff (country office where it exists) or consultants and other partners to identify and broker possible SSC solutions. For instance, the PAPAFPA-related exchanges among cocoa, coffee and pepper cooperatives from Sao Tomé and Principe with Latin American and African countries initially emerged from learning opportunities identified by IFAD staff and private buyer companies, and subsequently became one of the priorities of farmers' cooperatives for capacity building.

104. This "kick-starting demand" has been scaled up in the regional Learning Routes grants. Under regional grants to support the organization of Learning Routes such as ROUTASIA and ROUTESA, the implementing organization (PROCASUR) initially screens the learning needs from both government and grassroots players linked to

[50] The training covered the following themes in Western Turkey: value chains, certification, labelling and marketing of agricultural produce; water management and irrigation technologies; yield improvement in fruits and vegetables, cereals and livestock production (West and Central Africa (WCA) Division Annual Portfolio Review 2014-2015, Turkey Country Programme Issues Sheet). There was thus linkage with IFAD-financed projects on the receiver side, but not on the supply side, since in Turkey IFAD works mainly in the Eastern parts and not in the Western parts, which are more developed.

IFAD,[51] and then articulate their priorities in an autonomous way, i.e. not always directly related to the activities under the IFAD-financed investment project. Also REAF and SFOAP rely on a relatively stable group of final users, which are articulating their knowledge-sharing needs through farmers' organizations. However, in other cases, demand orientation is still largely unstructured and needs to become more efficient.

105. While most SSC initiatives are or expected to be linked in varying degrees to other IFAD grants and investments, the Innovation MarketPlace has generated a separate mechanism for connecting knowledge demand and supply. As a multi-donor project led by Brazil's EMBRAPA, the MarketPlace launches annual calls for proposals which are directly prepared by Brazilian and African or Latin American researchers. These research projects are stand-alone activities that have not immediate connection to IFAD's operations and usually embrace institutions that are not direct IFAD partners.

106. On the supply side, a distinctive feature of SSC supported by regional grants lies in the capacity to mobilize solutions developed and owned by the rural poor themselves. Rather than relying on governmental or institutional models, most solutions are being shared by family farmers, cooperative staff, grassroots leaders and municipal representatives working directly on agricultural and rural development.

107. This is particularly evident in the Learning Routes, involving rural champions who constitute a "knowledge market" of on-the-ground solutions to solve complex problems, for example in the areas of financial instruments, rural youth and exports/value chains. These rural champions are not only owners of their tested and vetted solutions, but are also being rewarded financially for sharing them in a structured and formalized manner as part of the Learning Routes.

108. The case of farmer-to-farmer extension mechanism from Morocco farmer couples to Mauritanian farmers facilitated under PDDO Mauritania is a good example of solutions shared by peers in similar contexts. The capturing of relevant solutions from farmers is also a prominent feature of PAPAFPA. In Sao Tome and Principe, cocoa cooperatives graduated from receivers to providers of solutions for cooperative services and quality control along the production chain, benefitting their peers in Liberia, among. Similarly, the current stage of the REAF initiative focuses on sharing the experience accumulated by farmers' organizations' champions, with peers from other Latin American countries, such as Colombia, the Dominican Republic and Ecuador.

109. In particular, the regional grants broker country-led solutions among rural champions around priorities immediately relevant to regional, national and institutional processes. The Fund's engagement in SSC also maps rural knowledge, which is sometimes identified through scaled-up mechanisms such as the Learning Routes, and in other cases captured from IFAD partners that have upgraded from receivers to providers of solutions. Empowering farmers, leaders and practitioners, IFAD's support to SSC contributes substantially to expand the scope and quality of ready-to-use knowledge emerging from the rural context itself, with particular focus on rural champions and on-the-ground practitioners. In comparison, most other multilateral organizations and international financial institutions focus on knowledge from central governments and their line ministries, while encountering difficulties to value and mobilize rural and local expertise.

[51] CLE on Grant Financing: "While study tours are by no means a novelty in the development landscape, the PROCASUR approach hinges on an analysis of requests for collaboration submitted by IFAD projects or CPMs (diagnose of the issues, search of existing good practices, identification of partners to be involved), focused training and preparation of innovation plans."

B. Relevance to IFAD's business model

110. By focusing on rural champions, SSC supported by IFAD has followed in spirit and practice the overarching goal of the 2011-2015 Strategic Framework which aims for "enabling poor rural people to improve their food security and nutrition, raise their incomes and strengthen their resilience". Even in cases of exchanges among higher-level participants through IPRCC, Indonesia, Innovation MarketPlace and NEN-UNOSSC, the ultimate users of solutions transferred are key players of rural development, whether they are smallholder farmers, community leaders or rural operators. In this context, IFAD-supported SSC initiatives have particularly focused on the capacities needed to improve food security and generate income (e.g. by increasing agriculture productivity or improving access to markets) and on their empowerment for increased influence policies and institutions that affect their livelihoods. A specific focus on food security and nutrition is visible in the exchanges between oasis farmers from Morocco and Mauritania, and the research conducted for the Innovation MarketPlace.

111. As part of the corporate strategies, IFAD's capacity to mobilize, connect and broker among the rural poor and other field-level rural actors benefits from the long-term character of its operations. In other words, IFAD-supported SSC not only draws on financial and human resources and corporate structures (including country offices where they exist), but builds on existing partnerships and networks. In the PAPAFPA case, relations with growers' cooperatives through investment projects have evolved over the last 12 years, which in the case of the farmers' organizations partnering in REAF expands to 15 years. For their part, the most effective Learning Routes are embedded in long-term investments such as rural finances in Colombia (since 1996), or improved market access for the rural poor in Viet Nam (since 2006). Similarly, the exchanges facilitated by SFOAP are embedded in partnerships with African farmers' organizations that go back to the beginning of the century.

112. Out of 42 COSOPs approved between 2009 and 2014, about one third made reference to knowledge sharing outside the country, and seven used the term "SSC". Those COSOPs with some relevant reference may be grouped as follows: (i) those recognizing opportunities for respective countries to share their experience and knowledge with other countries for pro-poor rural development (e.g. Brazil 2008, China 2011, India 2011, and Mexico 2014), while also referring to the opportunities for them to learn from others; and (ii) those that only refer to the scope for exchange visits and study tours for them to learn from others (e.g. Liberia 2011, Niger 2012) - some in more general terms than others.

113. The 2008 Brazil COSOP and the 2011 China COSOP are among those that embed SSC within their strategic objectives.[52] In both cases, SSC initiatives are either mentioned explicitly or can rely on a broader strategic ground to build upon. At the same time, given that SSC is a means and not an end itself, it may be worthwhile reflecting on whether SSC or knowledge sharing/management should be, in itself, a strategic objective in a COSOP, or whether it should be featured as one of the approaches to achieve objectives.

114. In general, the explicit intention of supporting SSC has been featured more visibly in those countries that are interested in the supply side of SSC. IFAD-backed SSC has not yet found its way into COSOPs and other strategic planning mechanisms in a significant way with countries of lower and lower-middle income that are more likely to be SSC receivers.

[52] One of the three strategic objectives in the China COSOP was "to enhance South-South cooperation and knowledge management provide opportunities for sharing knowledge generated through innovation and the scaling up of good practices in rural development". The Brazil COSOP had a more broadly framed strategic objective, "to deepen the discussion on rural poverty reduction and family farming policies at the national and international levels", under which heading SSC was featured.

115. Even though there are some cases where more programmatic support to SSC is integrated into projects (e.g. Mauritania and Sao Tome cases reviewed), strategic mainstreaming of SSC into country programmes still remains incipient. A majority of SSC examples reported by IFAD in the past in official documents[53] are those financed through grants; available information indicates that many SSC examples under loan-financed projects tend to be one-off study tours and exchange visits, rather than part of programmatic and strategic interventions geared towards the fulfilment of objectives of country programmes and projects. The SSC grants only occasionally complement – and are complemented by – other IFAD operations. One of the common issues raised in CPEs (as well as the CLEs on innovation and scaling-up, and grant financing) is indeed about weak synergies (or missed opportunities for synergies) between lending/investment operations and non-lending activities, even though this finding is not limited to the topic of SSC. In practice, these complementarities happen when project staff are already acquainted and connect to each other. Another factor is the capacities of the IFAD staff involved in the grant supervision when it comes to mobilizing solution providers at peer level in other IFAD investments or grants, including in third countries. This can be observed in the cases of PAPAFPA and REAF, with the former accelerating exchanges through good relations between Country programme managers (CPMs) (e.g. in the exchange with Liberia) and the latter relying on demands from third-country CPMs who have heard of the REAF experience. Under SFOAP there is an ongoing effort to connect with country projects, which proves to be time- and resource-consuming and with little immediate effect, as the regional dynamic of SFOAP seems to be difficult to match with national and local processes supported by country teams. In sum, IFAD's support to SSC generally lacks a structured way of capturing and channelling demand.

116. At the level of countries usually providing SSC, synergies may be easier to create, especially at the level of investment projects that can serve as a source of knowledge and experience. In this line, part of the study visits under IPRCC China were conducted in the context of two investment projects financed by IFAD.[54] The main reason is that these SSC grants are supervised by the corresponding IFAD country team, which also supervises other projects and can therefore identify opportunities for complementarities.[55] On the receiving side, however, the relevance of what is shared by the SSC providers in the supplier-led model is not clear in terms of the IFAD portfolio or even larger rural development programme.

117. Importantly, an effective mainstreaming of SSC into country programmes largely depends on IFAD's capacities to connect and broker actors at various levels. A number of IOE evaluations (e.g. Brazil CPE, Ghana CPE, CLE supervision), as well as the country presence strategy, suggest outposting of the CPM in the respective country as a key ingredient to raise the bar in non-lending activities, including SSC. This might be relevant not only for partnerships with some of the MICs as SSC providers, but increasingly also for the country-level anchoring of regional initiatives for mutual learning.

C. Effective implementation

118. In terms of planning and implementation, IFAD's support to SSC can be distinguished in two groups, with direct implications for effectiveness and results orientation. Firstly, there are initiatives specifically promoting SSC as the main focus. This is the case of the Innovation MarketPlace, Indonesia, IPRCC China, the Learning Routes and NEN-UNOSSC. Secondly, SSC is being used under larger programmes, whether grants (REAF, SFOAP) or investment projects (PAPAFPA in Sao Tome and Principe, and PDDO in Mauritania). Except for the case

[53] For example, "South-South cooperation in IFAD's business model" prepared for IFAD9, as well as "Report on IFAD's Development Effectiveness" presented to the Executive Board in December 2012.
[54] Guangxi Integrated Agricultural Development Project and Modular Rural Development Project.
[55] IPRCC grant completion report, interview with IFAD staff.

of Mauritania, these have incorporated the SSC angle progressively during project implementation, but without having designed this element in a systematic manner. This distinction is critical to understand whether SSC was sufficiently geared towards development results and the extent to which these results and the overall impact can be assessed accordingly.

119. One key element emerging from documentation review is that the first group of SSC-centred grants have planned mainly for outputs produced by their support to South-South learning, which in some cases have been overachieved. Up to the end of 2014, the Innovation MarketPlace had financed 66 joint research projects, quadrupling the initial estimate (15). IPRCC China gathered 200 participants in four workshops, compared to a planned 90 attendees in three events. In the multiple Learning Routes, the estimates were over-fulfilled in numerous ways, particularly in the area of ruteros (travellers) and innovation plans. In the second group of grants and investment projects drawing on SSC as a secondary activity, the SSC-related results are usually embedded in more general results. While this makes SSC-specific M&E difficult, the advantage of this group lies with the direct connection of SSC activities to broader development objectives, which is not always the case for stand-alone initiatives. For instance, as outlined by the Brazil CPE and the SFOAP external evaluation, REAF and SFOAP included SSC as part of a larger effort for policy influence, capacity building and training for farmers' organizations. In the case of REAF, this has been expanded to third countries such as Colombia and Ecuador.

120. Although SSC has a better chance of generating impact when embedded in the implementation of these larger projects (hence, better chance of putting knowledge into practice), there is no structured approach to documenting the specific contributions from SSC. Even in cases where SSC was initially a pilot to then be converted in a formal project component (current phases of REAF and SFOAP), the underlying rationale on the potential and desired impact of SSC is vague at best. In particular, the distinctive value of SSC as a driver for capacity development remains unclear at the conceptual and methodological levels. But then again, this is a common problem with interventions for capacity building and knowledge management in general.

121. Overall, project documentation and review/analytical reports (e.g. Learning Routes) indicate that most of SSC planning and implementation focus on outputs (e.g. "number of workshops held") and occasionally intermediate outcomes (e.g. "cooperatives strengthened"), rather than projecting eventual contribution to development impact (e.g. "income improved"), even though understandably it would be challenging to assess and compare the magnitude of the SSC contribution to development impact or efficiency, against the counterfactual (i.e. when there is no SSC involved).

122. Without necessarily being an SSC-specific limitation, planning seldom follows a structured results approach. There are few logical frameworks providing a consistent distinction between outputs, outcomes and impacts, and a logical hierarchy. In this sense, it is not surprising that SSC (and especially SSC-specific grants) is implemented based on actions, rather than with a view to actual changes to be achieved. With few exceptions, monitoring focuses on outputs only and does not provide sufficient contents for learning and story-telling.

123. Only for the Learning Routes does a basic M&E framework look into outcomes. This framework captures outputs (e.g. the innovation plans) and intermediate outcomes such as new policies and instruments, improved organizational capacities of farmers' organizations/cooperatives and increased operational efficiency in service delivery to their stakeholders. According to reports by PROCASUR[56] and

[56] "Scaling up 'Learning Route' as a Knowledge Management and Capacity Building Tool" (2012) and "The Learning Routes as Tools to Scale Up and Disseminate Innovations (2012).

ROUTASIA/ROUTESA reports, around 70-75 per cent of Learning Routes participants indicate that actual changes happen at their institution as a result of the exchanges. But again, it is not immediately clear how these changes contribute to generate impact in terms of improved food security and nutrition, higher incomes and stronger resilience.

124. Among the main instruments, current SSC initiatives supported by IFAD use mainly knowledge sharing (present in all experiences), while Southern-led technical assistance (Learning Routes, PAPAFPA), peer reviews (SFOAP), technology transfer (Innovation MarketPlace, Learning Routes, PAPAFPA) and academic cooperation (Innovation MarketPlace) are slowly emerging in a number of initiatives. The concentration on knowledge sharing seems to be coherent with the exploratory character of most SSC support that IFAD currently provides.

125. At the same time, particularly the Innovation MarketPlace, the Learning Routes and PAPAFPA mobilize a range of instruments. This diversity helped understand better the complementarity, sequencing and adaptability of different instrument to cater to the needs and interests of the distinct stakeholders. In the PAPAFPA experience, for instance, Southern technical assistance (from Ecuador, El Salvador and Mexico) was used to kick-start the technical production capacities of coffee producers, while knowledge sharing had a motivational impact for improving the performance of the pepper cooperative. As highlighted by the Brazil CPE, the Innovation MarketPlace uses academic cooperation – in terms of joint projects – conducted by individual researchers from Brazil and African or Latin American countries, while the final users of research results, including goat smallholders in Benin and potato farmers in Bolivia, benefit from the transfer and adaptation of successful Brazilian technologies within these exchanges.

126. With knowledge sharing being the central instrument of IFAD-supported SSC, it is not surprising that a majority of activities are conducted in modalities such as field visits, study tours, workshops and expert panels. Most of these modalities entail a one-off event, although some initiatives have used medium-term exchange formats – for example through twinning arrangements (Mauritania and PAPAFPA), virtual exchanges on online platforms (Learning Routes, Innovation MarketPlace), or video and teleconferences (REAF). In addition, both the Learning Routes and PAPAFPA are making substantial efforts to train trainers and foster rural champions through South-South learning, which could lead to broader and more sustainable outreach to, and empowerment of, rural communities. There are two key inter-related issues: how to increase the likelihood of individual participants influencing their institutions/organizations, and how knowledge sharing can be pursued in a cost-effective manner (given, for example, the relatively high cost to individuals for international travel).

127. IFAD is also involved in supporting the efforts of its partners to capture and document development experiences and solutions of rural champions, which occasionally are embedded in specific knowledge management components. An advanced example can be found in the Learning Routes, which document and package rural knowledge in a formalized manner, involving IFAD staff and other experts in the validation and backstopping of the solutions to be shared in the routes. As part of IPRCC China, substantial efforts were made to systematize Chinese experiences in specific areas of agricultural development through knowledge products (particularly case studies). There are also academic publications generated by the Innovation MarketPlace which constitute references in their respective field of specialization, and are focused on challenges and opportunities of tropical agriculture. REAF and SFOAP map lessons learned of farmers' organizations within dedicated knowledge management components. However, these experiences are not publicly available yet. At any rate, across initiatives, capturing and packaging knowledge is seen as a vital ingredient to broaden the scope (as more stakeholders can access and learn) and to

create a stronger ground for sustainability (as knowledge becomes explicit and does not depend only on individuals). This is along the lines of findings in the CLE on innovation and scaling-up, which pointed out the importance of knowledge management and learning to document innovations successfully tested on the ground and share them with a broader audience.

128. Importantly, a number of initiatives supported by IFAD have designed, or are in the process of designing, methodologies for supporting SSC. The approach used under the Learning Routes is quite mature already, after being tested in multiple national and regional environments. It establishes a three-step procedure starting with the identification, capturing and packaging of knowledge ("preparation"), which can take four to six months. This is followed by the actual knowledge sharing and exchange through the Learning Routes at paid hosts ("implementation"), where ruteros selected from regional calls participate in exchanges of usually eight to ten days. Finally, the ruteros return home with an innovation plan for their institution, which can be awarded with small grants to ensure its implementation. An ex-post evaluation usually takes place six to twelve months after a Learning Route ("follow-up"). The REAF team is currently designing an SSC methodology with a similar approach. It foresees a comprehensive preparation (through identification-validation of the demand and the corresponding available solutions), implementation (usually three- to five- day visits/exchanges framed by a joint work plan establishing co-responsibilities, and informed by technical documents) and follow-up (based on outcome reports and joint next steps agreed during the exchange).

129. These examples show that IFAD-supported SSC is slowly moving into more structured approaches to SSC, which ultimately help focus on demand rather than supply, strengthen results orientation and deepen learning about what works and what doesn't in supporting and facilitating South-South knowledge sharing from the Fund's end. Both methodologies (Learning Routes and REAF) are being used by implementation partners (PROCASUR and Centro Latinoamericano de Economía Humana - CLAEH, respectively).

D. Sustainability

130. When considering the issue of sustainability of benefits, it is important to take into consideration the "pilot" nature of many IFAD-supported SSC initiatives. This implies that knowledge shared may not be necessarily vetted for its quality or be well-packaged, and that solutions are not always fully transferred or translated into actions. It also means that results are assessed only in a fragmented way, and overall documentation of what happens after an exchange is concluded is virtually absent, especially when SSC is pursued as a main objective and activity under grants. In general, there may also be limited clarity at IFAD on how SSC – including those more driven by providers – complements and contributes to IFAD's overall portfolio and mandate.

131. While operational underpinnings are still blurry, there are already a number of key elements to look into when it comes to ensuring that knowledge and technologies are transferred effectively and generate individual and institutional change that can be maintained, even scaled-up and deepened over time.

132. First is the extent to which rural solutions transferred are related to, or embedded in, policies directly affecting the rural poor. As projects working at the nexus between farmers' organizations and governments, REAF and SFOAP take a straightforward approach by directing SSC to areas which are considered critical for policy and institutional change at the government level. Initially project-based, REAF, now entirely funded by MERCOSUR governments, achieved numerous improvements through exchanges on domestic policies and programmes such as farmers' registries and social security for family farmers, among others, which would have far-reaching impact on family farmers (Brazil CPE, Argentina CPE).

SFOAP's activities are geared towards improving capacities of farmers' organizations to make proposals to national and regional agriculture policies and programmes (SFOAP external evaluation commissioned by the European Commission). In both cases, transferred solutions are framed by ongoing reform processes and can be expected to be relevant for a long period.

133. Second, pre-existing partnerships and evolving networks constitute a strong ground for sustainability. This is particularly visible in the PAPAFPA experience, which draws on a diverse range of actors (including growers' cooperatives, buyer companies and IFAD staff) who have been collaborating for several years. The exchanges among cooperatives' champions were embedded in ongoing operations, while the close relationships enabled partners to identify their needs and interests openly and honestly. The crucial function of networks has also been incorporated in the Learning Routes, especially at the supply side, where rural champions become members of a roster of quasi-professional knowledge providers. For their part, both REAF and SFOAP build on long-standing and multi-faceted relationships that IFAD has maintained with the farmers' organizations for many years, which also led to the establishment of the Farmers' Forum in 2005, which is "an ongoing, bottom-up process of consultation and dialogue among small farmers' and rural producers' organizations, IFAD and governments, focused on rural development and poverty reduction."[57] Such relationships and networks provide ample opportunities to identify and capture knowledge immediately critical to medium- and long-term capacity development of these grassroots organizations.

134. Third, results from exchanges are more likely to be tangible and have better chances of sustainability if they are directly linked to ongoing IFAD operations on the receiving side. To the extent that SSC becomes a complementary contribution to a grant's or investment's purposes, it "borrows" the sustainability from these operations, although sustainability is often found to be challenging in general. As discussed above, synergies with the core IFAD operations are still incipient, although there are varied levels of efforts to link South-South exchanges to broader development processes that IFAD supports. This seems to be particularly relevant for the receiver side, but often IFAD-supported SSC initiatives – except for cases where SSC responded to demand for concrete solutions in investment projects - either overlook this dimension, or focus almost exclusively on the synchronization at the provider end (for instance in Brazil, China and Indonesia).

135. Fourth and closely related with the previous point, sustainability can also be rooted in the replicability of South-South solutions within IFAD's core business. PAPAFPA provides a prime example for how SSC can be replicated progressively throughout value chains, from pilots with a cocoa cooperative which were subsequently applied to the coffee and pepper cooperatives. Furthermore, the cocoa cooperative graduated from receiver to provider of Southern solutions, benefiting cooperatives and rural champions in Liberia, which had a strong empowering effect on both ends. Also REAF replicated the knowledge accumulated by taking it beyond the original "intra-MERCOSUR" scope, on to sharing experiences with peers in Colombia, the Dominican Republic and Ecuador. SFOAP reproduces development solutions and exchange methodologies with national, sub-regional and regional farmers' organizations, ensuring the flow of knowledge at different levels.

136. Fifth, structured approaches to share and exchange Southern solutions tend to ensure favourable prospects for sustainability, as formal planning can take into account key elements and necessary strategies to achieve these solutions. For instance, the innovation plans established by the Learning Routes methodology are not only an ingredient for effective implementation, but also aim

[57] IFAD website http://www.ifad.org/farmer/ Accessed October 2015.

to ensure that solutions transferred are integrated in longer-term institutional change, especially within grassroots organizations and movements. Similarly, REAF's draft SSC methodology includes follow-up plans building on exchanges and technical expertise adapted to each receiving institution's needs and capacities. It is evident that once SSC goes beyond one-off exchanges and is properly planned, IFAD staff and partners will be in a better position to work towards results that are immediately relevant and realistically can be maintained over time.

137. Finally, in most SSC initiatives there are elements of coordination with other multilateral organizations, which not only contribute to leveraging additional resources, but also provide opportunities to link solutions and exchanges to processes that different partners are supporting and scaling up. Financing of the same SSC initiatives and facilitators/providers by other partners is particularly evident in the Learning Routes (FAO, Ford Foundation, the International Development Research Centre, the International Land Coalition, and UNWOMEN) and the Innovation MarketPlace, for which IFAD only contributes 9 per cent of total costs (the main donors are UK Department for International Development, Gates Foundation and WBG). Complementarities at the technical level might be even more important as triggers for SSC to contribute to multi-faceted processes. In this sense, SFOAP works closely with the European Commission, which apart from being main donor also reflects the fact that SFOAP emerges in the context of Africa-Europe relations and particularly the trade agreements.

138. Collaboration with the RBAs around SSC is still incipient at corporate level as well as country levels, but there are ongoing conversations in a number of cases, particularly where RBAs support MICs as knowledge providers (for instance in Brazil, China and Indonesia). One concrete example is SFOAP. Here, FAO also contributes with technical assistance to specific areas of the programme and complementarities with other FAO projects.

139. Overall, planning, implementation and monitoring of SSC activities are still not sufficiently structured and oriented to results, and consequently, this makes it challenging to have a strategic approach to enhance sustainability of benefits, let alone document the results and benefits. In the face of rising expectations among MICs and other Member States, it will be critical to find adequate tools to ensure that the solutions they want to share become effective contributions to medium- and long-term development processes elsewhere.

E. IFAD support to SSC: strengths and challenges

140. As the previous sections have shown, IFAD has supported SSC in a diverse set of initiatives ranging from grants focusing on South-South exchanges to broader operations mainstreaming the SSC angle progressively. The wide array of initiatives shows that IFAD's support to SSC has responded in an exploratory, iterative and opportunistic manner.

141. IFAD is one of many development partners that have expressed their aspiration to support the global SSC agenda (in TrC), complementing the efforts by countries in the South themselves (bilateral SSC). Based on the diverse experience in supporting SSC so far, what emerge as IFAD's strengths, and what are the challenges it faces?

142. The rural poor and their organizations play a central role as providers and receivers of development solutions that are immediately relevant to their needs and opportunities. This constitutes a unique feature of IFAD's involvement in SSC, as most other multilateral and financial institutions concentrate on central government institutions only.

143. Several initiatives are embedded in long-term partnerships with multiple stakeholders from grassroots organizations, local governments, private companies and IFAD itself. Often, these partnerships have been built up in

operations dating back to the late 1990s. At corporate level, such partnerships have been institutionalized in forms such as the Farmers' Forum and the Indigenous Peoples' Forum. The inherent trust underlying these relationships allows solutions to emerge almost naturally, challenges to be well-known and opportunities for long-term impact to be taken advantage of. Indeed, it is the network and partnerships at different levels that IFAD has built over years and its ability to mobilize knowledge that can be an asset in mutually beneficial SSC.[58]

144. The prominence of regional perspectives is a valuable distinctive asset of IFAD's role in SSC (see box 2). IFAD perhaps has easier entry points to regional or sub-regional processes compared to other IFIs because of its specific niche and focus on agriculture and rural development. Although there are also supply-driven experiences with a strong bilateral character, especially in emerging economies such as Brazil and China, ongoing multi-country initiatives seem to be well-positioned to foster horizontal partnerships, generate clear results and build up rich knowledge repositories that many countries can access and share. IFAD's support to SSC has been embedded in sub-regional processes (such as ECOWAS and MERCOSUR) which have proven to be a propitious environment for South-South learning among peers.

Box 2
Linkages to regional integration processes

In IFAD's evolving support to SSC, regional grants are currently the preferred operational formula to engage the key players of sustainable rural transformation. Over the past years, the Fund has accumulated vital lessons on how to link South-South learning to regional integration processes and their institutional bodies. This is especially evident in the mutual learning among farmers' organizations and their support as partners in regional dialogues with policy-makers. A flagship experience is the South-South learning in the context of REAF, whose secretariat was integrated in MERCOSUR headquarters in 2012. In this case, IFAD's support to SSC was not only fully aligned with ongoing policy processes, but also benefitted from the MERCOSUR member governments' desire to learn from each other, particularly from Brazil (CPE Brazil, CPE Argentina). To a certain extent, the SFOAP grants aim to replicate the South American success story by working with numerous regional and national farmers' organizations, and articulating their efforts with regional integration bodies such as the African Union and ECOWAS. In this context, SSC takes place vis-à-vis negotiations of international trade agreements, for instance with the European Union, and their impact on smallholder farmers (SFOAP evaluation). In Asia, IFAD is currently engaging in a closer interaction, through a new large regional grant, with the Association of Southeast Asian Nations (ASEAN) Secretariat in order to strengthen the institutional capacity of the Association of Southeast Asian Nations member states to develop and implement policies and sub-regional programmes that support the integration of smallholders in sub-regional agricultural and food markets. The tendency to contribute with SSC to regional integration processes reflects IFAD's shift to more strategic and larger-scale engagements. This helps position the rural poor at the centre of policies and political processes which affect them directly, for example through food security policies, trade agreements, social standards and market access.

145. Among the key issues identified, there seems to be lack of clarity in what should be the main objectives, focus and intended results/outcomes of supporting SSC, in particular for SSC provider-driven model. Is the focus on supporting some of the MICs' interest in expanding their SSC portfolio and building their capacity as SSC provider of rural development solutions in general? Or is it on facilitating the other side to receive relevant and cost-effective solutions and put them into practice? MICs with substantial experience and innovations with regard to rural poverty reduction may be interested in sharing knowledge as well as

[58] The SFOAP pilot phase external evaluation commissioned by the European Commission indicated as a unique feature of the programme that "it is the only programme that focuses support on the cross-cutting institutional strengthening of both the network and its members, with respect to relations between regional farmer organizations and their members as well as between the members themselves. While other programmes may be financially more important, they generally focus on specific sectors."

learning from others, but strong interest in the former by some of these countries could pose a challenge in terms of clearly defining expected results and outcomes and how to measure them, in particular in the SSC-provider driven model.

146. In general, any SSC planning, implementation and monitoring requires a stronger result orientation in order to capture outcomes and impacts. So far, IFAD lacks a convincing narrative on why, when and how SSC contributes to its strategic and operational objectives, and which specific SSC strengths enable capacity development and policy change in practice, for instance.

147. Strategic and operational mainstreaming of support to SSC appears to be weak. The past evaluations often discussed weak linkages between investment projects and non-lending activities. Along this line, even though there are some successful examples documented, such as REAF, it is not always evident how South-South knowledge exchange (often financed by grants) would actually be translated into concrete actions and scaled-up – and contribute to improved performance of investment projects for better rural livelihoods. Where SSC materialized under investment projects, this tended to be more opportunistic, rather than as a result of strategic reflection on SSC opportunities in project design and planning – and there is no tracking mechanisms in corporate reporting nor in specific projects' M&E.

148. So far, proactive assessment and identification of South-South learning opportunities is not evident in most COSOPs with countries that might demand other countries' solutions. While a reliable supply of knowledge and solutions is indispensable, the demand for knowledge constitutes the centrepiece for scaling up SSC in a meaningful and sustainable way. It should be noted that even in supply-driven SSC initiatives, there have been examples of mechanisms to make solutions more responsive to demand by the receiving partners such as the Innovation MarketPlace in Brazil (through calls for joint proposals).

Key points

- With country and regional grants in support of SSC, IFAD responds to two levels of country ownership: central government institutions, and organizations at grassroots level.
- Responsiveness to demand by the main IFAD target group and other key partners to learn constitutes a key value of IFAD's current support to SSC. At this stage, this happens in regional grants, where mutual learning takes place and a supply of rural solutions can emerge. On the supply side, country grants support a number of emerging economies to capture and share their agricultural solutions. Both demand and supply are critical to successful SSC but need to be fully anchored in the needs and potentials of the rural poor.
- IFAD's capacity to mobilize, connect and broker among the rural poor and other field-level rural actors benefits from the long-term character of its operations and partnerships.
- Strategic mainstreaming of SSC into country programmes remains incipient, but there is a clear awareness that SSC can accelerate the impact of IFAD-financed projects, and should therefore be synergized more consistently.
- SSC-centred grants (e.g. initiatives specifically promoting SSC as the main orientation) are planned mainly for outputs, such as number of participants or workshops. Where SSC is integrated into larger projects, there is an advantage of direct connection of SSC activities to broader development objectives, but there is no structured approach to documenting SSC contributions.
- With knowledge sharing being the central instrument of IFAD-supported SSC, a majority of activities are conducted in one-off modalities such as field visits, study tours and workshops. Two key related issues are: how to increase the likelihoods of individual participants in knowledge exchange influencing their institutions back home and how knowledge sharing can be cost-effectiveness.
- There seems to be lack of clarity about what the main objectives, focus and intended outcomes should be, in particular for the SSC supplier-driven model.

V. Storyline, conclusions and recommendations

A. Storyline

149. There is global consensus that SSC is an important element of international cooperation for development as a complement, not a substitute, to North-South cooperation. The importance of and global support for SSC and TrC have been reiterated recently in the context of the Agenda 2030, as means of implementing the SDGs. Reflecting the growing interest in and demand for SSC in the global development architecture, a number of multilateral organizations have endeavoured to upgrade their support to SSC and TrC.

150. IFAD has been requested by its Member States to more proactively and systematically promote and support SSC. Recipient countries are interested in learning from the experiences of other developing countries. Furthermore, some of the MICs have expressed a high demand for IFAD support to help them enhance their engagement with SSC – more frequently as a provider but also as a receiver by learning from others – especially relating to brokering and facilitation, networking, capturing and packaging knowledge, as well as institutional arrangements and operational know-how for providing cooperation.

151. In response to increasing demand from the Member States, SSC appeared as an explicit corporate agenda around 2008 in the context of IFAD8 and it has remained high on the agenda in IFAD9 and IFAD10. So far, IFAD's only corporate document focusing specifically on this topic has been a document submitted for IFAD9, "SSC in IFAD's business model". IFAD has not prepared any position paper, policy or strategy on SSC and TrC. In IFAD's corporate documents, SSC has been mainly associated with knowledge sharing (including mutual learning), reflecting the fact that IFAD has been supporting such initiatives mainly through regional grants even before IFAD8, without labelling them as SSC.

152. Given the increasing demand, and with various development partners stepping up their support to SSC and TrC, it is vital for IFAD to carefully reflect on its comparative advantage. Deliberation on this issue is not complicated: one of IFAD's advantages clearly lies in its specific focus on rural poverty reduction through investing in rural people, with accumulated on-the-ground experience and pro-poor policy engagement. Its focus on putting the rural champions and their organizations in the forefront in all it does is a distinctive feature of IFAD. Furthermore, as one of the few IFIs in the United Nations System,[59] the investment projects that IFAD finances offer platforms to bring knowledge sharing and mutual learning to the next level with a series of concrete actions. In other words, IFAD's support to SSC has immense potential to contribute to results and impact of larger-scale investment projects and broader policies and institutions concerning the rural poor. Therefore, a more pertinent question than why would be how IFAD should best exploit its comparative advantage in supporting SSC and TrC.

153. There are many opportunities to further enhance the scope and potential of IFAD's support to SSC, given ongoing institutional processes and growing partnerships. At IFAD, there is an urge to debate on how best to engage with diverse MICs, including those that are interested in sharing their knowledge and contributing to the sustainable development of other countries. Frontline capacity is being strengthened through expanded country presence and increased in-country postings of country managers. Specialized development solutions are being accumulated at the expanding Policy and Technical Advisory Division (PTA), whose staff have been increasingly involved in project design and supervision. In the context of IFAD10, unrestricted complementary contribution to support SSC and

[59] The other international financial institutions in the United Nations System are the World Bank and the International Monetary Fund.

TrC is being mobilized. A new grant policy has been approved. And there will be a new operational framework to scale up for results,[60] rooted in Southern-led solutions. Therefore, IFAD's SSC agenda is consistent with ongoing institutional adjustments at the Fund, both benefitting from new windows of opportunity, and also contributing to the institutional priorities. There are also opportunities for enhanced collaboration with RBAs in the fields of agriculture, food security and rural development, drawing on the comparative advantage and strengths of each agency which have been identified in recent initiatives to set up collaborative frameworks.[61]

B. Conclusions

154. SSC has been a high priority for IFAD and its Member States since IFAD8, but there has been lack of clarity, particularly in the following aspects. First, IFAD has not clearly articulated main objectives, logic models and approaches for supporting different (though not mutually exclusive) types of SSC (i.e. horizontal peer-to-peer learning, SSC provider-driven, and demand-driven by solution seekers). For example, with respect to a small number of grants that IFAD has provided to some MICs mainly to better position them as SSC providers, their expected contribution and impact pathways leading to sustainable rural transformation tend to be vague at best. Similarly, there are a number of regional grants supporting exchanges among rural players which are not always synchronized with IFAD operations.

155. Second, there is diverse understanding among IFAD staff and managers and among the Member States on what SSC is and implies for IFAD. At IFAD SSC has normally been associated with knowledge sharing in the form of study tours, exchange visits and conferences/workshops. However, the possibility of resourced MICs co-financing IFAD-financed projects has also been discussed in relation to the SSC agenda. There was a reference to "investment promotion" in the IFAD10 report in addition to "knowledge-based cooperation" related to SSC, but so far no clarity has been provided on what this means in the IFAD context and its programming and operations.

156. Third, it is not clear to what extent and how IFAD has pursued (or intends to pursue) SSC in a systematic and strategic manner while also promoting SSC mainstreaming into country programmes, as indicated in the 2011 paper "SSC in IFAD's business model" and in accordance with IFAD9 commitments. It is acknowledged that IFAD stepped up its attention to SSC during the IFAD9 period, including the corporate coordination efforts (see paragraphs 73-77). However, the ESR did not find strong evidence that these activities have culminated in (or been guided by) a more coherent and strategic framework and approach to SSC, or that clear staff incentives to proactively pursue and promote SSC have been developed. It is understood that SKD has been working to develop a more programmatic approach, including a proposal on how the use of unrestricted complementary contributions for this purpose may be operationalized.

157. Over the past years, IFAD has supported SSC mainly in the form of knowledge sharing and mutual learning among peers (category I). This applies even to cases not originally framed as SSC and not consciously pursued under the SSC agenda. These initiatives have indeed demonstrated the strengths of IFAD in supporting peer learning among rural champions and their allies, generating what is considered as good practices and successes in a number of cases (e.g. REAF, Learning Routes). A relatively programmatic approach to supporting mutual learning has been taken mainly in the context of

[60] IFAD 2015. Scaling-up results.
[61] FAO, IFAD and WFP: Strengthening resilience for food security and nutrition - A Conceptual Framework for Collaboration and Partnership among the Rome-based Agencies (April 2015), as well as Inter-agency Collaborative Framework on United Nations Support to South-South Cooperation in the areas of climate change, food security and nutrition and HIV/AIDS (draft June 2015).

regional grants. The likelihood of achieving impact is especially high where grants are strategically embedded in, or at least linked to, regional integration processes and their formal bodies.

158. In recent years IFAD has also provided a small number of grants to some of the MICs interested in sharing knowledge, with a focus on supporting them in capturing, packaging and sharing their experience (category II). The experience with this type of support to SSC is rather limited to larger emerging economies. The need to strategically reposition IFAD among a diverse group of MICs with differentiated services has been discussed since IFAD8, including the recent ESR by IOE on IFAD's engagement with MICs. This category II type of support is seen as one of the options to respond to the diversified needs of MICs. In these cases, however, expected results and impact beyond output level are usually not well-articulated, and the ultimate goal and beneficiaries of such SSC support are not entirely clear. At the same time, the Innovation MarketPlace through EMBRAPA Brazil presents an example of a mechanism to make solution provision more responsive to demands.

159. This ESR confirms that the main features and strengths of IFAD-facilitated SSC include: (i) the focus on rural poverty reduction and smallholder agriculture based on its accumulated experience with global outreach; (ii) a central role of the rural poor and grassroots organizations as main providers and receivers of development solutions; (iii) its long-term partnerships with multiple stakeholders and in particular grassroots organizations (e.g. farmers' organizations); and (iv) the prominence of a regional perspective.

160. Nonetheless, there are opportunities for strengthening strategic mainstreaming of SSC into country programmes in a more structured manner. Relatively programmatic SSC initiatives have often been financed through (mostly regional) grants, but their linkages with overall country programmes are often not evident. It is not unusual that study tours or exchange visits are financed under investment projects, but many of these take place in an ad hoc manner and as a one-off approach, often as a result of informal networking and relationships between CPMs, project staff or consultants. Opportunities for sharing knowledge with others and learning from/with other Southern actors are not well reflected upon in COSOPs.

161. Results orientation in planning and monitoring SSC activities tends to be weak, with outputs (e.g. number of workshops, number of participants) often being the main focus of planning and reporting. This is evident in SSC-centred grants, or when SSC activities take place in the context of (or in relation to) larger projects where there is no structured approach to documenting the specific contributions of SSC. Bearing in mind that SSC is a means and not an end in itself, planning for, and measuring the contributions of, SSC to objectives will be vital for future scaling up of SSC as part of IFAD's business model.

162. Opportunities for collaboration with RBAs around SSC have not been fully exploited at corporate or country level. At corporate level, there is interest from all three agencies, and discussions are ongoing for better collaboration in a pragmatic manner. At country level, specific opportunities vary in each context but might be further considered in continued coordination of country programming.

163. Finally, beyond knowledge-based SSC, there is demand for more diverse and alternative support for SSC, especially from some of the MICs interested in expanding their SSC portfolio. These ideas and proposals include the use of SSC to map and disseminate opportunities for MIC governments and their private companies to invest in agricultural development in third countries. Some governments are also interested in co-investing in IFAD-financed projects in another country (e.g. Turkey CPE). Whether or not these would be the types/forms of SSC that IFAD should or would want to promote under the "SSC heading" may

merit reflection and clarity from a corporate perspective. In any case, it would be critical to ensure consistency with and contribution to IFAD's mandate.

C. Recommendations

164. While IFAD should ensure continuity of current partnerships and activities around SSC, there are opportunities to support SSC in a more strategic, innovative and effective manner. Some key recommendations for consideration by IFAD are as follows:

165. Recommendation 1: Provide conceptual clarity and practical guidance at corporate level for IFAD's support to SSC. A short document should be developed to clarify objectives, financing, operational pathways and staff incentives for integrating SSC, focused on knowledge sharing in IFAD country programmes, and with a differentiated approach (possibly reflecting the three-tier approach described in section III.C).

166. The document should also clarify what is considered to be SSC in the IFAD context and which support options the Fund will offer. Such clarification would be helpful given the strong push, and varying expectations, from Member States to do more on SSC. Since SSC is not an end in itself, based on its comparative advantage it is vital for IFAD to articulate what sort of SSC can enhance the impact of its portfolio and contribute to its mandate, and which areas are less important, or should even be avoided. This is also important in order to clarify the types of SSC support that should be reported on.

167. Recommendation 2: Better mainstream SSC into country programming through a structured approach. This may involve more systematic and proactive assessments of countries' interest in sharing knowledge, as well as exchanging with and learning from others regarding solutions to common development challenges in the context of country programmes. Such efforts should be accompanied by staff capacity building to enhance their understanding of SSC and approaches to mainstreaming SSC.

168. For instance, COSOPs might identify key areas of demand by the respective countries for South-South learning, and potential Southern partners that may be able to share relevant experience and knowledge. This identification process could cut across different aspects of COSOPs, from key thematic areas covered in strategic objectives, to the policy agenda, to an indicative pipeline of projects. Investment projects could consider opportunities for mutual learning from the design stage, while leaving room for needs that may emerge during implementation. South-South exchange, which may be supported through regional and global grants, can be linked to the country-level policy engagement agenda.

169. IFAD might reflect on guidance for mainstreaming a cross-cutting theme (for example, gender) within institutional processes, which emphasizes the importance of "drivers" such as organizational culture/leadership, human resources capacity/training, staff incentives, dedicated financial resources, as well as organizational standard setting and reporting procedures.[62] In this connection, IFAD may explore possibilities for allocating funds to create conditions for mainstreaming SSC. Funding may be used, for example, during the project design stage to assess the knowledge needs that other Southern countries could respond to. Linking South-South knowledge sharing with investments and concrete actions or policy engagement does not necessarily require substantial resources. What counts is the flexibility and timeliness of financing.

170. IFAD should also track and monitor SSC activities and initiatives in grants and investment projects more systematically and with a stronger results orientation. Such information could be fed into the Secretary-General's annual report on SSC in

[62] For example, United Nations Women has produced "Guidance Note: Gender mainstreaming in development programming" (2014).

the United Nations System (expected in the second half of 2016), where IFAD support to SSC will become visible.

171. Recommendation 3: Systematically build up a catalogue of rural development solutions and provide a platform to make them accessible. IFAD's role as a rural knowledge broker can be strengthened by enhancing the quality, quantity and accessibility of the knowledge it offers, in particular based on the wealth of experiences and solutions generated from Southern partners of IFAD-financed investment projects. This requires a solid operational framework, as well as enhanced staff capacity, for capturing, validating, packaging and making knowledge available in ways that ensure quality, relevance and adaptability.

172. The catalogue should be a "living" repository, updated and enriched regularly, and can build upon ongoing knowledge management efforts by PMD. Identification and validation of knowledge might also be accelerated by closer collaboration with Southern providers (including MIC development agencies, ministries of agriculture and grassroots organizations) through grants, and consistent mapping within investment projects.

173. Recommendation 4: Give consideration to greater in-house coordination arrangements and inter-divisional collaboration. Currently SKD is mandated to promote the SSC agenda in collaboration with PMD. PRM also has a role to play in terms of resource mobilization to support SSC mainstreaming, particularly through COSOPs. Given that PMD is the key player in mainstreaming SSC into country programmes and capturing knowledge from the field, consideration should be given to how SKD and PRM could best support such efforts.

174. Recommendation 5: Continue pursuing opportunities for collaboration with the RBAs in a practical manner at corporate and country levels. Continued interaction with FAO and WFP focal points for SSC could focus on quick wins, for instance through joint staff training, in-country pilots to capture knowledge, and information sharing on strategic and operational approaches.

Key international milestones related to South-South cooperation[1]

1949 The United Nations Economic and Social Council (ECOSOC) establishes the first United Nations technical aid programme.

1955 Newly independent African and Asian States meet in Bandung, Indonesia, and decide to work together at the United Nations as the Afro-Asian Group.

1964 Establishment of the United Nations Conference on Trade and Development (UNCTAD). At the first UNCTAD, Latin American countries join with African and Asian countries to create the Group of 77.

1972 The United Nations General Assembly creates a Working Group on technical cooperation among developing countries (TCDC).

1974 The General Assembly, in its resolution A/3251 (XXIX), endorses "the establishment of a special unit within the United Nations Development Programme to promote technical cooperation among developing countries".

1978 A conference of the global South on TCDC is held in Buenos Aires, resulting in the adoption of the BAPA for Promoting and Implementing TCDC.

1980 The countries participating in UNDP become established as a High-level Committee of the General Assembly that would meet every two years to monitor the implementation of BAPA.

2001 The Third United Nations Conference on the Least Developed Countries, held in Brussels in May 2001, emphasize the importance of South-South cooperation in capacity-building and setting best practices, particularly in the areas of health, education, training, environment, science and technology, trade, investment and transit transport cooperation.

2002 The International Conference on Financing for Development, held in Monterrey, Mexico in March 2002, specifically encourage South-South cooperation, including through TrC, to facilitate exchange of views on successful strategies, practices and experience and replication of projects.

2002 The World Summit on Sustainable Development, held in Johannesburg, South Africa, in August 2002, adopts a Declaration and an Implementation Plan that endorsed South-South cooperation and strong regional and subregional action.

2003 The United Nations General Assembly, in its resolution 58/220, decides to declare 19 December as the United Nations Day for South-South Cooperation.

2004 The Special Unit for TCDC has a new name: the Special Unit for South-South Cooperation (SU/SSC) that reflects the increased importance and expanded focus of cooperation among developing countries.

2005 The Heads of State and Government that gathered at the World Summit in New York, from 14 to 16 September 2005, recognize the achievements and great potential of South-South cooperation and encourage the promotion of such cooperation. They also encourage the international community, including the international financial institutions, to support the efforts of developing countries, inter alia, through TrC.

2009 The High-level United Nations Conference on South-South Cooperation is held in Nairobi, Kenya. Participants produce the Nairobi outcome document highlighting the roles that national governments, regional entities and United Nations agencies are to play in supporting and implementing SSTC.

[1] Source: United Nations Office for South-South Cooperation http://ss-scsd.org/south-south-cooperation/ Accessed April 2015.

2011 The United Nations General Assembly decided that, beginning in 2012, the observance of the United Nations Day for South-South Cooperation would be changed from 19 December to 12 September, to mark the day in 1978 when the United Nations Conference on TCDC adopted the BAPA.

2012 The High-level Committee on South-South Cooperation holds its seventeenth session at United Nations headquarters in New York, from 22 to 25 May 2012, to review the progress made in implementing the BAPA, the new directions strategy for South-South cooperation and the Nairobi Outcome Document of the High-level United Nations Conference on South-South Cooperation.

2014 The Executive Board of the United Nations Development Programme, the United Nations Population Fund and the United Nations Office for Project Services at its annual session 2014 takes note of and approves the Strategic Framework of the United Nations Office for South-South Cooperation, 2014-2017.

Reference to SSC in key IFAD corporate documents

Table II-1
Reference to South-South and triangular cooperation in Strategic Framework documents

Strategic Frameworks	*Reference to SSC and SSTC*
SF 2011-2015	New potential for South-South cooperation. Another important element of the new global development architecture is the emergence of a number of major new players – such as Brazil, China and India – in the global economy and in South-South cooperation.The support of these countries is presenting new opportunities for rural economies in developing countries – particularly given that emerging economies have been a major source of both demand and supply for agricultural products, agricultural technology and knowledge sharing. (p.23) IFAD can also make an enormous contribution to the rural development, poverty reduction, and food security efforts of its Member States by enhancing its role as a knowledge broker among countries, leveraging its 30 years of experience and its close relations with national governments and other stakeholders. IFAD will develop knowledge products more systematically and make them available to a wider audience. It will also enhance its role in facilitating South-South cooperation, including by drawing lessons from successful experiences of MICs that may be applied in low-income countries. (p.31) Principle of engagement 7: Effective partnerships and resource mobilization. Seek ways to better support and leverage South-South cooperation, with a view to gradually mainstreaming it into IFAD's work in the future. (p.42)

Table II-2
Reference to South-South and triangular cooperation in governing body documents

Replenishment consultation	*Reference to SSC and SSTC*
8th consultation (2008) (GC 32/L.5, January 2009)	As one of the actions that IFAD should explore to enhance its role in MICs, the report stated that IFAD should explore further actions including, "***more actively promote South-South cooperation, including by supporting MICs in their efforts to promote knowledge-sharing and innovation in low-income countries***. *Some MICs have developed leading edge capabilities in agricultural research and are generating new technologies that are likely to prove essential to the interests of poorer countries. By supporting South-South cooperation, IFAD will increase its overall effectiveness and the sustainability of its efforts*".
Report on 9th consultation (2011)	"*Enhancing IFAD's business model with an explicit South-South and triangular cooperation (SSTC) dimension that is strong, well-planned and coordinated will yield multiple benefits for the relevance, effectiveness and efficiency of IFAD-supported programmes, as well as for IFAD's ability to promote scaling-up and engage in national policy dialogue on agriculture and rural development. Towards this, IFAD will strengthen its role in promoting and facilitating SSTC*". As key **commitments**, the following were listed: "*(a) establish an adequately resourced corporate coordination function to ensure SSTC is pursued in a strategic manner, is widely mainstreamed across country programmes, and is grounded in a robust evidence base; and (b) develop staff incentives to proactively pursue and promote SSTC*."
Report on IFAD's Development Effectiveness (2012) (EB2012/107/R.8/Rev.1, Dec 2012)	"*The potential of SSTC in addressing smallholder development issues has grown as institutions in developing countries accumulate their capacities and experience, as has the interest – at the highest level – of many developing countries in actively sharing these. What is clear is that* ***SSTC can help build national policy and technical environments that contribute to the greater effectiveness of IFAD country programmes and to the overall smallholder development effort that these country programmes support***. *It is also clear that IFAD can contribute to the effectiveness of the cooperation by mobilizing its own extensive partnerships and networks of collaboration. That, and growing demand from IFAD Member States to support their own initiatives, has prompted a more proactive and strategic approach on IFAD's part*." (para 163)

Replenishment consultation	*Reference to SSC and SSTC*
	"*In September 2010, IFAD discussed its approach to SSTC with its Executive Board, and it was decided that it should adopt a systematic approach, mainstreaming SSTC into its business model, including as part of its scaling-up strategy. The issue was taken up again in the consultations on IFAD9, in the context of which IFAD undertook to 'establish an adequately resourced corporate coordination function to ensure South-South and triangular cooperation is pursued in a strategic manner, is widely mainstreamed across country programmes, and is grounded in a robust evidence base; and to develop staff incentives to proactively pursue and promote South-South and triangular cooperation*'". (para 164) "*Within the context of the action taken to honour that engagement,* ***for the first time IFAD's engagement is no longer the sum of individual and ad hoc initiatives of its regional divisions, although the regional divisions continue to play a key role in identifying and developing opportunities***. ***Responsibility for promoting a more coherent approach*** *– benefitting from the diverse experiences gained to date, and arising in the context of broader initiatives and frameworks of SSTC (rather than simply bilateral cooperation among particular developing countries) – has been established for the first time, and located in* ***the Strategy and Knowledge Management Department.*** *The Department has* ***the clear mandate to promote IFAD's engagement as a means of broadening partnerships for smallholder development****, focusing on relationships that offer real opportunities for operational impact for IFAD and for its national-level development partners*." (para 165)
IFAD at the Midterm of the Ninth Replenishment (2014) (IFAD10/1/R.2)	"*A paper indicating how IFAD would support South-South cooperation was presented to the Executive Board in 2012. In line with the approach proposed therein, IFAD has promoted study tours by government and project staff from one borrowing country to another to observe best practice in projects and country programmes. Most notable in this regard were the learning routes study tours to Peru undertaken by government and project staff from several African and Asian countries. The systematic collection and dissemination of project experiences to enable other countries to benefit and duplicate successful innovations is now a major IFAD objective within its KM framework*". (para 61) With regard to the IFAD9 commitment of "establish an adequately resourced corporate coordination function to ensure South-South and triangular cooperation is pursued in a strategic manner, is widely mainstreamed across country programmes, and is grounded in a robust evidence base", IFAD reported this commitment having been implemented with the following comments: "*Using IMI financing, information on IFAD's strategy and experience in South-South and triangular cooperation (SSTC) is being disseminated on the IFAD intranet and internet, and IFAD has established a presence in global STTC forums, including through linkage of SSTC with the scaling-up agenda. Regional divisions are taking initiatives, including through mobilization of grants to support SSTC work, and collaboration with national centres for promotion of bilateral and multilateral SSTC*"
Enhancing IFAD's business model for inclusive and sustainable rural transformation (2014) (IFAD10/2/R.3)	"*Under IFAD10, IFAD plans to expand the work in this area, seeing it as an integral part of its business model. Discussions have been launched with interested Member States to establish a trust fund in support of these efforts.* ***IFAD envisages that SSTC will become a major component of its business model***."
Report on 10th consultation (2015)	"*Consolidate strategic approaches around four key sets of issues – public-private-producer partnerships, country-level policy engagement, global policy engagement, and SSTC; as well as give particular attention to expanding support for rural youth*." "*In the context of a multipolar world, countries from the South account for a significant – and increasing – share of the world economy. SSTC is a reflection of the growing interest of countries of the southern hemisphere in strengthening their relations with each other, by sharing their knowledge, technology and expertise, and learning from each other's experience. IFAD's role, which is played out exclusively in the areas of smallholder agriculture and rural poverty reduction, is to identify knowledge, experiences and good practices in one country that can be of value to stakeholders in other countries, and to broker knowledge-based relationships between them. It is a role that is played out in IFAD's country programmes and projects, as well as in the regional/global policy arena; and it is one that is facilitated through the use of IFAD's*

Replenishment consultation	*Reference to SSC and SSTC*
	regional grants. Under IFAD9, IFAD has stepped up its support to SSTC. An ongoing stocktaking of IFAD's evolving approach and performance to date in over 40 countries, has found the main activities to promote SSTC are exchange visits and study tours for project staff, cross fertilization on country programming, project staff training, capacity development for farmers' organizations, and partnerships with the private sector. It has also begun to identify key ingredients for success in a range of settings. These include, for example, the credibility of the development experience of the cooperating country, the involvement of capable and committed institutions, the use of a variety of tools and activities, and adequate financial support." "*Under IFAD10, IFAD plans to strengthen its comparative advantage and expand its work in this area [SSTC]* ***in terms of both knowledge-based cooperation and investment promotion,*** *seeing it as an integral part of its business model… [A] minimum of 50 per cent of new COSOPs will be expected to include an approach for SSTC as part of the country programme. IFAD will promote the use of its own resources to support SSTC, and it will also seek unrestricted complementary contributions and other resources in order to substantially expand its engagement in this area."* (Report of the consultation)

Box II-1
Extract from "IFAD's engagement with middle-income countries" (2011)

Differentiated services: Enhancing IFAD's knowledge products and services

IFAD already has some knowledge products of importance to MICs, which will be developed further:

- Policy, "convening" and advocacy platforms. IFAD supports its Members by sponsoring dialogue and brokering partnerships between diverse rural stakeholders and constituencies, both within and between countries. This can contribute to governments' own policy definition and investment of public resources in rural development and poverty reduction. Examples include (i) in LAC, the Central America Free Trade Agreement and the Common Market of the South's Commission on Family Farming and its Confederation of Family Farmer Producer Organizations; and (ii) in Africa, the New Partnership for Africa's Development (NEPAD) Comprehensive Africa Agriculture Development Programme. For non-borrowing MICs, these services will be provided for a fee.

- Support to developing national agricultural/rural development strategies. MICs are increasingly requesting sustained analytical support in subsectoral or thematic areas (targeting, gender, rural financing, etc.). Support is delivered by IFAD on the basis of flexible, demand-driven programmes that focus on results….

- South-South cooperation. IFAD can help transfer knowledge to local and regional institutions for greater learning. For example, in collaboration with existing institutions (universities, agricultural colleges, etc.), it could spread knowledge by facilitating learning routes, organizing study tours and employing experts from other southern countries. IFAD will develop peer-to-peer collaboration and build local capacity. In East and Southern Africa, this type of work has included working with the private sector. MICs also have experience, particularly in Latin America, in climate adaptation and mitigation, e.g. agroforestry and payment for environmental services (linked to carbon markets) and zero tillage (for soya) and the use of legumes for nitrogen enhancement. As other Member States develop their own initiatives, these experiences will become increasingly important. Examples are already appearing (e.g. Burkina Faso and the Niger recently reviewed approaches to soil and water conservation).

List of people consulted

IFAD Staff (in alphabetical order)

Abdouli, Abdelhamid, Country Programme Manager, Near East, North Africa and Europe Division (NEN)

Anyonge, Tom, Lead Technical Specialist, Policy and Technical Advisory Division (PTA)

Audinet, Jean-Philippe, Lead Technical Specialist, PTA

Barua, Kaushik, Portfolio Officer, Programme Management Department (PMD)

Batnini, Widad, Partnership Officer, Partnership and Resource Mobilization Office (PRM)

Bresciani, Fabrizio, Regional Economist, Asia and the Pacific Division (APR)

Deshpande, Chitra, Special Advisor to the Vice-President, Office of the President and Vice-President (OPV)

Franklin, Henrik, Portfolio Adviser, East and Southern Africa Division (ESA)

Gilman, Helen, knowledge management Coordinator, Strategy and Knowledge Department (SKD)

Hamel, Kris, Associate Advisor to Associate Vice-President, Strategy and Knowledge Department (SKD)

Hartman, Ron, Country Programme Manager, APR (via telephone)

Heinemann, Edward, Lead Technical Specialist, PTA

Jatta, Sana, Director, ESA

Kim, Hoonae, Director, APR

Liu, Ke, Associate Country Programme Officer, APR China Country Office

Longo, Roberto, Senior Technical Specialist, PTA

Marchisio, Matteo, Country Programme Manager, APR

Mordasini, Michel, Vice-President of IFAD, Office of the President and Vice-President (OPV)

Moreno Belmar, Juan, Country Programme manager, Latin America and Caribbean Division (LAC) (via skype)

Mukonyora, Bernadette, Programme Analyst, ESA

Muzurovic, Nerina, knowledge management Officer, NEN

Pelrine, Richard, Lead Regional Economist, West and Central Africa Division (WCA)

Sayed Khan, Raniya, PMD

Serpagli, Andrea, Country Programme Manager, WCA

Stubbs, Josephina, Associate Vice-President and Chief Development Strategist, SKD

Wu, Jinkang, Chief, Asia and the Pacific Region and Special Advisor to the President, PRM

Others (in alphabetical order)

Ali Athifa, South-South Cooperation Officer, South-South Cooperation and Resource Mobilization Division, FAO

Álvaro Ramos, Coordinador, Programa FIDAMERCOSUR (via skype)

Bakhshish Edema, Chief, Division of Arab States, Europe and the CIS, UNOSSC

Bancalari Andrés, Asistente Técnico en Gestión del Conocimiento, Programa FIDAMERCOSUR

Borquez Rita, Coordinator for América Latina y El Caribe, PROCASUR (via Skype)

Halpern Ariel, Vice President and Coordinator for Asia, PROCASUR

Haudry De Soucy Roberto, Director de Estrategia, Fundación Capital

Kenngott Carola, Programme Policy Officer, South-South and Triangular Cooperation, Programme and Innovation Division, WFP

Luis Adalberto, Head of cocoa value chain, Cocoa fair trade cooperative (CEQAQ-11)

Mermot Carlos, Asistente Técnico, Programa FIDA MERCOSUR

Pages Jacques, Agronomist and Delegate for Platforms in Partnerships, CIRAD

Reifschneider Francisco J. B., Researcher, EMBRAPA

Taylor Katrin, South-South Cooperation Officer, South-South Cooperation and Resource Mobilization Division, FAO

Xiaojun Li, professor, International Poverty Reduction Centre in China

Zhengwei Zhang, Deputy Permanent Representative of China to the United Nations

Participants at (internal) emerging issues workshop, 30 October 2015 (in alphabetical order)

Adegbite, Saheed, Director, Budget and Organizational Unit

Bouzar, Khalida, Director, NEN

Franklin, Henrik, Portfolio Adviser, ESA

Garcia, Oscar, Director, IOE

Hamel, Kris, Associate Advisor to the Associate Vice-President, SKD

Heinemann, Edward, Lead Technical Specialist, PTA

Jatta, Sana, Director, ESA

Lago, Elenora, Consultant, NEN

Mukonyora, Bernadette, Programme Analyst, ESA

Muthoo, Ashwani, Deputy Director, IOE

Nakai, Fumiko, Senior Evaluation Officer, IOE

Okong'o, Miriam, Programme Officer, ESA

Saint-Ange, Perin, Associate Vice-President

Sma, Abdelkarim, Regional Economist, NEN

Stubbs, Josephina, Associate Vice-President and Chief Development Strategist, SKD

Twomlow, Stephen, Regional Climate and Environment Specialist, ESA

Wu, Jinkang, Chief, Asia and the Pacific Region and Special Advisor to the President, PRM

List of grants reviewed for basic data analysis

Project title	Dates	Grant amount (US$ '000)	Grant type[65]	Grant recipient type[66]	Grant recipient	Geographical scope[67]	Area/Countries
Promoting South-South Cooperation with China in Poverty Reduction through knowledge sharing	2010-2014	338	GL-SM	ResInst	IPRCC	IR	China, Africa
Sustainable economic development through SSTC in Indonesia	2013-2015	500	CSPC-SM	Govt	DMFF	NC	Indonesia, Timor est, Papua Nuova Guinea
Africa-Brazil Agricultural Innovation Marketplace	2010-2013	500	CSPC-SM	ResInst	FUNARBE	IR	Brazil, Africa
LAC-Brazil Agricultural Innovation Marketplace	2011-2015	500	CSPC-SM	ResInst	FUNARBE	REG	LAC
REAF- FIDAMERCOSUR Consolidation of the specialised meeting on family agriculture	2009-2012	1 080	RG-LG	RegOrg	MERCOSUR	NC	MERCOSUR
Strengthening rural organizations for policy dialogue in South America	2009-2012	416	RG-LG	FOs	COPROFAM	NC	Argentina, Bolivia, Brazil, Chile, Paraguay, Peru, Uruguay
Public policy dialogue platform on family farming and food security in the Southern Cone	2011-2015	1 800	RG-LG	NGO	CLAEH	IR	LAC, South Africa
Profundización y Ampliación de la Plataforma para Diálogo en Políticas Públicas sobre Agricultura Familiar y Desarrollo Rural en LAC	2015-2018	1 800	RG-LG	NGO	CLAEH	REG	LAC
Increasing performance of the cassava industry in WCA	2014-2017	1 585		ResInst	University of Greenwich	REG	WCA

[65] SM:small; LG: large; CSPC: country specific; RG: regional; GL: global.
[66] ResInst: research institution; RegOrg: regional organizations; FO: farmer organization.
[67] NC: neighbouring countries; REG: regional; IR: inter-regional.

Project title	Dates	Grant amount (US$ '000)	Grant type[65]	Grant recipient type[66]	Grant recipient	Geographical scope[67]	Area/Countries
Pro-poor policy formulation, dialogue and implementation at the country level	2007-2011	1 500	RG-LG	UN	FAO	REG	APR
Enhancing Agricultural Competitiveness of Rural Households in the Greater Mekong Sub-region	2006-2013	609	RG-LG	UN	FAO	NC	Cambodia, Laos, Myanmar and Vietnam
Programa Regional de Rutas de Aprendizaje	2006-2009	900	RG-LG	NGO	PROCASUR	REG	LAC
Learning Route Programme II - Programa de Capacitación mediante Rutas de Aprendizaje I	2010-2013	1 500	RG-LG	NGO	PROCASUR	REG	LAC
A learning route on innovative livestock marketing from Northern to Eastern Africa	2011-2012	120	GL-SM	NGO	PROCASUR	REG	ESA, NEN
Rural youth entrepreneurship regional programme	2011-2015	2 000	RG-LG	NGO	PROCASUR	REG	LAC
ROUTESA- Learning Routes: A Knowledge Management and Capacity –Building tool for Rural Development in ESA	2010-2015	1 500	RG-LG	NGO	PROCASUR	REG	ESA
RoutASIA-Strengthening Knowledge sharing on Innovative Solutions using the Learning Routes Methodology in APR	2012-2015	1 000	RG-LG	NGO	PROCASUR	REG	APR
FOs supporting Family Farming business-two cases for learning in Morocco	2013-2014	110	RG-SM	NGO	PROCASUR	IR	NEN, ESA, WCA
Youth Event-Taller Internacional Integración económica y participación social de la juventud rural de LAC	2013-2015	250	RG-SM	NGO	PROCASUR	REG	LAC

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Project title	Dates	Grant amount (US$ '000)	Grant type[65]	Grant recipient type[66]	Grant recipient	Geographical scope[67]	Area/Countries
SFOAP-Phase I	2009-2012	1 500	SF	FOs	EAFF, SACAU, ROPPA, PROPAC, PAFO	REG	WCA,ESA
SFOAP-Phase II	2013-2017	2 000	SF	FOs	EAFF, SACAU, ROPPA, PROPAC, PAFO, UMAGRI, FERT	REG	WCA,ESA,NEN
MTC Programme with FOs in APR Region- phase I	2009-2012	1 380	RG-LG	NGO	SEWA	REG	APR
MTC Programme with FOs in APR Region- phase II	2013-2017	2 000	RG-LG	FOs	AFA	REG	APR
Capacity-building for FOs involved in IFAD country programmes	2011-2014	1 550	GL-LG	NGO	AGRICORD	IR	Sub -Sahara, NEN
Enabling the poor rice farmers to improve livelihoods and overcome poverty in South and Southeast Asia through the Consortium for Unfavourable Rice Environment (CURE)	2009-2014	1 500	RG-LG	ResInst	IRRI	REG	APR
Programme for the Development of Alternative Biofuel Crops	2012-2017	1 500	RG-LG	ResInst	ICRAF	IR	South Asia, Africa, Latin America
AFRACA Development Programme	2013 -2015	950	RG-LG	NGO	AFRACA	REG	ESA,WCA
Programme for accelerating the financial empowerment of poor rural communities in Asia and the Pacific through rural finance innovations -FINPOWER PROGRAMME	2006-2012	1 200	GL-LG	NGO	APRACA	REG	APR

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Project title	Dates	Grant amount (US$ '000)	Grant type[65]	Grant recipient type[66]	Grant recipient	Geographical scope[67]	Area/Countries
Developing Terra Madre in Brazil and India	2009-2011	200	GL-SM	NGO	Slow Food	IR	Brazil, India
A global partnership to promote local sustainable food systems that include small farmers and indigenous organizations	2014-2015	500	GL-SM	NGO	Slow Food	IR	Africa, LAC
Land and Natural Resource Tenure Security Learning Initiative for East and Southern Africa – Phase 2	2013-2016	1 425	RG-LG	UN	UN-Habitat	REG	ESA
Leveraging Pro-Poor Public-Private-Partnerships (5Ps) for rural development -Widening access to energy services for rural poor in Asia and the Pacific	2010-2014	1 350	RG-LG	UN	ESCAP	REG	Bangladesh, China, Indonesia, Lao PDR, Nepal
SSTC for Agricultural Development and Enhanced Food Security in the NEN Region	2013-2018	1 800	RG-LG	UN	UNOSSC	REG	NEN
Searching for healthy alternatives to the cultivation of tobacco	2007-2010	135	IMI	NGO	Sustentec	IR	Brazil, LAC, Africa
Making Biogas Portable: Renewable Technologies for a Greener Future	2012-2013	200	IMI	PrivSec	Biogas International Ltd (BIL)	IR	Africa, Asia
Scaling-up Micro-irrigation Systems	2009-2012	735	GL-LG	PrivSec	COOPERNIC	IR	India, Madagascar, Guatemala

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[66] ResInst: research institution; RegOrg: regional organizations; FO: farmer organization.
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