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#### Workshop on Regional Cooperation in Latin America

Approaches and lessons learnt

**Documentation Report** 

May 28<sup>th</sup> 2013, GIZ Representation Brussels





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#### 1. Introduction

The Workshop on Regional Cooperation in Latin America was organized by the GIZ Asia/Pacific and Latin America/ Caribbean Department and the GIZ Representation Brussels in close coordination with the Development and Cooperation Division of the European Commission (DEVCO EU) for Latin American and the Caribbean. The 38 participants were representatives from several regional, sub-regional and national cooperation programmes. The main objective of this workshop was to identify the main success factors from the different regional cooperation schemes, as well as the challenges ahead for the European-Latin American/Caribbean regional cooperation and partnership.

The programme was divided into two sessions: the first session pointed out the common goals of the workshop on the basis of the lessons learnt from the different GIZ and EU programmes. The second session was dedicated to analyse lessons and challenges from three different perspectives i.e. working groups: social inclusion and justice, green sectors, and conceptual issues. In conclusion, the working groups discussed their findings and defined some promising approaches for the future cooperation EU-LAC.

#### **1.1.** Keynote speeches

Ms. Jolita Butkeviciene, DG DEVCO EC Director for Latin America, opened up the workshop pointing out the following objectives for the discussions: a paradigm shift of the European-Latin American partnership going from "aid" schemes to a real strategic cooperation. She also referred to institutional strengthening of regional organizations in Latin America through creative operational set-ups, e.g. new networks and platforms that include and motivate the participation of a variety of actors from public and private sectors. Additionally, Ms. Butkeviciene pointed out the necessity to discuss a stronger Latin America, Caribbean and EU cooperation, considering sub-regional organizations individually e.g. MERCOSUR, SICA, CARICOM, and collective efforts around a topic. Finally, a core question remains yet to be answered: do we have the same understanding of the concept of "regional cooperation"?

During the last 18 years of European Cooperation with the Latin American region, more than a billion euros have been invested in development and capacity-building programmes, being AL-INVEST (I, II, III, IV) the programme with the highest contribution: EUR 215 Mio. According to Mr. Jean-Paul Joulia (DEVCO EC) the following strategic objectives to tackle future challenges on regional cooperation are to be addressed bearing in mind a continental dimension: 1) inclusive and sustainable development and sustainable economic growth through trade-related assistance, 2) climate change and catastrophe resilient planning, 3) fiscal policy reform towards fiscal equity and efficiency, and 4) security development nexus. Furthermore, discussions on regional cooperation should include topics such as support of peer associations and South-South Cooperation (SSC) to profit from the good experiences of MICs, bridges with the Caribbean region, and finally support to the development of higher education through cooperation with the Erasmus for ALL Programme. Mr.Paolino Corda (DEVCO EC) also addressed some points regarding the regional integration schemes in Latin America,

which have received a total of EUR 75 Millions in cooperation from the EU between 2007 and 2013. SICA's cooperation priorities focus on institutional strengthening, customs union, regional governance and security (border control). A new project around support for entrepreneurship and competitiveness is also planned. CAN's cooperation plans include as well strengthening regional economic integration, but also social and economic cohesion, and the fight against illicit drugs. In contrast to the SICA and CAN cooperation, MERCOSUR cooperation includes biotechnology knowledge exchange, deepening of education programs, and more integration of CSOs in the regional integration scheme.

Complementary to the EU cooperation focus in Latin America, the EU-Caribbean cooperation focuses mainly on sustainable economic development and the completion of the Caribbean Single Market/Economy. In order to achieve this, the CARICOM Secretariat and national representations need more support to achieve effective policy implementation. Additionally, Mr. Horst Pilger from EuropeAid (DEVCO EC), presented the key findings and recommendations of the evaluation of the EU Cooperation.

GIZ's implementation experience on the regional level with Latin America and the Caribbean shows the importance of well conceptualized programmes that take into account a horizontal nonhierarchical interaction inside the cooperation programmes. According to Dr. Jochen Salow, Head of the Central American and Caribbean Division of GIZ, there are different types of cooperation with regional programmes: 1) support to an organization for regional integration, i.e. SICA or CARICOM, 2) support to a regional governmental or non-governmental network (topic driven), 3) support to national or subnational organizations in cross-border topics, and 4) support of dialogue and knowledge exchange. Additionally, ownership by the involved stakeholders, as well as multilevelapproaches should be considered as positive factors and included in new forms of cooperation like e.g. triangular cooperation.

#### 2. Discussion round

#### 2.1. Working group 1: Social Inclusion and Justice

The discussion was based on project cases such as EUROsociAL, AL INVEST, Youth and Violence in Central America, Support to the Iberoamerican Federation of Ombudsman and Support to the rights of indigenous peoples. In the case of EUROsociAL the participation of several stakeholders involved in different ways in the project, allowed to take a differentiated view on the case that considered various perspectives. Daniel Chávez from the Transnational Institute in Amsterdam was assigned as rapporteur of the working group results. Ulrich Müller moderated the working group and took notes of the discussion points.

During the discussion, the group identified the following aspects as success factors: mobilization of decision-makers, the strengthening of regional institutions, networking and consensus seeking were identified as success factors for regional programmes. In the experience of the group members other

important aspects for the success of regional programmes are a longer duration of the programmes, which gives sufficient space for the necessary and time-consuming negotiations among the involved parties, and the linkage of regional programmes with concrete actions on the ground.

At the same time, many of these success factors constitute the main challenges in the planning and implementation of regional programmes. The group has put a lot of attention on the different levels of communication, coordination and consensus in regional programmes, the number and nature of interlocutors at the different levels, the interaction between bilateral and regional programmes, the different levels of consensus and the risk of a duplication of activities. Another aspect discussed in the group was the question on how to involve a broader range of European partners beyond those who have traditionally strong bondages with Latin America, such as Spain and Portugal.

Regarding possible solutions for these challenges, the group highlighted the need to consider sub regional (and national) peculiarities and the possibility to establish special objectives and work plans for sub regions. It also stressed the benefits of multi-level approaches and combined upstream and downstream communication between the regional and national levels considering, for instance national and local best practices on one hand and the setting of regional or sub-regional norms on the other. The group also recognized the importance of alliances with other international development initiatives. Concepts of regional programmes have to include instruments and strategies for stakeholder coordination from the very beginning. On the other hand flexibility and the adaptation of concepts to learning experiences have to be guaranteed. Among the stakeholders to be incorporated are nongovernmental actors such as the private sector and CSO, which often play a primordial role. The rapporteur of this group was Mr. Daniel Chávez (TNI Amsterdam).

#### 2.2. Working group 2: Green sectors - environment, climate change and renewable energy

The working group 2 dealt with the broader topic of Green Sectors, clustering the discussion in success factors, challenges and solutions from four cooperation examples: the EUROCLIMA Programme, the Renewable Energy and Energy Efficiency Programme (RE/EE CA) in Central America, the OTCA – DGIS cooperation, and the BMZ/GIZ – ECLAC cooperation.

From the ECLAC experience with the BMZ/GIZ cooperation, an important factor for further future success on regional cooperation is the shift from poverty/development, sectorial, and short-term cooperation schemes to a multi-sector, multi annual international cooperation rationale, that builds upon positive integration and cooperation results from existing regional, sub regional, bi lateral and multilateral efforts (CELAC, MERCOSUR, UNASUR, SICA, CAN). From the EUROCLIMA case, a clear success point was the role of national focal points as effective communication channels between cooperation partners, as well as their active role in decision making processes (ownership). Additionally, documentation and communication flow through a virtual platform has assured that information remains updated and available for all stakeholders, an aspect that has been also important for the RE/EE Central America-GIZ 4 E's Programme. Another key success factor is the demand-driven, multilevel approach taken by the 4 E's Programme, where partnerships with the

private sector and other international and regional organizations and stakeholders were identified as opportunities. The OTCA-DGIS/GIZ example also pointed out the importance of political ownership and member-driven approaches, like trans-boundary problems, for making a cooperation scheme work. Finally, partnerships with the private sector continue to be a key success factor that potentiates technology transfer and capacity building.

These success factors bring along challenges that could be identified in all sectors, being the "middle income trap" perspective, mentioned by Ms. Cielo Morales of ECLAC, an overarching challenge. Even though Latin American countries have positively managed to reduce its poverty indicators and maintain healthy economic growth and investment indicators, it is still a region with major economic and social inequalities on both national and regional level. It is counter-productive to only consider Latin America's economic success on becoming a region of mainly middle income countries, since this would bring the development agenda into the known trap Even though regional cooperation has become more relevant during the last years, intra and interregional disparities and realities are still not sufficiently acknowledge and remain a challenge to address at all levels and all sectors. Also, the diversity of regional and international partners increases the transaction costs of coordinating all their different perceptions and interests around programmes, which complicates the work itself with regional and national organizations. Finally, the necessary inclusion of the private sector brings along a certain bias and an additional perspective to coordinate. The conundrum of "perverse" incentives versus incentives for sustainability was also mentioned as a challenge for the green sectors.

The proposed solutions and recommendations for these challenges include fostering South-South Cooperation (SSC) and triangular cooperation, as well as strengthening and guaranteeing (multiple) communication, channels through online learning & exchange platforms. Additionally, more involvement of the private sector from LAC and Europe is desired, as well as strengthening of regional integration schemes through technical capacity building, e.g. SICA and its Energy Unit. Political will and ownership should be addressed through more support for regional integration schemes and regional cooperation programmes, bearing in mind that these efforts should not replace national or regional efforts and budgets. Demand-oriented international cooperation was pointed out as a solution, as well as more political and technical dialogue and involvement of other stakeholders like Civil Society organizations. Finally, all participants agreed that fresh outlooks on regional cooperation should sine qua non consider the heterogeneity of the sub-regions and their still present structural gaps, as well as the desired "cooperation shift" from development cooperation to international cooperation. The rapporteur of this group was Ms. Cielo Morales (ECLAC).

#### 2.3. Working group 3: Conceptual issues

Discussion around the topic conceptual issues started with the presentation of the regional cooperation experiences of GIZ and SICA and their challenges and success factors. Similar as in the other two working groups, success factors such as knowledge management, multilevel involvement

of partners and ownership were identified, as well as a clear definition and division of roles between partners and a sound understanding of role, mandate and capacity of regional partner institutions.

From the GIZ-SICA cooperation experiences the following success factors were presented: joint strategies design and implementation with SICA and the corresponding national institutions, as well as the involvement of both regional and national partners in the steering structures of the programmes. Additionally, a clear definition of implementation processes (not fine-tuned plans) and knowledge management were key for the GIZ-SICA work. This success factors are reflected in their two success cases: Towards Regional Agenda for Spatial Planning and Implementation of Regional Violence Prevention Projects. These success cases, as well as further regional cooperation programmes, have to deal with challenges such as the coordination of a broad range of actors on a multilevel basis, coordination and definition of competencies amongst the several actors, and coordination and articulation of interest and ideological differences amongst levels and actors. Currently, the GIZ cooperates with SICA through six regional programmes around the topics renewable energy and energy efficiency; REDD programme, forest protection and water management, prevention of youth violence, spatial planning, and combat against HIV/AIDS.

The so-far achieved success of EUROSociAL (FIAPP) relies on the following aspects: demand-driven conception and ownership in the planning phase, flexible steering which allows quick reaction towards opportunities, and interactive dialogue-based learning process. Similar to other examples, SSC and peer-to-peer collaborations have been decisive for success, as well as a wide range of (European) implementing partners with different expertise backgrounds. These success aspects bring also challenging obstacles, present in other examples of regional cooperation as well: low or no impact on the ground due to scattered interventions, deficient multilevel coordination (national and local level), low commitment from the Latin American partners with the whole programme pressure to show effects hindering strategic implementation, self-referencing from the European Partners, pressure from stakeholders to deliver and show tangible results which leads to interventions without strategy. These challenges are intertwined with the traditional idea of cooperation that is still present among local partners, and which makes it difficult for them to embrace new cooperation approaches. Hence, the following potential or desired solutions have been identified to secure further success for all stakeholders and the programme itself: Better communication schemes amongst partners, a stronger role for the Latin American partners and inclusion of civil society and parliaments, more support for the coordinating partners to tackle the self-referencing problem, better definition and communication of methodologies, and finally the intervention on strategic as well as on operation level.

In the subsequent discussion, the participants defined the absence of valid interlocutors and strong regional partner institutions as a major challenge. Here, working with formal partners that are regionally recognized instances for dialogue or that have convening power may be a success factor. These can be coordination on ministry level or regional thematic organizations and networks that are already in place. Continuous dialogue as well as open coordination methods is crucial. Finally, participants argued in favour of the role of the private sector as important dialog partner for governments, and as a success factor for regional cooperation. In order to address pressing and

structural challenges as well as dealing with wide number of actors involved, participants argued pro multilevel and multi-stakeholder interventions, collaboration with regional thematic and committed organizations or networks, virtual platforms for implementation and interaction. The rapporteur of this group was Mr. Vittorio Tonutti (DEVCO).

#### 3. Closing discussion and outlook

In the closing panel the rapporteurs of the three working groups presented the results of the group discussions. The panel debate moved around central questions in the design and implementation of regional programmes that are not easy to resolve:

- How can ownership be achieved at different levels between many partners?
- How can a balance between result-orientation and necessary flexibility in implementation be achieved?
- Which are the driving forces to bring together heterogeneous parties?
- Which political dialogue is needed for regional programmes?
- How can sustainability be achieved in regional programmes?

All groups attributed a crucial role to regional organizations, which needs to be strengthened without forcing their participation. There is a need for connecting dialogue methods with financing instruments (for example blending). Regional programmes should go beyond only resolving immediate problems into providing strategic elements. In that sense, topics that likewise affect several countries in spite of their heterogeneity, such as the problematic of the middle-income trap, have to be identified. A lot of attention has to be put on monitoring, evaluation, and impact-oriented cooperation aspects. The willingness of the partners in regional programmes to contribute with their own resources can be seen as a proof of interest in the cooperation.

Finally the discussion was opened for the whole plenary. Some interesting arguments of this final round were:

- The risk of creating artificial structures and proliferating networks that superpose activities.
- The necessity to add other working languages apart from Spanish and Portuguese, especially when it comes to increased cooperation between the Caribbean and the Latin American states.
- The need to get the "best from Europe" bringing together contributions from several member states in a joint basket.
- The importance of working further on the relations between regional and sub-regional affairs.
- The importance for space for the development of capacities and not to replace local capacity by regional programmes
- The role of non-governmental actors (CSO, private sector)
- The attraction of South-South and triangular cooperation.
- The need to open spaces for rethinking and exchanging ideas.

All participants coincided that the workshop was just a starting point and discussion needs to be deepened based on concrete cases in smaller groups.

GIZ announced that one next step for continuing the debate can be the presentation of a book on the practice of triangular cooperation that has been published by GIZ and the Technical University of Darmstadt. The book presentation will take place in the first half of October 2013.

#### 4. The workshop in images













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#### 5. Annexes

#### 5.1. Agenda

#### Workshop on Regional Programmes in Latin America Approaches and lessons learnt

When: Tuesday, 28 May 2013 (9:00 - 16:00) Where: GIZ Representation Brussels (Rue du Trône 108, 1050 Brussels; Tel. +32 22 30 91 50)

Agenda (Draft 21 May)

9:00	Welcome coffee
9:15	Welcome note Prof. H. Fischer, Director of the GIZ representation Brussels
9:20	Introductory speech Ms. J. Butkeviciene, Director for Latin America, DG DEVCO, EC
9:30	Presentation: The EC's approach to regional programmes in Latin America Mr. JP. Joulia, Head of Unit for regional programmes Latin America, DG DEVCO, EC
9:45	Presentation: Lessons-learned from GIZ's regional programmes in Latin America Dr. J. Salow, Director for Latin America, GIZ
10:00	Discussion in table groups: Participants' involvement in and experience with regional cooperation projects
10:45	Coffee break
11:00	<ul> <li>Working groups: Best practices and lessons learned</li> <li>a) Social inclusion and justice</li> <li>b) The "green" sectors (environment, climate change, sustainable energy) and cooperation with regional organisations</li> <li>c) Conceptual issues of regional cooperation programmes</li> </ul>
13:00	Lunch Break
14:00	Presentation and discussion of working group results in plenary
15:30	Closing remarks by EC and GIZ
16:00	Farewell coffee

# Regional Programmes in Latin America Approaches and lessons learnt

# GIZ Workshop organised in cooperation with DEVCO and partners

Participants

Brussels, 28th May 2013

	Name	First name	Organisation	Specific affiliation
<u>0</u>	Almeida Teixeira	Maria E.	DEVCO, EC	
02	Baldan	Paolo	EUROCHAMBRES	AL-INVEST
<mark>8</mark>	Bartelt	Natalie	GIZ	
6	Becking	Marnix	DGIS-NL	Cooperation with OTCA
02	Bonari	Damián	CIPPEC	
90	Butkeviciene	Jolita	DEVCO, EC	
20	Chavez	Daniel	TNI Amsterdam	
08	Corda	Paolino	DEVCO, EC	
60	Cousquer	Xavier	FEI	EUROsociAL
10	de Regt	Niek	DGIS-NL	
11	Doelle	Patrick	DEVCO, EC	
12	Égido Zurita	José Iván	Consultant	
13	Esmail-Arndt	Rubeena	GIZ Central America Division	Youth and Violence in Central America
14	Fischer	Horst	GIZ Representation Brussels	
15	Guillonnet	Renaud	AL-INVEST	
16	Hamann	Gabin	DEVCO, EC	
17	Joulia	Jean-Paul	DEVCO, EC	
18	Jung	Tobias	FIIAPP Brussels	
19	Karremans	Jan	DEVCO, EC	EUROCLIMA
20	Küchemann	Christof	GIZ EI Salvador	
				-

#### 5.2. Participants list

				EUROsociAL II				AL-INVEST									PROFIO	EUROsociAL II
DEVCO, EC	GIZ South America Division	DEVCO, EC	DEVCO, EC	GIZ	ECLAC	GIZ Asia and Latin America	Department	EUROCHAMBRES	SICA	DEVCO, EC	DEVCO, EC	DEVCO, EC	GIZ Central America Division	GIZ Central America Division	DEVCO, EC	GIZ Representation Brussels	GIZ GIZ	FIIAPP
Olivier	Jörg	Marc	Florian	Christine	Cielo	Ulrich		Constanza	Walter	Luca	Horst	Claudio	Jochen	Rainer	Vittorio	Christian	Julia	Inmaculada
1 Levy	2 Linke	23 Litvine	24 Luetticken	25 Mialkas	26 Morales	27 Müller		28 Negri Biasutti	29 Palacio	30 Pierantoni	31 Pilger	32 Salinas	33 Salow	34 Schröer	35 Tonutti	36 Tschirschwitz	37 Unger	38 Zamora

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#### 5.3. Presentations list

Introduction

- Introductory speech by DEVCO Director Jolita. Butkeviciene
- "Regional cooperation with Latin America" by Mr. Jean-Paul Joulia, Head of Unit Regional Cooperation with Latin America, DEVCO
- "Regional cooperation with the Caribbean Region" by Mr. Horst Pilger, DEVCO
- Regional cooperation by Mr. Jochen Salow, Division Mexico, Central America, Caribbean, GIZ

#### Discussion round

Working group 1: Social inclusion and justice

- "Strenghtening the Iberoamerican Federation of Ombudsman" by Ms. Julia Unger, GIZ Central America Division
- "Youth Violence Prevention. Inclusion of young people Prevenir" by Ms. Rubeena Esmail-Arndt, GIZ Central America Division
- "Regional Programm for Strengthening Indigenous Organizations in Latin America / Proindigena" by Mr. Iván Égido Zurita

Working groups 2: Green sectors

- "BMZ-GIZ-ECLAC: a Strategic Alliance for Regional Cooperation" by Ms. Cielo Morales, ECLAC
- "Experience EUROCLIMA Programme in promotin political dialog and exchange information and experiences" by Mr.Jan Karremans, DEVCO
- "Renewable Energies and Energy Efficiency in Central America" by Mr. Rainer Schöer, GIZ Central America Division

Working group 3: Conceptual Issues

- "Regional Programmes in Central America" by Mr.Christof Küchemann, GIZ El Salvador
- "EUROsociAL European Regional Programme for social cohesion Latin America" by Ms. Inmaculada Zamora, FIIAPP-EUROsociAL II

5.4. Discussion boards

#### Working group 1: Social Inclusion and Justice

uccessFactors	Challer	nges	Sol	utions
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REGIONAL INSTITUTIONS	NUMBER & MATURE OF INTERLOOTDRS	DUPLICATION OF ACTIVITIES AT THE	REGIONAL CONSENSUS NOT ALWAYS ENDUGH. SEEK NATIONAL ARTICMATIONS	CONCRETE OBJECTIVES PER SUB-REGIONS
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LONGER PROGRAMMATS	Coordine una artic	nimul actor estation n- entre n cauhdad	multi-level opproach from local to regional lavel	PARTICIPATION OF NON-STATE ACTORS
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#### Working group 2: Green Sectors





#### Working group 3: Conceptual Issues

