



UNICEF BRAZIL

# TRILATERAL SOUTH-SOUTH COOPERATION

LESSONS LEARNED  
AND RECOMMENDATIONS

SEPTEMBER 2016



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# ACRONYMS

<b>ABC</b>	Brazilian Cooperation Agency
<b>IBGE</b>	Brazilian Institute of Geography and Statistics
<b>BAPA</b>	Buenos Aires Plan of Action
<b>CEDAW</b>	Convention on the Elimination of all Forms of Discrimination Against Women
<b>CRC</b>	Convention on the Rights of the Child
<b>CO</b>	Country office
<b>FAO</b>	Food and Agriculture Organization
<b>CGFome</b>	General Coordination of International Actions against Hunger
<b>IPEA</b>	Institute for Applied Economic Research
<b>IFAD</b>	International Fund for Agricultural Development
<b>ILO</b>	International Labour Organization
<b>MoU</b>	Memorandum of understanding
<b>MENA</b>	Middle East and North Africa
<b>MDGs</b>	Millennium Development Goals
<b>MRE</b>	Ministry of External Relations
<b>MDS</b>	Ministry of Social Development and Fight against Hunger
<b>FUNASA</b>	National Health Foundation
<b>PNAD</b>	National Household Sample Survey
<b>NGO</b>	Non-governmental organization
<b>RO</b>	Regional office
<b>SSC</b>	South-South Cooperation
<b>SDGs</b>	Sustainable Development Goals
<b>TCDC</b>	Technical Cooperation among Developing Countries
<b>TrC</b>	Triangular Cooperation
<b>TSSC</b>	Trilateral South-South Cooperation
<b>UNDG</b>	UN Development Group
<b>BCO</b>	UNICEF Brazil country office
<b>UNCTs</b>	United Nations country teams
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNIDO</b>	United Nations Industrial Development Organization
<b>UNOSSC</b>	United Nations Office for South-South Cooperation
<b>WFP</b>	World Food Programme
<b>WHO</b>	World Health Organization

# EXECUTIVE SUMMARY



South-South and triangular cooperation (SSC and TrC) have become key components of global development discussions and are set to play an important role in achieving the Sustainable Development Goals (SDGs). UNICEF Brazil has included SSC as a central element of its country programme (2012-2016) and has created a dedicated unit to implement it. **This study systematizes key lessons from UNICEF Brazil's experiences and seeks to support knowledge sharing and improve UNICEF's understanding of the strategic value of SSC.** It explores the perspective of partners in Brazil and in other developing countries engaged in UNICEF's Trilateral South-South Cooperation (TSSC) programme.

Brazil's development in the last decade led to a significant decrease in poverty and hunger. To tap into the wealth of development innovations, knowledge, skills and resources available in the country, UNICEF has joined efforts with the Government - via the Brazilian Cooperation Agency (ABC), the General Coordination of International Actions against Hunger (CGFome) and other national and subnational institutions – to foster horizontal partnerships with other developing countries. **In 2014-2015, UNICEF facilitated 14 TSSC initiatives, as well as maintained strategic engagement with the Brazilian cooperation and humanitarian agenda.**

TSSC has taken place via two key modalities: **study tours and projects/programmes**. Study tours serve to inspire policy development and strategies to overcome development challenges as well as to boost programme design and implementation. Projects/programmes promote a longer-term process of capacity development at partner country level to formulate and implement policies in priority areas to advance children's and women's rights. **Both modalities involve significant preparatory work and follow-up**, often carried out virtually through technical video conferences.

The role of UNICEF in SSC is often referred to as primarily that of a facilitator, however, this study also raises additional key roles. For instance, the study mentions UNICEF's role in following up, monitoring and evaluating initiatives to ensure processes are developed and implemented around concrete results. Interviewees stressed that **the SSC Unit has contributed to more structured initiatives, with clear objectives, coordinated actions and activities undertaken in a timely fashion.** UNICEF Brazil has also advocated globally for SSC, and capacity development for SSC specifically. In addition, SSC can create opportunities for policy makers and implementers in Brazil to reflect on the development challenges they still face.

The study also indicates that TSSC has contributed to significant changes. Firstly, examples show **increased political buy-in and mobilization of coalitions for change to promote child rights.** The Brazilian development trajectory is seen as an important source of inspiration. TSSC has strengthened UNICEF's ability to influence and sensitize government stakeholders leading to stronger commitment and increased

collaboration between countries and national stakeholders. Interviewees mentioned **Brazil's role in advocating for children's rights globally and TSSC as critical to get countries to focus the agenda around sensitive issues that are central to UNICEF's mission.**

Secondly, there are cases that point to **improved national capacity to ensure availability of and access to services for boys, girls and women.** The practical experience of Brazilian civil servants who have developed, implemented and learned through trial and error is highly valued. TSSC supports the development of individual and organizational capacities to better elaborate and implement policies. Such capacities are crucial to implement complex programmes and services. Lastly, there is a cluster of changes related to **enhanced enabling environment to realize children's rights.** The study shows that several countries are advancing their social protection agenda, creating new policies and programmes and restructuring related systems thanks to technical inputs arising from TSSC.

The report synthesizes the main lessons learned, specifically the successes and challenges faced by UNICEF's TSSC. The first sub-section points out that **UNICEF's legitimacy in engaging in TSSC depends on how partners see its role and added value,** as well as the evidence of results. **The role of UNICEF Brazil's SSC Unit to better define the demands, facilitate the planning of initiatives, mobilize key stakeholders, and ensure the continuity and progress of the TSSC has been mentioned as a key contribution to ensure more effective cooperation programmes.** Monitoring, evaluation and learning need to improve to increase programme quality and impact, and to demonstrate results.

A second group of lessons relate to horizontal partnerships. A crucial first step is the construction of a common agenda, in which partners strengthen each other and share their capacities. **Unless there is a high-level political commitment from the government side, it is extremely difficult to advance with a concrete agenda and follow up.** Another key aspect raised is that the demand-driven aspect of TSSC and Brazil's 'inspirational factor' are critical for establishing horizontal partnerships.

A key message, and a third lessons learned cluster, is that **cooperation would benefit from more strategic engagement globally.** Although UNICEF Brazil has a clear approach to SSC, UNICEF globally has not yet developed a system to consistently apply SSC programmatically. The importance of having a SSC unit within UNICEF Brazil was stressed in the majority of the interviews, not only those carried out with UNICEF country office representatives but also among government partners. Funding constraints are a major obstacle to ensure longer-term initiatives.

The final set of lessons revolves around Southern ownership. **The cornerstone of any successful cooperation project is that it is country owned and led. Choosing the right people to participate is critical to ensure buy-in and institutionalization of lessons.** Moreover, learning



experiences that put together government stakeholders from different sectors make a huge difference in the ability and willingness of government partners to work together across thematic and administrative divisions. Finally, language barriers are seen as a persistent obstacle.

In conclusion, this study demonstrates that partners perceive important results in a short timeframe. Moreover, it is clear that **UNICEF has carved a niche within trilateral cooperation** and that partners, in Brazil and other developing countries, appreciate UNICEF's engagement. Yet, **the potential for SSC and TrC in terms of contributing towards sustainable development and poverty eradication has not been fully leveraged** by UNICEF at the global level. In this sense, UNICEF should build on the success achieved so far from Brazil country office and the lessons learned in the process, to more strategically engage in **SSC with a view to truly attaining its programmatic objectives**. In doing so, UNICEF needs to consider the political commitment and capacities of different countries to engage in SSC. Such analysis can help inform how, whether and when UNICEF should and could engage.

#### Recommendations that could guide the way forward:

- \* Consolidate UNICEF's legitimacy in trilateral cooperation to leverage resources and knowledge towards the realization of children's rights;
- \* Facilitate horizontal partnerships that lead to shared learning, country ownership and more equal power relations amongst partners;
- \* Maintain UNICEF Brazil's SSC Unit and improve UNICEF's strategic engagement to SSC globally; and
- \* Promote Southern ownership to ensure TSSC leads to adapted and sustainable solutions to development.













# 1. INTRODUCTION

The timeframe for the Millennium Development Goals (MDGs), from 2000 to 2015, coincided with two major trends in international development cooperation: the aid/development effectiveness debate and the rise of South-South and triangular cooperation (SSC and TrC, respectively). These two interrelated factors have influenced the MDGs' deliverance and will play an important role in achieving the Sustainable Development Goals (SDGs) with effectively scaled up solutions and leveraged resources from new development partners. SDG 17 - *Revitalize the global partnership for sustainable development* – stresses the importance of multi-stakeholder partnerships. SSC and TrC have also gained a central place within global development discussions. This has led to greater interest and increased efforts by various states, multilateral and bilateral organizations, academics and civil society organizations, to identify, guide or simply analyse the different dimensions and possibilities of these modalities.

To respond to this shifting reality, **UNICEF highlighted SSC as one of the core programme strategies of its current global [Strategic Plan](#), 2014-17.** Concurrently, the UNICEF Brazil Country Office experienced an increase in demands from developing countries who wished to learn about successful Brazilian experiences and the development trajectory that allowed economic growth with social inclusion. UNICEF Brazil built on its experience in supporting the *Laços Sul-Sul* programme (South-South Ties), which has been successful in combating HIV/AIDS in eight countries. In coordination with the Brazilian Cooperation Agency (ABC)



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This study serves as a process of reflection, through which key lessons from the SSC experiences of UNICEF Brazil are drawn

of the Ministry of External Relations, UNICEF Brazil engaged in a constantly growing partnership with several key Brazilian governmental agencies and included SSC as a fundamental element of its [Country Programme](#) (2012-2016), designed as a cross-cutting strategic programme component result. Since 2012, it has a dedicated programme unit established as part of the office structure.

UNICEF Brazil's Trilateral South-South Cooperation (TSSC) is guided by structures and policies developed within the UN system to support SSC<sup>1</sup>. Many UN agencies have now included SSC and TrC in their strategic plans, building on existing global frameworks, and further carried out initiatives in areas such as research and analysis, policy development and dialogue, capacity development and others. **In 2014-2015 UNICEF facilitated 14<sup>2</sup> TSSC initiatives** between Brazil and other developing countries as part of its global partnership with the Government of Brazil. UNICEF promoted horizontal exchanges by connecting supply and demand for knowledge, expertise, and development innovations. It also provided technical input and operational support and facilitated outreach for potential partners to mobilize resources for SSC. **Together with the Brazilian government, UNICEF has advocated for children's rights in global policy processes.**

This all happened at a time when the larger UN system in Brazil was also re-defining its engagement in the country, which resulted in the incorporation of SSC as one of four thematic outcomes of the *United Nations Development Assistance Framework (UNDAF)* for Brazil in 2012-2016. UNICEF Brazil is the only country office in the world that counts on a programmatic outcome area and programme unit on SSC as part of the Country Programme structure. This becomes important as UNICEF Brazil moves towards the next country programme cycle (2017-21). This study serves as a process of reflection, through which key lessons from the SSC experiences of UNICEF Brazil are drawn, so as to inform future directions not only in Brazil, but also globally within the organization.

The study is structured around four sections. **Section 1** presents an introduction to the study. **Section 2** unpacks what UNICEF brings to the SSC agenda, how it is being implemented as a programme strategy, who are the main Brazilian partners and the implementation mechanisms established. The analysis in **Section 3** – progress results – explores the changes that TSSC has contributed to. Finally, **section 4** outlines the main lessons learned, specifically the successes and challenges faced by UNICEF Brazil's TSSC, and recommendations that could guide the way forward.

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1 See Annex 1 for an overview of South-South cooperation in the UN system (such as key policies, structures and conferences)

2 Involving Algeria, Angola, Armenia, Belize, Ecuador, Ethiopia, Ghana, Guatemala, Jamaica, Lesotho, Mexico, Paraguay, Tunisia and Yemen.

## 1.1 ABOUT THE STUDY

The study was undertaken in two phases. The first phase, carried out by UNICEF Brazil, involved an initial write-up of background content around the history and rationale of UNICEF's TSSC engagement in Brazil. UNICEF Brazil then conducted a series of interviews throughout the second half of 2015. The interviews were with UNICEF representatives of cooperating countries, as well as counterparts from governments in Brazil and in partner countries.<sup>3</sup>

In the second phase (late 2015 to early 2016), the South-South Co-operation Research and Policy Centre (Articulação SUL)<sup>4</sup> was hired to: (1) review key UNICEF documents related to their TSSC work;<sup>5</sup> (2) revise and complement section 2 - UNICEF and the government of Brazil; (3) analyse the transcripts of the interviews carried out by UNICEF Brazil; (4) systematize the main progress results and lessons learned, based on the above; and (5) add an external perspective to the study. UNICEF Brazil's SSC Unit provided guidance and feedback throughout the process.

This study features several examples of UNICEF-facilitated SSC within its programmes. The interviews in particular provided a good basis to elicit progress results and lessons learned. However, more rigorous and systematic evidence-based analysis on the outcomes of triangular arrangements is needed. In terms of this study's limitations, the absence of evaluations or external reviews has limited Articulação SUL's capacity to draw more reliable conclusions on the extent to which TSSC has effectively led to the attainment of UNICEF's key strategic objectives. Such absence also hinders the clearer understanding of opportunities and challenges. Moreover, interviews were carried out by UNICEF's staff, which is a partner and funder of the initiatives. Triangulation of information would be needed to counterbalance and complement the views expressed, through a third, uninvolved party. Nevertheless, this study intended to be an initial step towards filling such knowledge gap. It is envisaged that it will: (1) support knowledge sharing; (2) improve UNICEF's understanding of its strategic role when promoting TSSC to achieve key goals in relation to children's rights; and (3) inform policy and practice of UNICEF globally, regionally and at country office levels, as well as those of peers and other stakeholders.

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<sup>3</sup> See Annex 3 for the list of interviewees and Annex 2 for the interview guide.

<sup>4</sup> Articulação SUL, a non-governmental research centre based in São Paulo, Brazil, promotes and supports South-South cooperation initiatives aimed at building more just, equitable and sustainable societies. It also contributes to an international system committed to socio-cultural diversity and the emergence of alternative development paradigms. It works to improve linkages between research, policy and practice. For more information, see [www.articulacaosul.org](http://www.articulacaosul.org).

<sup>5</sup> See bibliography for the list of documents.



# \* DEFINITIONS

## **South-South Cooperation (SSC)**

SSC comprehends a diverse range of cooperation initiatives between different actors in the developing world, such as: joint positioning in multilateral policy spaces; promotion of South-South trade; establishment of political coalitions, networks and regional integration initiatives; financing; building human and institutional capacities (technical, scientific or technological); and response to situations of crisis. It includes relationships between governments, as well as civil society (NGOs and universities) and social movements.

The United Nations has proposed that in its policy and operational work, SSC be defined 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.”

The UNICEF Strategic Plan states that South-South and triangular cooperation are two long-standing and proven methodologies to support development and learning. The organization commits to leveraging a growing diversity of partnerships with government, civil society, the private sector and others. The Strategic Plan also recognizes that important new partnership opportunities are emerging, including new models of South-North learning, in which countries adopt, adapt and help to refine effective innovations from the South.

## **Technical Cooperation among Developing Countries (TCDC)**

TCDC is a process whereby two or more developing countries pursue their individual or collective development through cooperative exchanges of knowledge, skills, resources and technical know-how. It recognizes the value of development partnerships founded upon principles of solidarity. It is based on similar national experiences and shared understanding of needs among developing countries, which can increase the likelihood of achieving innovative solutions that are appropriate to diverse country contexts.<sup>1</sup> The ultimate goal of TCDC is the promotion of national and collective self-reliance among developing countries, on the one hand, and global interdependence, on the other.

## **Trilateral South-South Cooperation (TSSC)**

TSSC refers to technical cooperation arrangements that also involve support from one or more developed countries and/or from one or more multilateral organizations.<sup>2</sup> Hence, TSSC brings together different actors – developing countries, developed countries and/or international organizations – to share knowledge and implement initiatives aimed at the common goal of promoting development. TSSC builds on shared governance among the actors involved and identifiable comparative advantages and can be implemented through different institutional settings, such as: South-South-South; South-South-International Organisation; “Trilateral +1”; and newer forms of horizontal cooperation.<sup>3</sup>

<sup>1</sup> Joint Meeting of the Executive Boards of UNDP/UNFPA/UNOPS, UNICEF, UN-Women and WFP, New York, 4 February 2013.

<sup>2</sup> Ibid.

<sup>3</sup> The Brazilian Government considers TSSC as a modality for international development cooperation that complements Bilateral South-South Cooperation.









IS REAL  
CONCERN



# 2.

## UNICEF AND THE GOVERNMENT OF BRAZIL: A STRATEGIC PARTNERSHIP FOR TRILATERAL SOUTH-SOUTH COOPERATION

The National Household Sample Survey (PNAD) of 2014 demonstrates that Brazil has succeeded in eradicating the country's extreme poverty as defined by the World Bank. The PNAD, conducted annually by the Brazilian Institute of Geography and Statistics (IBGE), collects information on the demographic and socioeconomic characteristics of Brazil's population and individual households. This success is to a great extent the result of Brazil's social protection framework, including conditional cash transfer programmes such as *Bolsa Família*. This programme keeps approximately 36 million Brazilians – of which approximately 40% are children and adolescents – above the extreme poverty line.<sup>6</sup> Moreover, *Bolsa Família* has contributed to decreasing the rate of infant mortality by 19.4% (2004–2009) and reducing chronic malnutrition in beneficiary children under 6 years of age by 51.4%.<sup>7</sup>

Brazil was taken off the FAO World Hunger Map in 2014. The country was able to halve the number of people suffering from hunger from

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6 Costa, P.V. and T. Falcao, 'O eixo de garantia de renda do Plano Brasil sem Miséria', in *O Brasil sem Miséria* edited by T. Campello, T. Falcao and P.V. Costa. Ministry of Social Development and Fight against Hunger, Brasília, Brazil, 2014.

7 Rasella, Davide, et al., 'Effect of a conditional cash transfer programme on childhood mortality: a nationwide analysis of Brazilian municipalities', *The Lancet*, vol. 382, no. 9886, pp. 57–64. Ministério do Desenvolvimento Social e Combate à Fome and Ministério da Saúde, *Avaliação da Evolução Temporal do Estado Nutricional das Crianças de 0 a 5 anos Beneficiárias do Programa Bolsa Família (PBF), Acompanhadas nas Condições de Saúde*. MDS e MS, Brasília, Brazil, 2014. [http://www.thelancet.com/journals/lancet/article/PIIS0140-6736\(13\)60715-1/abstract](http://www.thelancet.com/journals/lancet/article/PIIS0140-6736(13)60715-1/abstract) accessed 25 January 2016.



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To have a more strategic and systematic approach to TSSC, UNICEF Brazil created a SSC Unit and integrated SSC into the programme structure as a programme component

14.8% in 1990 to 1.7% in 2014, representing a reduction of 85% – the third largest reduction in undernourished people in the world.<sup>8</sup> As one looks at poverty from a multidimensional perspective (which includes dimensions of access to education, water, sanitation, electricity, housing and goods), the PNAD data shows an even more positive picture of the extremely poor sector of the population (according to the calculation of MDS), with an average poverty decline of 62% between 2004 and 2014, which leaves the current rate at a mere 1%.<sup>9</sup>

Brazil has experienced, nationally, a period of economic growth with social inclusion and, internationally, a shift in its geo-political position. To tap into the wealth of development innovations, knowledge, skills and resources available in the country, UNICEF has increasingly come to engage with Brazil as a strategic partner for its development efforts beyond national borders. To promote horizontal TSSC partnerships with other developing countries, UNICEF and the Brazilian government signed a Memorandum of Understanding (MOU) in 2011.<sup>10</sup> To have a more strategic and systematic approach to TSSC, UNICEF Brazil created a SSC Unit and integrated SSC into the programme structure as a programme component (differently from the rest of UNICEF in which SSC is a strategy).

Apart from **technical development cooperation**, which is coordinated by the ABC, the partnership with the Brazilian Government also includes a key component focused on what the Brazilian Government refers to as “**international humanitarian cooperation**”.<sup>11</sup> Between 2006 and 2016, this agenda was coordinated by the General Coordination of International Action against Hunger (CGFOME), a then additional subdivision of the Ministry of External Relations. Following recent Governmental changes in Brazil, this agenda has recently been taken over by the ABC. Other key partners include the Ministry of Social Development and the Fight against Hunger (MDS) and subnational entities (states and municipalities).

The main sectors being covered in the TSSC projects are: education; social inclusion and protection; nutrition; child protection; water, sanitation and hygiene; and HIV/AIDS, as well as data, research and knowledge management.

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8 FAO, IFAD and WFP, The State of Food Insecurity in the World 2014. Strengthening the Enabling Environment for Food Security and Nutrition. FAO, Rome, 2014. <<http://www.fao.org/3/a-i4030e.pdf>> accessed 25 January 2016, from <http://www.fao.org/3/a-i4030e.pdf> FAO, 2014. Elaboration: SAGi/MDS.

9 For further information, see: <https://www.wfp.org.br/en/brazil-has-succeeded-overcoming-extreme-poverty-claims-mds-based-national-household-sample-survey>. Note: These numbers are based on the World Bank multidimensional poverty methodology and definition.

10 *MOU between the Federative Republic of Brazil and UNICEF for the Implementation of South-South Cooperation for Children Development and Equity*, Brasília, 3 November 2011.

11 The Government of Brazil views international humanitarian cooperation as a two-track approach: emergency and structural actions aiming to narrow the divide between humanitarian assistance and development cooperation, with the overall goal to promote sustainable development with resilient societies. Thus, whereas the former approach (“emergency”) involves contributions aimed at saving lives and alleviating human suffering, the latter (“structural actions”) seeks to empower individuals and communities to overcome socioeconomic vulnerabilities and achieve food security on a permanent basis. This agenda was implemented by CGFOME.

2.1 UNICEF AND SOUTH-SOUTH COOPERATION

As stated in the [UNICEF Strategic Plan, 2014-17](#), UNICEF considers SSC as a core strategy to promote and support the realization of the rights of children globally, as part of the implementation of country programmes. It stresses that **SSC and TrC are key methodologies to support development and learning and that the organization will** “continue to support programme countries to realize the rights of children through South-South cooperation and to support newer forms of horizontal cooperation, as well as North-South and South-North cooperation. These methodologies are expected to become increasingly cost effective through the use of information and communication technologies.”

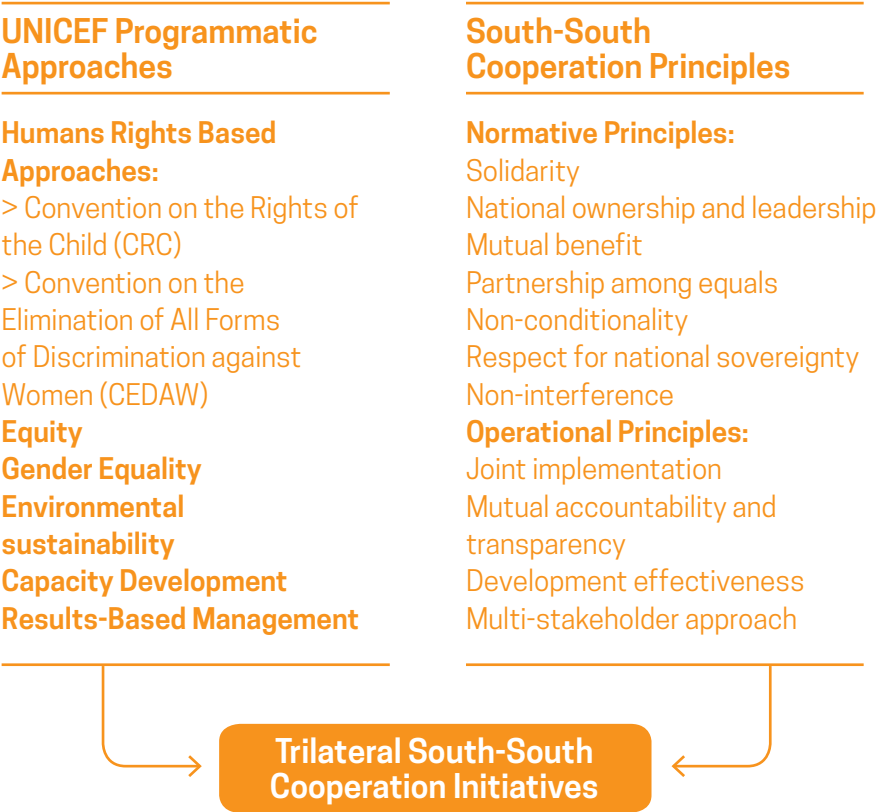
As a mainstreamed strategy, SSC is subject to all of UNICEF’s guiding standards and norms and also abides to the normative principles agreed by the global development community and governments (as per the [Nairobi outcome document](#)).

As part of the Country Programme for the period 2012-2016, UNICEF Brazil developed the partnership between UNICEF and Brazil for the promotion of South-South technical cooperation regarding children’s rights with equity and related issues. The programme is synchronized with the UNDAF to ensure greater United Nations coherence, and contributes di-

**\* UNICEF Brazil Outcome 6 – South-South Cooperation (2012-2016)**

By 2016, child rights, equitable and sustainable development results for boys, girls and women, through a results-focused exchange of knowledge, skills, resources, including technology and information between and among stakeholders and partner countries, are key themes contemplated in Brazilian government horizontal cooperation triangular initiatives.

**Figure 1:** Normative and operational frameworks guiding Brazil-UNICEF Trilateral South-South Cooperation



Source: UNICEF Brazil and the Brazilian Cooperation Agency, *Guidelines for Trilateral South-South Cooperation Initiatives*, Brazil, 2015.



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The role of UNICEF in SSC is often referred to as primarily that of a “facilitator”, “broker” and “convener”

rectly to all four UNDAF focus areas: Millennium Development Goals for all; green economy and decent work; public security and citizenship; and South-South cooperation.

Expected results are “a prominent emphasis on universalizing child rights in the country’s global horizontal and humanitarian cooperation agenda.” Central to UNICEF cooperation will be the evaluation of equity-driven government social programmes; analysis of data and knowledge in partnership with major government institutions; and implementation of triangular horizontal cooperation with the Brazilian Government, and with the involvement of the ABC.<sup>12</sup>

In the document *UNICEF Approaches to South-South Cooperation: Program Guidance Note* the role of UNICEF in SSC is often referred to as primarily that of a “facilitator”, “broker” and “convener”.<sup>13</sup> In close collaboration with ABC, UNICEF’s country office serves as the main interface between UNICEF headquarters, regional and country offices involved in TSSC initiatives with Brazilian and partner countries (and other interested parties), in the process of **identification, design, implementation, monitoring and evaluation of TSSC initiatives. This includes providing technical inputs to the preparation and assessment of requests for Brazil-UNICEFTSSC; preparation of knowledge sharing and learning materials; organization and execution of activities.**

In a workshop held in October 2015, led by the UNICEF task team on South-South and horizontal cooperation, five broad roles were outlined on the role UNICEF plays and could play on South-South and horizontal cooperation<sup>14</sup>:

**Content curation:** Enabling efficient access to relevant examples of policy and practice outside a particular country or knowledge area.

**Matchmaking:** Brokering one-to-one partnerships for knowledge exchanges and technical assistance between individuals and institutions. This may be for quick sharing of advice or as a start to developing a long-term engagement.

**Network building:** Supporting the development of communities and networks for practitioners to reach out to each other to ask questions and share experience and resources. This might include UNICEF initiated or led networks or partnering with and supporting existing technical networks.

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12 UNICEF, Brazil country programme document 2012-2016, 10th February 2012, E/ICEF/2011/P/L.40.

13 UNICEF, ‘UNICEF Approaches to South-South Cooperation: Program Guidance Note’, Division of Policy and Practice, New York, 2011.

14 See Annex 5 for the minutes of the October workshop (including a list of participants) and list of members of the global task team. In addition, the global task team is currently leading an internal discussion about the development of a global M&E framework for SSC.

**Relationship support:** Stewarding country-to-country exchanges (physical or virtual) by serving as trusted intermediary, helping structure meaningful conversations, funding visits, providing complementary technical support, etc.

**Influencing/advocacy:** Enhancing child rights focus of South-South cooperation dialogues, and leveraging resources for children including through influencing external development policies and spending of emerging donors.

UNICEF is uniquely positioned to support SSC, given its comparative advantages that include: an international normative mandate based on the widely ratified Convention of the Rights of the Child; proven capacity in multiple sectors; a mandate that covers the development-humanitarian continuum; a strong field presence; and its capacity to engage concurrently at multiple levels – global, regional, country and local – on common issues, leading to synergies. Given its global presence and access to data and evidence, UNICEF is also well placed to help partners identify, adapt and scale up collaborative, innovative solutions to the challenges and constraints that interfere with achieving rights for children and equity in a diverse range of national contexts. By taking on such role, UNICEF can contribute to ensure efficient use of resources. This is evidently an area in which regional offices and headquarter divisions could come to play a key role, given their oversight and knowledge of multiple countries.

Within the area of social protection, for example, there is an evident synergy between the countries where UNICEF has a strong presence (Figure 2) and those whom the Brazilian Government has been engaging with through SSC technical bilateral and trilateral cooperation and knowledge exchange over the last couple of years (Figure 3).<sup>15</sup>

**Working with SSC also has positive effects for UNICEF Brazil.** UNICEF Brazil staff said in the interviews that the organization has acquired a much more global perspective. The country office is being exposed to other experiences and is better positioning itself internationally. Technical programme areas have increasingly been engaging in SSC as to bring in experiences from other countries, such as in the case of the child protection unit. Moreover, internally they are working more across areas, in an integrated manner. However, there are also challenges. SSC can be seen as an add-on to UNICEF staff's daily work unless senior management promotes understanding and shares evidence of its value, as well as allocates time and resources in the work plans. Language differences can also be a barrier to staff engagement with international colleagues.

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**UNICEF is uniquely positioned to support SSC, given its comparative advantages: an international mandate, proven capacity in multiple sectors, a strong field presence, and its capacity to engage concurrently at multiple levels**

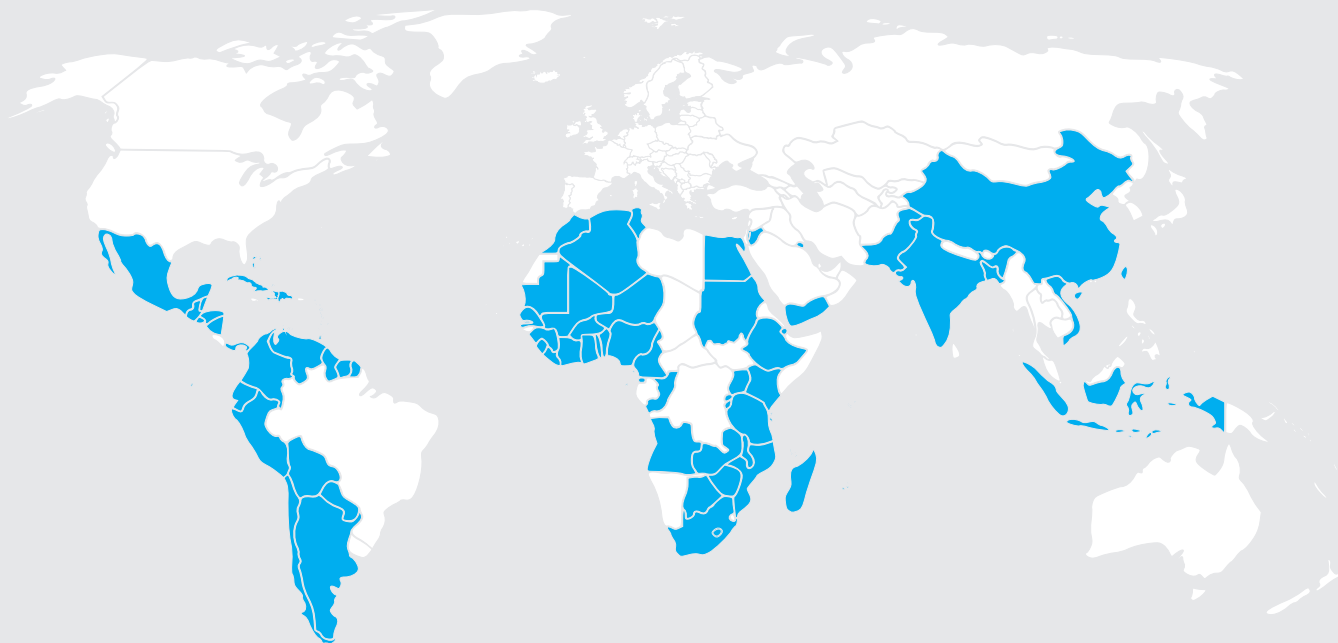
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<sup>15</sup> Apart from bilateral cooperation, the Brazilian Government has been partnering with numerous international organizations within their TSSC agenda in the area of social protection, including the World Bank, WFP, FAO, UNDP, UNICEF and others.



## \*UNICEF SUPPORT ON SOCIAL PROTECTION

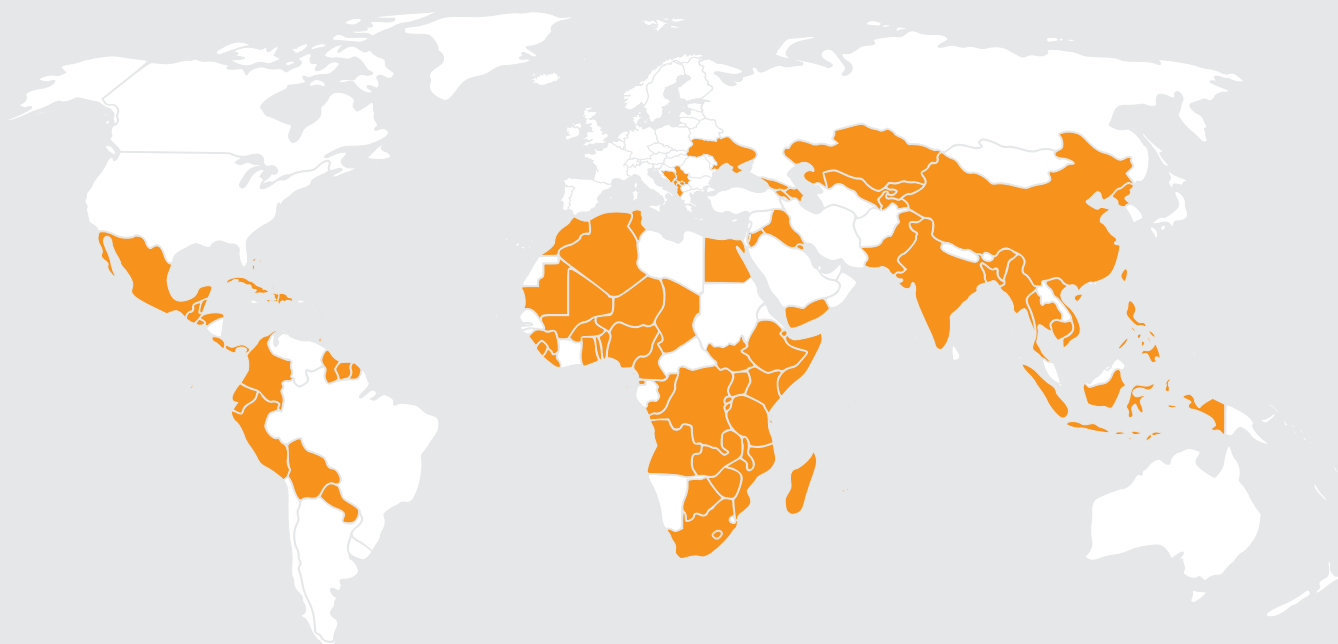
**Figure 2:** UNICEF support on social protection in 2015



Source: UNICEF social protection mapping database 2015

## \*GOVERNMENT OF BRAZIL SOCIAL PROTECTION BEYOND BORDERS

**Figure 3:** Brazil's support on social protection to developing countries in 2015



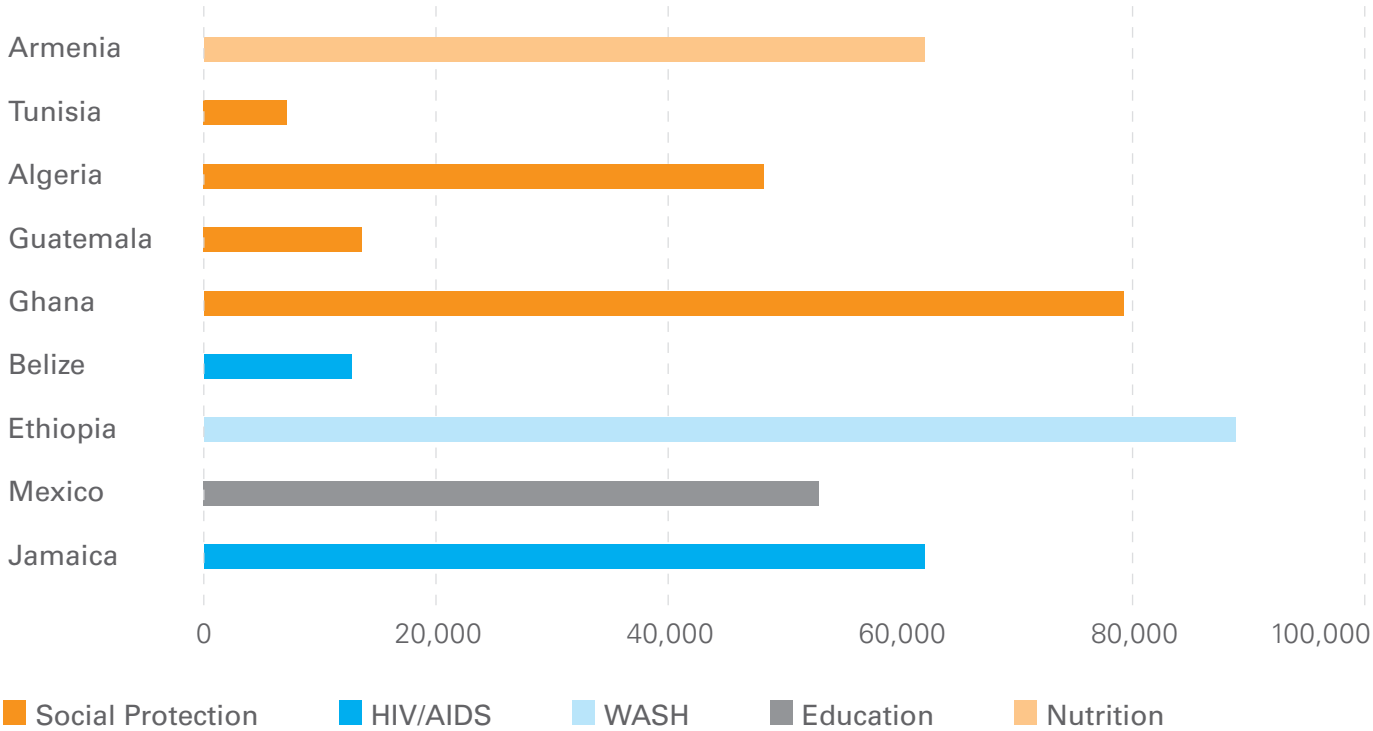
Source: MDS

**The Brazil-UNICEF TSSC has been financed through the following sources:**

- \* Brazilian support in the form of in-kind contributions (experts, technical and material resources, logistic support) and, under specific conditions, financial support;
- \* Partner governments and non-state actors in the private sector or civil society of the partner country, through in-kind contributions in the form of access to office and training space, sundries, logistical support, transportation, accommodation, cost of visas etc. This can also include the sharing of costs through financial contributions;
- \* UNICEF’s financial and technical contributions;
- \* Financial support from ABC;
- \* Direct grants from a fourth party, such as other multilateral organizations, traditional donors or other developing partners to budgeted activities.

The expenditures of the SSC unit of UNICEF Brazil throughout the period of 2014-15, including two staff (P4 and GS6), amounts to a total of approximately USD 960,000.00. Figure 4 provides a summary of UNICEF investments through other country offices in support of TSSC with Brazil throughout the same time period, which amounts to a total of USD 432,439.93.<sup>16</sup>

**Figure 4:** SSC expenditures in US dollars by UNICEF Country Office in partner countries, 2014–15.



<sup>16</sup> This figure refers to funds spent in terms of programme implementation and does not cover staff costs of the respective country offices.



## 2.2 BRAZILIAN TRILATERAL SOUTH-SOUTH COOPERATION PARTNERS

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The ABC's 2013 Manual describes South-South technical cooperation as the horizontal exchange of knowledge and experiences between partner countries

### \* **Brazilian Cooperation Agency (ABC)**

The main counterpart for this partnership is the [Brazilian Cooperation Agency](#) (ABC), which integrates the structure of the [Ministry of External Relations](#) and is responsible for negotiating, coordinating, implementing and monitoring Brazilian technical cooperation programmes, based on the agreements signed between Brazil and other countries and international organizations. It is also ABC's role to identify and mobilize Brazilian institutions that will participate in international technical cooperation initiatives. To carry out its mission, ABC sets out guidelines according to the Ministry of External Relations' foreign policy and the national development priorities. Technical cooperation in Brazil includes two main axes: technical cooperation among developing countries and received cooperation (bilateral and multilateral cooperation to contribute to the country's development processes). As for received technical cooperation, it covers bilateral and multilateral cooperation. This modality seeks to promote qualitative leaps in the country's development processes by converging technical contributions provided by international organizations (multilateral cooperation), the contribution of more developed countries (bilateral cooperation), and the human and institutional capacities available in Brazilian institutions.

The [ABC's 2013 South-South Technical Cooperation Management Manual](#) describes South-South technical cooperation as the horizontal exchange of knowledge and experiences between partner countries. The idea is to share lessons learned and successful tried and tested practices from Brazil to tackle the challenges of social development and economic growth. Technical cooperation is also seen as a particularly suitable means of consolidating relations between Brazil and other countries, emphasising political, economic and social integration. In 2011, the partnership between UNICEF and the Brazilian Government on technical SSC was formalized through the signing of a global [memorandum of understanding](#) for cooperation on the equitable advancement of children's, adolescents' and women's rights.

### \* **General Coordination for International Humanitarian Cooperation and Fight Against Hunger (CGFome)**

In the past 10 years, Brazil has stepped up its actions in international humanitarian cooperation through Brazilian embassies around the globe, as well as through voluntary contributions to international organizations and food donations. In 2006, to hasten the response to emergencies abroad, the Ministry of External Relations created a specific budget line item for humanitarian cooperation, which was channelled and managed through the [General Coordination of International Actions against Hunger](#)

(CGFome). CGFome was the coordinating body for Brazilian humanitarian cooperation and the official focal point for the following themes: food and nutrition security, including the right to food; agricultural development (agrarian reform and family agriculture); artisanal fisheries; Brazil-Argentina Social Institute; World Social Forum; dialogue with civil society; International Fund for Agricultural Development (IFAD) and World Food Program (WFP).

In addition to channelling and coordinating Brazil's financial contributions to emergencies worldwide, CGFome was also an active advocate in international geo-political forums, covering thematic areas such as nutrition and food security, social protection, disaster risk reduction and civil society participation. CGFome worked with a view to promoting the inclusion of most vulnerable populations (such as those with disabilities) and with a human-rights based approach to development. Such efforts have led to a series of cross-border experiences between Brazil and other countries, thus cementing cooperation activities to share good practices and initiatives. CGFome was a key global advocate for children and other vulnerable populations and an important ally of UNICEF.<sup>17</sup> In September 2016, CGFOME was dismantled and humanitarian cooperation will now fall under the responsibility of the ABC.

UNICEF has also been collaborating with Brazilian national and subnational government and civil society partners under several TSSC arrangements. Brazilian partners include the [Ministry of Social Development and Fight against Hunger](#) (MDS), the [Ministry of Health](#), the [Ministry of Education](#) (MoE), the [Ministry of Cities](#), the [Ministry of Integration](#), the [Ministry of Agrarian Development](#) (MDA), the [Institute for Applied Economic Research](#) (IPEA), the [Brazilian Institute for Geography and Economy](#) (IBGE), the [National Health Foundation](#) (FUNASA), the [National Water Agency](#) (ANA), as well as numerous state and municipal governments.<sup>18</sup>

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**In a joint effort, ABC and UNICEF established a set of guidelines for TSSC**

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<sup>17</sup> One such practice is the National Protocol on Integral Protection of Children and Adolescents in Disaster Situations, developed by the Government of Brazil with technical support from UNICEF, which was launched in 2012. In response to requests from a series of other countries that wanted to learn from this practice and develop their own national protocol based on the successful Brazilian experience, this practice has been shared with several countries such as Armenia, Colombia, Costa Rica, Cuba, Panama, Peru, Ecuador, Guatemala, India, Jamaica, Kazakhstan, Mexico and Niger.

<sup>18</sup> Due to the political changes of the country, these institutions suffered changes, as in the recent case of MDA, which was initially merged within the MDS, but later incorporated as part of the Executive Office of the President (*Casa Civil*).



## 2.3 TRILATERAL SOUTH-SOUTH COOPERATION IMPLEMENTATION MECHANISMS

In a joint effort, ABC and UNICEF established a set of guidelines for TSSC with four objectives: i) to systematize incoming requests; ii) to document the process through which cooperation takes place; iii) to ensure that TSSC initiatives are planned, designed and implemented around child rights; and iv) to ensure that TSSC initiatives have clearly defined results, linked to national development goals. These guidelines explain the key steps to be taken by any country that wishes to engage with the Government of Brazil and UNICEF, and also provides guidance on the design and planning of technical cooperation projects and activities.<sup>19</sup>

TSSC between Brazil, other developing countries and UNICEF takes place in two key modalities: study tours and projects. **Study tours involve missions comprised of policy-makers, experts, officials and other representatives of governments and NGOs from partner countries who visit Brazil to engage in policy dialogue and share lessons and practices in loco with Brazilian counterparts.** The delegates from partner countries and Brazilian experts and officials participate in workshops, courses and various learning activities with a focus on knowledge sharing and capacity development in areas that impact on children and women's rights. Study tours may also include visits to locations where Brazilian good practices are being implemented. The exchange takes into account knowledge gaps, learning needs and cultural characteristics of participants. This modality does not require a project/programme document or a previous scoping mission. Nevertheless, detailed study tour terms of reference should be prepared and agreed upon.

TSSC between Brazil, other developing countries and UNICEF takes place in two key modalities: study tours and projects



<sup>19</sup> For further information and details, please see the TSSC guidelines: [http://www.unicef.org/brazil/pt/UNICEF\\_TSSC\\_Guidelines\\_Final.pdf](http://www.unicef.org/brazil/pt/UNICEF_TSSC_Guidelines_Final.pdf)

TSSC projects/programmes promote capacity development at partner country level to formulate and implement policies in priority areas to advance children's and women's rights (as laid out by CRC and CEDAW). Projects/programmes are designed in accordance to SSC principles in general, and the country programme agreed between UNICEF and national authorities at partner country level. Institutional strengthening and other technical and functional capacity development strategies are associated to knowledge sharing and mutual learning methodologies under a project/programme document structure, to be jointly formulated and implemented in accordance to SSC principles. The following means of implementation are employed:

- \* **Capacity development through courses, seminars, training and workshops;**

- \* **Multi-stakeholder partnership building;**

- \* **Development and application of methodologies, technical expertise, strategies and approaches to improve policy processes;**

- \* **(Re)designing organizational structures and processes, management methods and administrative tools;**

- \* **Technical studies and analyses, guides, manuals, booklets and other technical, knowledge sharing and learning material;**

- \* **Provision, procurement and transfer of equipment.**

Whether they consist of study tours or projects/programmes, the Brazil-UNICEF TSSC partnerships follow the following stages:<sup>20</sup>



<sup>20</sup> For comprehensive information on all steps and stages of implementing both study tours and projects/programmes, please see UNICEF and ABC, *Guidelines for Trilateral South-South Cooperation Initiatives*, Brasília/Brazil, March 2015, pages 15-27.



## \* TRILATERAL SOUTH-SOUTH COOPERATION PROCESS



A considerable amount of time and energy goes into the preparation phase of any study tour or project, for example through a series of virtual discussions and video conferences. This is fundamental to ensure that missions and projects are well structured to facilitate the achievement of their objectives and expected results.







# 3.

## PROGRESS RESULTS

UNICEF sees TSSC as a key element for an effective scaling-up of good solutions as well as for leveraging resources from new development partners, which in turn will help boost programme implementation and play a central role for the achievement of development goals with equity and addressing children's and women's rights globally. UNICEF also embraces SSC under the premise that when governments interact with other governments, the political impact is much greater than when UNICEF is advocating on its own.

Many TSSC initiatives have been undertaken in the last few years involving UNICEF, the Government of Brazil and third countries. These initiatives show an important contribution to outcomes that potentially benefit millions of children, adolescents and their families in developing countries. It is beyond the scope of this exercise to firmly attribute the outcomes to particular initiatives; rather, it reflects the perspective of partners regarding what has been achieved. Thus, this section explores some of the changes that have taken place as a result of TSSC, with a focus on processes and indicative outputs, rather than on higher-level outcomes or impact.

**TSSC with Brazil is a powerful strategy because the country offers inspiration in terms of:** (1) **political commitment**, for instance due to the priority conferred to ending hunger; (2) **policy ideas**, programmes, institutions or processes that were successful in the country's development trajectory; and (3) **technical knowledge**, as a result of its consolidated experience in implementing policies and programmes.

The analysis in this section was done in a bottom-up manner. We have clustered the findings from the interviews and reflection about the 14 TSSC initiatives around three broad types of outcomes: (1) increased political buy-in and mobilization of coalitions for change to promote children's rights; (2) improved national capacity to ensure availability of and access to services for boys, girls and women; and (3) enhanced enabling environment to realize children's rights (i.e. actual policy change). Based on these findings, and taking into account *UNICEF's Strategic Plan, 2014-2017* and *UNICEF Brazil's current Country Programme of 2012-2016*, as well as the forthcoming Country Programme of 2017-21, UNICEF Brazil plans to develop a theory of change that reflects its SSC work and links it to UNICEF's ultimate purpose to support the realization of the rights of every child, especially the most disadvantaged.

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When governments interact with other governments, the political impact is much greater than when UNICEF is advocating on its own



### 3.1 INCREASED POLITICAL BUY-IN AND MOBILIZATION OF COALITIONS FOR CHANGE TO PROMOTE CHILDREN'S RIGHTS

**“It is only possible to fight poverty with a set of policies. All intersectorial governance experiences have something in common: the political will of those in charge of the nation.”**

Former Minister Tereza Campello

(Ministry of Social Development and the Fight against Hunger, Brazil)

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**TSSC significantly strengthens the ability of UNICEF to influence government stakeholders, particularly when it comes to sensitive issues. It can also increase collaboration between countries and among national stakeholders**

Child rights for all boys and girls will only be fulfilled when there is significant political will to tackle the underlying causes of poverty and social exclusion. TSSC significantly strengthens the ability of UNICEF country offices to influence government stakeholders, particularly when it comes to sensitive issues which otherwise would have been especially difficult to bring about. Moreover, TSSC initiatives can increase collaboration between countries and among national stakeholders. As mentioned by numerous partners, another key result of the TSSC with Brazil has been the increased understanding of the importance of linking up different actors and sectors both within the government and civil society, so that they can work through integrated programmes and achieve more significant impact.

The cooperation with **Jamaica**, for instance, led to **increased intersectorial collaboration within the government and with civil society**, including formal partnerships. In addition, it led to policy changes around standards for adolescent healthcare in public health facilities, demonstrating its function as a powerful **advocacy strategy**.

**“The exchanges between Jamaica and Brazil have yielded a series of considerable results, including a process of sensitization of Jamaican government authorities, which in turn has led to a stronger commitment around sensitive issues of child protection and adolescent friendly health services.”**

Mark Connolly (UNICEF Representative, Jamaica)

**Belize** Government officials highlighted that an important outcome of their mission to Brazil has been the **improved relationships between different government** actors, who have since worked more closely together under an intersectorial programme to reduce HIV infections among adolescents. It is also clear that the exchange with Brazil has led to a stronger commitment among the Belize counterparts to tackle the challenges related to HIV/AIDS in the country. Furthermore, this resulted in an ongoing cooperation between Belize and Jamaica that has proven highly significant for both countries in their efforts to further develop adolescent-friendly health policies.

# \* LAÇOS SUL-SUL (SOUTH-SOUTH TIES)

One of the flagship initiatives of UNICEF's engagement in SSC is *Laços Sul-Sul*, which was initiated in 2004. It has not only achieved positive results for children and adolescents in the participating countries – Brazil, Bolivia, Paraguay, Nicaragua, Cape Verde, Guinea Bissau, East Timor and Sao Tome and Principe – but also influenced the way in which cooperation between developing countries is conceptualized, following a human-rights-based approach to programming. It has thus been an instrumental initiative, not only to those who have benefitted from it, but also for UNICEF, in the sense that it **made clear that SSC can be an extremely powerful way to advance programming and influence geo-political agendas across national borders. It has been one of the most successful initiatives in combating HIV/AIDs, with a number of tangible results** such as:

- \* Reduction on taxes of new cases and mortality in all participating countries: in September 2010, for example, Guinea-Bissau became prominent in a report published by UNAIDS, the programme against AIDS sponsored by UN, due to the expressive reduction in the context of new infections, around 25% since the beginning of the decade.

- \* Strengthening prevention initiatives and treatment of HIV+ pregnant women, with a significant reduction in the transmission

between mothers and children: in Paraguay, rates dropped from 37% at the time of *Laços Sul-Sul* creation to 3% in 2013; in Nicaragua, the inclusion of HIV testing for pregnant women now takes place in 95 out of 153 municipalities (compared to two at the beginning of the initiative); in Cape Verde, 67% of pregnant women took the anti-HIV tests in 2007, against only 13% in 2005. In Latin America and the Caribbean in general, the number of babies born with the HIV dropped 78% between 2001 and 2013.

- \* Improvement on the quality of life of people with HIV, by expanding access to antiretroviral therapy: in 2004, 349 citizens in Guinea-Bissau had access to these medicines; in 2006, the number went up to 814, showing an increase of 133% in access to the medication.

- \* Increased participation of civil society, especially from young people, in the formulation of public policies, including the creation of virtual networks bringing together people with HIV and sexual health and reproductive actions, as well as campaigns in schools to encourage the use of condoms. What started as an initial side-project to the *Laços Sul-Sul* – namely the *Laços Sul-Sul Jovem* (South-South Ties Youth) aiming to engage youth and adolescents of the participating countries in the discussions of the *Laços Sul-Sul* network – has led to the formal integration of these youth participants as official members of the *Laços Sul-Sul*.

Source for all data and for further information and details on this box: UNICEF Brazil, South-South Ties Network – A decade of success in combating HIV/AIDS in the Southern Hemisphere. [http://www.unicef.org/brazil/pt/south\\_south\\_network\\_en.PDF](http://www.unicef.org/brazil/pt/south_south_network_en.PDF)



Similarly, **Mexican** officials pointed out their heightened understanding of the strategic role of the relationship between the various levels of government. This has led to a **more coordinated sharing of knowledge**, guidelines, quality indicators, evaluation of programmes and policies, and overall enhancing their capacity to implement programmes.

A few countries mentioned greater understanding of the **value of youth participation** in the development and implementation of public policies as an important outcome of the TSSC with Brazil. The *Laços Sul-Sul* programme is a great example, as it had a specific focus on mobilizing youth. Additional examples come from Jamaica and Belize, where interviewees have also pointed to increased engagement with youth groups as one of the key outcomes of the TSSC with Brazil and UNICEF.

**“SSC allowed us to better appreciate the value of the involvement of key populations... What we will definitely be investing in and we saw work very beautifully in Brazil is to empower young persons to be their own advocates.”**

Joan Burke (Belize National AIDS Commission and Belize Family Life Association)

**Unexpected outcomes can also have interesting spin-off effects.** In **Algeria**, the government department that travelled to Brazil was dismantled shortly after the TSSC exchange. As a result, a number of key lessons failed to be institutionalized. Nevertheless, the Algerian Government team leader that travelled to Brazil became a member of the National Economic and Social Council. He has convinced the council president, who responds directly to Algeria’s President, of the value of such an approach. Recently, UNICEF Algeria and Brazil supported and facilitated a technical mission to Brazil by the above-mentioned government official as well as a director from the Algerian Ministry of Finance. This mission had significant strategic value, **sensitizing the Algerian Government around the importance of a child sensitive and inclusive social protection reform**, which is very timely as to avoid that the current oil crises of Algeria, and the consequent budgetary constraints of the country, impacts negatively on Algeria’s children and adolescents.

**“What really mattered for us and for our counterparts was that when they went to Brazil [in 2013] ... they saw partners from various ministries that were working extremely closely together around that programme and were all convinced of the added value of social protection programmes. They saw a huge political buy-in in terms of this social re-distribution system. And they also saw massive political buy-in related largely to the success of the Brazilian model of re-distribution – notably Bolsa Família.”** Thomas Davin (Former Representative, UNICEF Algeria)

In **Guatemala**, interviewees indicated that an indirect result of the TSSC was the organization of a workshop for all the government departments and regions of the country in order to plan for the new government transition. **The workshop sought to ensure that the progress and results achieved for the National Policy of Integrated Rural Development do not vanish in the new government.** It was inspired by the the *Brasil Sem Miséria* plan of Brazil as a piece of legislation with a series of programmes stemming from it, as to assure continuity of these through processes of political and governmental changes, as, for instance, in times of elections.

### **3.2 IMPROVED NATIONAL CAPACITY TO ENSURE AVAILABILITY OF AND ACCESS TO PUBLIC SOCIAL SERVICES FOR BOYS, GIRLS AND WOMEN**

TSSC supports the development of capacities and institutional strengthening of relevant actors to better elaborate and implement policies, including the delivery of services. Such capacities are crucial to implement complex programmes. The practical experience of Brazilian civil servants that have developed, implemented and learned through processes of trial and error, is highly valuable for their peers in other developing countries.

Study visits to Brazil and visits to **Guatemala** of Brazilian technical experts who had worked in the implementation of social protection policies were organized. These visits helped build capacities among Guatemalan governmental staff engaged in public policies implementation. Technical and managerial staff, as well as policy makers at the ministerial level in Guatemala, in the areas of social, rural and agricultural development, are said to have **improved their knowledge and capacities regarding the approaches to the implementation of the** National Policy of Integrated Rural Development.

**Tunisia** requested cooperation with Brazil to strengthen its social safety net programmes that account for the rights of children, adolescents and women. Brazil's *Busca Ativa* (active search), Single Registry system, and the methodology of the *Bolsa Família* programme were identified as valuable areas of exchange to reach the most vulnerable and excluded populations in Tunisia. The cooperation – which entailed study tours, missions and virtual interactions – aimed to assist Tunisia to develop its *National Plan for Social and Economic Development* and contribute to the capacity building of the Ministry of Social Affairs and its contributing partners. Through technical exchanges with Brazilian counterparts, and UNICEF, **important inputs have been obtained for the ongoing process of reformulating and restructuring the social protection system in Tunisia.**

Technical exchanges with Brazil have helped the **Jamaican government expand the capabilities of the non-governmental organization**

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**TSSC supports the development of capacities and institutional strengthening of relevant actors to better elaborate and implement policies, including the delivery of services**



“Eve for Life”. This NGO is a key strategic implementing partner of the Jamaican government and UNICEF and has a strict focus on HIV prevention and treatment support to a broader raft of healthcare services. It is aimed at linking adolescents to care and promoting healthy lifestyle practices, which are to be implemented in close collaboration with public health services in facilities and surrounding communities.

**Ethiopia** is experiencing rapid rates of urbanization which call for the steadfast learning of best practices to ensure inclusive access to services such as water supply and sanitation. The cooperation with Brazil has focused on **building local capacity to enhance policies and programmes to control water systems and sanitation** – a key strategy to reduce infant mortality, as occurred in the case of Brazil.<sup>21</sup> A two-year TSSC programme was signed in May 2016, and the initial stages of the initiative have already garnered positive feedback and results for the project. For instance, a training mission in four regions of the country (Oromia, Amhara, Afar and Tigray) in the areas of independent water regulation for urban settlements, condominium sewerage for high-density population areas, and water resource management. Next steps will include capacity development session and virtual support to the technical and operational aspects of the pilot project, followed by the systematization of management and service provision guidelines. The initiative is set to be replicated throughout other areas of Ethiopia following the initial phase in Wukro.

The established model of condominium sewerage being set up in Wukro has a clear set of steps and guidelines that will contribute to the ease of implementation in other areas, once the full process has been assimilated by the Ethiopian counterparts. In addition to the direct institutional beneficiaries (managers and technicians of federal, regional and municipal Ethiopian institutions), the initial pilot project will have a direct impact on the lives of 859 families residing in the condominiums of Wukro town. Since the project is set to expand to other regions of Ethiopia, after the initial pilot stage, the beneficiaries will increase accordingly. **Expectations are that the pilot will serve as the basis for scale up to thousands of condominium blocks across Ethiopia.**

**“Brazil offers a good learning ground for African nations such as Ethiopia as its recent developments are understandable and obtainable in Africa’s emerging economies.”**

Dr. Samuel Godfrey (UNICEF Ethiopia)

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21 See *The start of a shared learning journey: A South-South water and sanitation services partnership between Brazil and Ethiopia* available at <http://uni.cf/29kAzp0>.

### 3.3 AN ENHANCED ENABLING ENVIRONMENT TO REALIZE CHILDREN'S RIGHTS

Many developing countries consider South-South cooperation to be a powerful resource to incorporate lessons learned regarding social protection programmes. Several countries are thus advancing their social protection policies, creating new policies and programmes to uphold the rights of children, and restructuring related systems thanks to technical inputs arising from TSSC. While it is difficult to clearly determine which specific elements of success and progress are in fact due to the UNICEF-Brazil TSSC initiatives, several interviewees mentioned that TSSC has contributed to changes in policy, which in turn led to an enhanced environment for children's rights. A number of examples are described below.

In the last decade **Ghana** has developed a number of social protection mechanisms as part of its strategy to promote inclusive growth, namely under the [2007 National Strategy for Social Protection 'The Way Forward'](#) and the [LEAP Programme \(Livelihood Empowerment against Poverty\)](#). Ghana's conditional cash transfer scheme programme has been expanded every year, entailing increasing financial investments and bringing major challenges for the government. Ghanaian officials have gained a **deeper knowledge of Brazil's Bolsa Família programme, particularly in relation to its intersectorial approach and evolution to address emerging needs**. This knowledge has been acquired through a number of technical exchanges with Brazil, facilitated and technically supported by UN agencies, including UNDP, WFP and UNICEF. Such valuable technical support has been essential **to enable the expansion of LEAP's social protection coverage**.<sup>22</sup> In an effort to ensure that LEAP can continue to expand if needed, the Ghanaian Cabinet approved in 2014 a draft national policy on sustainable social protection. Such advancement followed from a recent inter-sectoral high-level mission to Brazil from Ghana, facilitated by UNICEF (in March 2014) and a subsequent mission to Ghana of the former Minister of Social Development and Fight Against Hunger, Mrs. Márcia Lopes (in November, 2014).

During a mission to Brazil, government officials from **Mexico** were able to discuss different approaches to promoting early childhood development. After seeing how successfully this had been undertaken in Brazil the Mexican officials committed to work in interinstitutional coordination. Upon their return to Mexico, the officials from Yucatán State decided to form an intersectorial council to promote an interinstitutional Early Childhood Development agenda. After a full year of dialogues, meetings and advocacy events, they officially presented the Early Child-

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Countries are advancing their social protection policies, creating new policies and programmes to uphold the rights of children, and restructuring related systems thanks to technical inputs arising from TSSC

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22 Livelihood Empowerment Against Poverty Program Impact Evaluation  
<<http://uni.cf/1Qd5G04>>



hood Development Medium Term Plan for the State of Yucatán. The plan features clear goals for the various sectors that will develop an integrated, common working agenda.

A humanitarian cooperation initiative between UNICEF and the Government of **Armenia**, with technical and financial support from Brazil, has tackled the nutritional emergency situation affecting Armenian children. In particular, the initiative sought to **design a nationwide nutrition programme focusing on early childhood development**. This required that legal and regulatory frameworks be adjusted so that the most vulnerable children could be reached. Brazil's inter-sectorial approach was identified as a valuable model, ensuring that different government entities and sectors can communicate more effectively and work in complementarity. Moreover, as part of knowledge exchanges with Brazil, facilitated by UNICEF, a series of **Brazilian interventions were examined for adaptation to the Armenian context, with the objective to encourage community participation**. These include mechanisms for parental guidance; nutrition services in pre-schools; nutrition centres for families; and state-subsidized community restaurants.

The technical exchanges between Armenia and Brazil on strategies and mechanisms to improve child nutrition contributed to the **elaboration of the** National Concept and Plan of Actions for 2015-2020, which was approved by the Government of Armenia in September 2014. This document serves as the overall umbrella **framework for the area of child nutrition**, guiding government stakeholders and international and local partners, including UNICEF, to mobilize resources and to initiate joint actions. The action plan compiles different pillars aimed at addressing the multiple causes of child malnutrition, and in many of these areas inter-sectoral collaboration is clearly set. As mentioned by the Armenian Government on a number of occasions throughout the elaboration process, the knowledge and experience gained through the TSSC with Brazil and UNICEF were valuable in formulating the *Concept* and to initiate relevant actions.

Following the cooperation with UNICEF and the Government of Brazil, **Belize has become an international reference on good practices to halt the vertical transmission of HIV** – partially due to its work plan to stop the vertical transmission of HIV, developed by UNICEF Belize and the National AIDS Commission as a follow up to the technical cooperation with Brazil. The work plan was inspired by the learning of Brazilian approaches such as the municipalities' autonomy to implement policies and programmes based on local realities; mechanisms for civil society participation in public policies implementation; and youth participation as an effective means to maximize the impact of government programmes.

**“We have changed our whole approach to planning for young persons; hence we now have a re-developed strategy. Because we have never had a comprehensive (HIV/AIDS) prevention strategy for adolescents and young persons in the history of Belize, and the development of that strategy of course has been influenced by the SSC with Brazil.”** Joan Burke (Belize National AIDS Commission & Belize Family Life Association)

TSSC with Jamaica resulted in the identification of good practices, such as Brazil’s inter-sectorial approach to promote adolescent development through health, education and social protection complementary interventions, as well as the partnerships with civil society to deliver adolescent-friendly health services. As a result, **Jamaica’s Programme for Administrative Reform and Integral Protection of Children and Adolescents** was inspired by Brazilian initiatives such as the Specialised Reference Centres for Social Assistance (CREAS), as well as by [UNICEF’s Platform for Urban Centres](#) and [Municipal Seal of Approval](#). Moreover, sports, economic development and entrepreneurship programmes have been integrated into a curriculum to build resilience among adolescents in conflict with the law and those in the care and custody of the state.

**Guatemala** expressed an interest in learning more about multi-sectorial policies and programmes to eradicate extreme poverty. The Brazilian [Single Registry](#) (*Cadastro Único*) was found to be a particularly useful system to monitor the needs of Guatemala’s most vulnerable populations, including millions of children, adolescents and their families that remained unable to access the government’s social programmes. Study tours and international seminars enabled the sharing of general data, methodologies and key documents governing related systems. This includes documents on the conditionalities of programmes focusing on education and health. This has led to the **strengthening and expansion of Guatemala’s** National Policy of Integrated Rural Development (PNDRI) and the **Mi Bono Seguro, a conditional cash transfer programme** which has since been redesigned to allow for more transparent and simplified processes.

A high-level delegation from **Lesotho** came to Brazil to learn about the country’s social protection system. Specifically, the delegation expressed an interest in learning about how Brazil handles the leadership, coordination and ownership of social protection programmes at both federal and state levels, among the various ministries. Minister of Social Development, Molahlehi Tiisetso Letlotlo, pointed out that the **social protection programmes that Lesotho has in place today, and especially so the Child Grant Programme and initiatives such as the current single registry, are to a large extent built on what Brazil is implementing through its Bolsa Família programme.**



**“We came here in 2012 and a lot of experiences that we found in Brazil have been used to design some of the programmes or pilots that are being implemented in Lesotho, such as the integrated social safety net pilot and the national registry, named “National Information System for Social Assistance.”**

Mr. Setlaba Phalasti (Manager of the National Information System for Social Assistance, Ministry of Social Development, Lesotho)



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# 4.

## WHAT HAVE WE LEARNED?

The Sustainable Development Goals (SDGs) stress the importance of South-South cooperation in implementing the Post-2015 Development Agenda. This study carried out by UNICEF Brazil demonstrates that important results were achieved in a very short timeframe. Moreover, it is clear that UNICEF has carved a niche within trilateral cooperation and that partners, both in Brazil and other developing countries, truly appreciate UNICEF's engagement. Yet, the potential for SSC and TrC in terms of contributing towards sustainable development and poverty eradication has not been fully leveraged by UNICEF at the global level. In this sense, UNICEF should build on the success achieved so far from Brazil country office and the lessons learned in the process, to more strategically engage in SSC with a view to truly attaining its programmatic objectives. In doing so, UNICEF needs to consider the political commitment and capacities of different countries to engage in SSC. Such analysis can help inform how, whether and when UNICEF should and could engage.

This section explores the main lessons learned, specifically the successes and the challenges faced by UNICEF's TSSC, and puts forward a number of recommendations for the future directions of the TSSC agenda of UNICEF at all levels of the organization. It also synthesizes the main findings from the interviews carried out as part of the development of this document.<sup>23</sup>

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UNICEF has carved a niche within trilateral cooperation and partners, both in Brazil and other developing countries, truly appreciate UNICEF's engagement

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23 For additional reflections, bringing in perspectives also from other geographic parts of the world and the organization, see 'Leading without Owning' the Child Rights' Agenda: Encouraging South-South and Triangular Cooperation to Promote Sustainable Change for Children within the 2030 Development Agenda (Final report of the Action Learning Project for the Leadership Development Programme, Cohort 5, 2015. Author: Katarina Johansson Mekoulou, Deputy Representative, UNICEF Bolivia).

## 4.1 CONSOLIDATING UNICEF'S LEGITIMACY

**“UNICEF has the expertise, and a consolidated relationship with the partner country. UNICEF’s capacity to conduct research, identify and systematize best practices is really special.”**

Cecilia Malaguti do Prado (Manager of Triangulation with International Bodies and Partners) and Anna Maria Graziano (Projects Analyst) from ABC

**“The UN system enjoys a lot of legitimacy and acceptance in Brazil. Furthermore, UNICEF has a very high level of capillarity, given its central role of working at the local level.”**

Diplomat Milton Rondó Filho (Former Coordinator of Brazil’s International Humanitarian Action against Hunger – CGFome)

UNICEF’s legitimacy in engaging in TSSC depends on how partners see its role and value added, as well as the evidence of results. It also stems from the legitimacy of its partners, such as the Brazilian government. The main points raised by interviewees in this regard were:

**\* UNICEF’s valued roles:** The study pointed out that the roles of UNICEF were in better defining the demands, facilitating the planning of the cooperation initiative, managing expectations, mobilizing resources, providing expertise as a specialized agency with on-the-ground presence and mobilizing key stakeholders are extremely appreciated.

**\* UNICEF leadership should not come at the expense of government ownership:** Interviewees demonstrated appreciation for UNICEF “pushing through” the agenda in moments of government transition or when government support is fleeting; however, this kind of intervention needs to be undertaken with caution as it might contribute to undermining Southern ownership of the agenda.

**\* TSSC as an advocacy tool around sensitive issues:** TSSC builds on the solidarity of Southern countries, the wealth of positive experiences in Brazil, as well as the international influence that the country enjoys. Thus, it strengthens UNICEF’s legitimacy and promotes change that UNICEF is unlikely to accomplish on its own. The study shows that knowledge acquired in TSSC helps to inspire countries to look at their development challenges with different perspectives, using examples from Brazil to open up dialogue on alternatives that otherwise would possibly not be considered.

**\* Focus on results and communication:** Lack of analysis and M&E mechanisms to demonstrate concrete results and plausible links to outcomes, as well as poor communication and little visibility on the results achieved, may raise concerns regarding the relevance of TSSC and lead to missed opportunities for improving programme quality.



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## TO CONSOLIDATE ITS LEGITIMACY IN TRILATERAL COOPERATION AS WELL AS LEVERAGE RESOURCES AND KNOWLEDGE TOWARDS THE REALIZATION OF CHILD'S RIGHTS, UNICEF SHOULD:

- \* Continue to carry out the roles that have led to more effective cooperation programmes (such as preparatory support, mobilization of stakeholders, funding and ensuring continuity of TSSC initiatives).
  - \* Find Southern champions, within government and civil society, for key and/or sensitive advocacy areas that can help UNICEF further its mission and establish TSSC initiatives.
  - \* Clarify and communicate the role and comparative advantage of UNICEF vis-à-vis other bilateral and multilateral organizations in line with UNICEF's global mandate.
  - \* Develop a monitoring, evaluation and learning framework and system that allows for country offices and government partners to record and share what has been achieved and learned, and improves transparency and accountability.
  - \* Create virtual and face-to-face spaces for knowledge-sharing and reflection to improve programme quality and relationships.
  - \* Systematize and disseminate the outcomes and lessons from TSSC initiatives as a means to improve programme quality and shape global policy and practice regarding trilateral cooperation.
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**“A committed trilateral partner, such as UNICEF, is of crucial importance for the continuity of a cooperation, especially in times of changing governments, as in the case of Guatemala.”**

Regina Rivera (Vice-Minister of Social Protection of the Ministry of Social Development, Guatemala)

**It is notable that the advocacy effect is different when a Government encourages another Government to follow a child-centred approach to social development, as compared to when UNICEF does the same.”** Arthur van Diesen (Regional Advisor on Social Policy, UNICEF MENA Regional Office)

**“We want to strengthen our analysis of the results of our cooperation (...) how we can follow-up on the projects' progress. This is a priority area for future support from UNICEF.”**

Celso França (Former Head of International Division of the Ministry of Social Development and the Fight against Hunger (MDS), Brazil)

## 4.2 SUPPORTING HORIZONTAL PARTNERSHIPS

The Brazil-UNICEF trilateral collaboration with developing countries adheres to SSC principles and adopts a human rights-based approach. **Horizontality relates to the shared leadership and management of projects and actions, consolidated through the direct and active involvement of cooperating institutions, from the planning phase up to results' monitoring and evaluation.** Ideally, it should also involve mutual learning and gains.

**“Not only did it provide concrete examples of successful practices and helped enhance technical know-how... it has also served as an inspirational and guiding reference.”**

Ivan Yerovi (UNICEF Belize Representative)

\* **Constructing a common agenda:** The establishment of guidelines between UNICEF and the Brazilian Government frames the development of horizontal TSSC partnerships. Their operationalization allows partners to identify mutual benefits, learn from each other and clearly define responsibilities in the cooperation arrangement. Securing a cooperation agreement between countries is essential as an initial step to guarantee the necessary follow-up and development of activities.

\* **High-level political commitment:** No matter how rich the technical exchange may be, it is extremely difficult to advance with a concrete agenda and follow up in the absence of buy-in from senior government officials. The accessibility to Brazilian ministries, as well as the relationship build up between ministers in both countries, have been key elements in fostering good will and disposition to carry the TSSC plan forward.

\* **Peer-to-peer learning:** When planning the technical meetings throughout a mission, it is critical to allocate enough time and space whereby technical counterparts can interact around specific issues. Rather than having mainly formal presentations, more time should be available for direct, informal conversations.

\* **South-South cooperation principles:** The demand-driven aspect of TSSC and Brazil's “inspirational factor” are important pillars for establishing horizontal partnerships. The principles behind SSC and TSSC should be internalized by international organizations and, therefore, countries should be encouraged and have more leeway to negotiate and set the agenda for development cooperation beyond the specific TSSC initiative.

**“Through SSC countries can improve their dialogue with international organizations. The country grows vis-à-vis the international organization and the international organization repositions itself, leading to a more levelled playing field.”**

Anna Maria Graziano (Projects Analyst, ABC)

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## TO FACILITATE HORIZONTAL PARTNERSHIPS THAT LEAD TO SHARED LEARNING, COUNTRY OWNERSHIP AND MORE EQUAL POWER RELATIONS AMONGST PARTNERS, UNICEF SHOULD:

- \* Invest time in building a common agenda and securing a cooperation agreement that represent the various interests, capacities and needs.
  - \* Encourage partner countries to negotiate and set the development cooperation agenda, beyond the specific TSSC initiative.
  - \* Ensure high-level political commitment to guarantee the implementation of activities
  - \* Facilitate the build-up of relationships between ministers across countries to foster good will and effectiveness in the cooperation.
  - \* Develop guidelines to ensure horizontal partnerships, such as the guidelines agreed between UNICEF and the Brazilian Government, to identify mutual benefits, clearly define responsibilities and coordination mechanisms.
  - \* Allocate enough time for discussions and informal exchanges during missions, so that technical counterparts are able to interact around specific issues.
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### 4.3 ENSURING STRATEGIC ENGAGEMENT

A key message arising from the interviews is that **TSSC would benefit from more strategic and institutional engagement on the part of UNICEF globally and the UN system.**

\* **UNICEF Brazil's SSC Unit:** UNICEF Brazil has a clear approach to SSC and the SSC Unit has contributed to more structured initiatives, with clear objectives, coordinated actions and activities undertaken in a timely fashion. The capacity to better define the demands, facilitate the planning of the cooperation initiative, mobilize key stakeholders, and ensure the continuity and progress of the TSSC has been mentioned as a key contribution to ensure more effective cooperation programmes. Other country offices mentioned that, as they approach SSC on an ad-hoc basis as add-on to already planned activities, SSC requests tend to fall outside annual planning processes, priorities and accountability frameworks, which in turn may lead to slow processes of response to SSC requests.

\* **SSC as a programme:** UNICEF globally has not yet developed a system to consistently apply SSC programmatically. Interviewees stressed the importance of having a South-South Cooperation Unit within UNICEF Brazil to ensure more structured design of the cooperation exchanges, with clear objectives and well-coordinated actions, and activities undertaken in a timely fashion. COs which lack a specialized unit end up seeing SSC as add-on to the work.



\* **Coordination among UN agencies:** Many of the key lessons and insights arising from the Brazilian experience are not content or sector specific and thus fall into the remit of different UN agencies. The comparative advantage and expertise of each agency is not always clear. A consultation should be carried out to assess the priorities of these various organizations, what is their capacity to engage in TSSC, and whether joint cooperation actions could be promoted.

\* **Strategic country engagement:** Experts from the Brazilian Cooperation Agency (ABC) have recommended the systematization of the priorities and demands from each country – therefore establishing clusters of policies and experiences that could be shared, which partners could add most value and the various stakeholders' capacities. This would also help Ministries not to be overloaded by a variety of demands and missions from the same country. UNICEF could identify criteria regarding which countries the organization would support and why; for instance, one of these criteria should be genuine government interest and buy in.

\* **Coordination within UNICEF:** Coordination with and between regional offices could also be improved to maximize opportunities such as regional conferences. Technical advisors, planning advisors and deputy regional directors should all be kept informed about opportunities of this kind, thus contributing to more coherent programme approaches across all sectors.

\* **Sub-regional initiatives** have the potential to significantly increase impact and efficiency. The TSSC experience so far indicates that several countries actually look forward to acquiring expertise around common themes but they feel its provision could be streamlined.

\* **Funding:** Funding currently available is not sufficient to ensure longer-term initiatives. Efforts have been made to approach new potential donors, however further fundraising is required. A proposed solution to overcome such challenge is to mainstream SSC as a strategy for capacity development, with funding proposals being developed by COs and ROs. In that way, TSSC could be included in programming right from the planning stage, with funding allocated under a specific budget line.

**“I believe that the Brazil CO has, to some extent, done an amazing job, and is really ahead of any other CO in that way. The kind of support we got from the dedicated SSC team in Brazil made a difference in terms of attention to detail, response, in-depth and dedicated work. I really think that the Brazil-UNICEF south-south partnership is the furthest ahead by quite a long shot, to really help us as an organization to build into that.”**

Thomas Davin (Former Representative, UNICEF Algeria)

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## **TO MAINTAIN UNICEF BRAZIL'S SSC UNIT AND IMPROVE UNICEF'S STRATEGIC ENGAGEMENT TO SSC GLOBALLY, WITHIN THE ORGANIZATION, THE UN SYSTEM AND WITH PARTNERS, UNICEF SHOULD:**

- \* Develop a clear organization-wide SSC system, especially with regards to monitoring and evaluation, within UNICEF to consistently engage in SSC, building institutional knowledge and leading to clearer outcomes.
  - \* Carry out a strategic planning exercise within UNICEF Brazil's SSC Unit, and define a theory of change, to ensure that resources are invested where they can truly generate the greatest changes in children's lives.
  - \* Prepare a structured project document for each TSSC that clearly defines the partners' commitments towards long-term objectives.
  - \* Country offices, regional offices and headquarters must work collaboratively to map out demands, develop programmes and policies in each country and build a roster of key technical partners and consultants by areas of expertise.
  - \* Systematize the priorities and demands from each country and establish clusters of policies and experiences that could be shared, which partners could add most value and the various stakeholders' capacities.
  - \* Explore the possibilities to establish more umbrella programmes and sub-regional cooperation agreements and initiatives.
  - \* Establish dedicated South-South cooperation units in key SSC countries to promote effective workflow processes and the identification of TSSC opportunities.
  - \* Support better coordination amongst the various UN agencies by assessing priorities and capacity to engage in TSSC and devising joint strategies and programmes when suitable.
  - \* Mainstream SSC as a strategy for capacity development, with funding proposals being developed by COs and ROs so that TSSC could be included in programming right from the planning stage, with funding allocated under a specific budget line.
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### **4.4 PROMOTING SOUTHERN OWNERSHIP**

The cornerstone of any successful cooperation project is that it is country owned and led. Ownership relates to the capacity to generate endogenous and sustainable solutions through the exchange of knowledge and successful experiences. There are various elements that are paramount to ensuring ownership: alignment with national, organizational, and community development priorities; political support and commitment to the process; partner leadership in management and decision-making processes; roles and level of involvement of local actors (stakeholders); and adaptability, applicability and integration of knowledge into relevant systems and policies.

\* **Engaging the right people:** It is of utmost importance to ensure that the delegation that goes on the cooperation mission is comprised not only of relevant technical government personnel but also of high-ranking government representatives who can indeed advance the agenda and institutionalize learning. Choosing the right people to participate is critical to ensure buy in and institutionalization of lessons.

\* **Engaging different sectors:** Multi-stakeholder missions can sensitize actors around key issues and provide concrete examples of successful practices. Learning experiences that put together government stakeholders from different sectors make a difference in the ability and willingness of government partners to work together. When there is lack of government support or competing priorities, UNICEF has been exploring other kinds of partnerships, in particular with civil society.

\* **Facilitating more direct communication between the collaborating governments:** Ownership could be further promoted by facilitating more direct communication between the two collaborating governments. UNICEF could step back from the dialogue at times, and function more as a broker for government-to-government discussions as well as a technical partner for the development, design and implementation of the cooperation, rather than an interlocutor and/or guide between governments.

\* **Language:** Language barriers still compromise some of the discussions. Whereas translators and interpreters are certainly dedicated to overcome language barriers as best as they can, there is a sense that the richness of concepts is somewhat lost in the translation process, and that discussions tend to be more superficial when carried out in different languages.

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## **TO PROMOTE SOUTHERN OWNERSHIP TO ENSURE TSSC LEADS TO ADAPTED AND SUSTAINABLE SOLUTIONS TO DEVELOPMENT, UNICEF SHOULD:**

- \* Ensure the right people, both technically and politically, are engaged to ensure buy-in and institutionalization of lessons
  - \* Organize multi-stakeholder missions as a way to promote closer ties and collaboration between different ministries, sectors and stakeholders' group
  - \* Facilitate direct communication between collaborating governments
  - \* Engage embassies in each collaborating country to contribute to more dynamic bilateral dialogues
  - \* Promote partnerships beyond government, in particular with civil society, to support democratic ownership
  - \* Support countries that have benefitted from TSSC to become multipliers of the learning and share how they have adapted to local reality
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# ANNEX 1 – SOUTH-SOUTH COOPERATION IN THE UN SYSTEM

The [High-level Committee](#) (HLC) on South-South Cooperation is the highest policy-making entity for SSC within the United Nations system, a subsidiary body of the UN General Assembly. The Committee meets biennially and [its last session](#) (18) was held in May 2014. As a full Secretariat of the HLC, the [United Nations Office for South-South Cooperation](#) (UNOSSC), formerly Special Unit for SSC, has a primary mandate to promote, support and coordinate SSC and trilateral cooperation on a global and UN system-wide basis.

## SSC AND TRC GLOBAL FRAMEWORKS

### [The Buenos Aires Plan of Action \(BAPA\)](#)<sup>24</sup>

The first UN Conference on Technical Cooperation among Developing Countries (TCDC), held in Argentina in 1978, adopted the BAPA for promoting and implementing TCDC. In promoting TCDC, developing countries advance their self-reliance through the harnessing and utilization of capacities existing within the countries of the South. To underscore the continued importance of interdependence in international development cooperation, the Plan of Action emphasizes that TCDC is complementary to — not a substitute for — traditional North/South development cooperation. The Plan specifically states that the entire United Nations development system must be permeated by the spirit of TCDC and all its organizations should play a prominent role as promoters and catalysts.

### [Nairobi outcome document of the High-level United Nations Conference on South-South Cooperation 64/222](#)<sup>25</sup>

The outcome document of the High-level United Nations Conference on South-South Cooperation, held in Nairobi, Kenya, in December 2009, sets forth the rationale, principles and key actors of SSC. It defines SSC as a “*common endeavour of peoples and countries of the South, born out of shared experiences and sympathies...a partnership among equals based on solidarity.*” The document defines five normative principles (respect for national sovereignty and ownership, partnership among equals, non-conditionality, non-interference in domestic affairs, mutual benefit) and four operational principles (mutual accountability and transparency, development effectiveness, coordination of evidence- and results-based initiatives, multi-stakeholder approach) of South-South cooperation. It also sets priority objectives for the UN to support SSC: (1) Support national and regional development efforts; (2) strengthen institutional and technical capacities; (3) improve the exchange of experience and know-

<sup>24</sup> <http://ssc.undp.org/content/dam/ssc/documents/Key%20Policy%20Documents/Buenos%20Aires%20Plan%20of%20Action.pdf>

<sup>25</sup> <http://ssc.undp.org/content/dam/ssc/documents/Key%20Policy%20Documents/Nairobi%20Outcome%20Document.pdf>



how among developing countries; (4) respond to the specific development challenges of developing countries; and (5) increase the impact of international cooperation.

#### [The State of South-South Cooperation Report of the Secretary-General 66/229<sup>26</sup>](#)

The report, prepared in response to a request from the General Assembly in its resolution 64/221, provides an overview and analysis of the trends and significant developments in SSC cooperation during the period 2009 to mid-2011. It highlights four roles for the UN with regard to SSC: convener/advocate, knowledge broker, partnership builder and analyst and progress monitor. Its recommendations include: the need for further clarification of operational definitions and meaningful performance indicators that will enable it to measure both the scale and the impact of SSC and TrC; that the UN system can no longer act independently in their own South-South and triangular support activities, but must cooperate, enhance coordination and complement each others' efforts; and that the role of private and civil sectors must be harnessed.

#### [Framework of operational guidelines on United Nations support to South-South and triangular cooperation SSC/17/3<sup>27</sup>](#)

The document provides priority actions and performance indicators for United Nations organizations and agencies, including regional commissions, towards mainstreaming their support for South-South and triangular cooperation at the global, regional and national levels.

#### [UNICEF's approach to SSC Programme Guidance Note, 2011](#)

The note puts forward UNICEF's added value: convening power, global reach/country presence, technical expertise, credibility, facilitating civil society involvement, and broker of partnerships to leverage resources. It states that the most common activities are study tours and best practice documentation. Its primary role is seen as facilitator and convener to match supply and demand of SSC and help address cross border and regional issues.

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<sup>26</sup> Ibid.

<sup>27</sup> <https://www.cbd.int/financial/southsouth/un-framework2012.pdf>

[The UN Development Group](#) (UNDG), through the UNDAF and the United Nations Country Teams (UNCTs), undertakes development assistance at country level. SSC is considered as an outcome of the UNDAF country document at the request of the interested country. Among the 25 countries considered pivotal in terms of SSC, only 10 have included SSC in their UNDAFs, Brazil is one of them.<sup>28</sup>

The UN System in Brazil, in partnership with the Brazilian Government, considers SSC in the context of sustainable development and poverty eradication (UNDAF Outcome 4), i.e. one among four key priorities for the strategic planning cycle of the UNDAF (2012-2015). The results are subdivided into three main areas under the coordination of the Brazilian Government via the ABC:

Strengthening the culture of inter-sectorial cooperation between Brazilian institutions by consolidating mechanisms for SSC: central, regional and local government, as well as the civil society and the private sector.

Expanding mechanisms for systematized knowledge management.

Expanding the agenda of SSC based on comprehensive and complementary planned guidelines.

The new UNDAF (2017-21) consists of five strategic pillars, focusing on: (1) People (inclusive and equitable society with fundamental rights for all); (2) Planet (sustainable management of natural resources for current and future generations); (3) Prosperity (prosperity and life quality for all people); (4) Peace (peaceful, just and inclusive society); and (5) Partnership (multiple partnerships for the implementation of sustainable international cooperation to decrease inequalities within and between countries).

As per the new UNDAF, SSC is included as a strategy under pillar 5 on multiple partnerships for the implementation of sustainable international cooperation. As such, SSC will serve as a strategy to decrease inequalities within and between countries.

Research carried out in 2015 by the UNOSSC indicates that many UN agencies have now included SSC and TrC in their strategic plans, building on existing global frameworks, and further carried out initiatives in areas such as research and analysis, policy development and dialogue, capacity development and others, as illustrated by the examples below:

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28 The 10 countries are Argentina, Brazil, Chile, China, Egypt, Indonesia, Mexico, South Africa, Thailand and Tunisia. UN Joint Inspection Unit, *South-South and Triangular Cooperation in the United Nations System*, JIU/REP/2011/3, Geneva, 2011. Para 23.

	Frameworks and strategies	Research and analysis
<b>INTERNATIONAL LABOUR ORGANIZATION</b>	ILO included SSC /TrC in its programme and budget for 2016/2017	ILO conducted research on: i) <a href="#">Social and Solidarity Economy in Asia: A South-South and Triangular Cooperation Perspective</a> , ii) <a href="#">Fragile-to-Fragile Cooperation and Decent Work: an ILO Perspective</a> , iii) <a href="#">How-to Guide: South-South and Triangular Cooperation and Decent Work</a> .
<b>UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION</b>	UNIDO incorporated SSC in its framework for 2014/2015 and will do so in the <a href="#">2016-2017 framework</a> .	UNIDO produced and published the report <a href="#">Networks for Prosperity: Advancing Sustainability through Partnerships</a> . It highlights the role of networks towards knowledge exchange, peer learning and coordination among SSC actors.
<b>WORLD FOOD PROGRAMME</b>	WFP has developed its first policy on SSC/TrC, whereas SSC featured as a strategic objective on the <a href="#">Strategic Plan 2008–2013</a>	WFP research on hunger in Africa analysed the social and economic implications of child undernutrition on the continent, providing a solid case for the countries to invest in nutrition. Together with the African Union, the New Partnership for Africa's Development and the Economic Commission for Africa, WFP has promoted technical and field studies as well as the transfer of expertise from Latin America.
<b>FOOD AND AGRICULTURE ORGANIZATION</b>	FAO provides support and is developing a guide to SSC at the country level.	FAO has investigated the contribution of middle-income countries to SSC, through the analysis of 79 SSC projects implemented since 2008. China and Brazil have become key partners of FAO globally.
<b>WORLD HEALTH ORGANIZATION</b>	WHO considers SSC /TrC in its 2016-2017 general programme, and facilitates technical support on SSC.	The <a href="#">WHO Bulletin (Oct 2014)</a> focuses on BRICS and global health at regional level, while the PAHO produced publications on TrC and assessment of technical cooperation from 2008 to 2013. Also, the WHO Regional Office for the Western Pacific published <a href="#">lessons learned from Mekong River countries</a> .



## Policy development and dialogue

ILO participated at the Global South-South Development EXPO 2014 and presented the report [South-South cooperation in the Post-2015 Development Agenda: Decent work solutions](#).

UNIDO organized the 2015 China–Africa Investment Forum (together with the China and Ethiopia Governments and the World Bank). In the same year, the UNIDO Centre for South-South Industrial Cooperation launched a project-focused policy dialogue on the Silk Road and the Maritime Silk Road.

The WFP Centre of Excellence against Hunger in Brazil organized study visits involving 11 countries in Africa, Asia and Latin America. WFP, together with the Mexico Federal District and the Latin America and the Caribbean School Feeding Network, organized the 6th Regional School Feeding Seminar in Mexico City, attended by more than 250 participants from 18 countries.

FAO convened a side high-level event at the FAO Council Meeting, on achieving food security through SSC and TrC. Also, at an international event held in Morocco in 2014, 20 African countries representatives exchanged their knowledge on water management, financing and innovation in family farming.

WHO established a network comprising the BRICS country offices to promote practices and lessons exchanges and cooperation on health issues. Annual meetings are held involving health ministries to discuss intra-BRICS cooperation. WHO also acts at regional level on SSC through WHO - PAHO Regional Office for the Americas.

## Capacity development

In the past two years, ILO has boosted its SSC-related activities, having created a development academy on SSC and TrC. Capacity development has also been promoted through peer-to-peer cooperation between academics, parliamentarians, and cities (decentralized cooperation).

In 2015 UNIDO launched a new partnership programme in Ethiopia and Senegal, featuring SSC and Triangular industrial capacity building as key components.

The [WFP Centre of Excellence against Hunger](#) becomes an international reference in capacity building for school feeding, food security and social protection, due to its accumulated experience along the last decade.

FAO has launched a new [South-South Cooperation Gateway](#). Its pilot phase goes until the end of 2015, and wider country involvement and feedback are being promoted.

WHO - PAHO, in collaboration with Oswaldo Cruz Foundation (FIOCRUZ- Brazil), launched the 'Programme for Strengthening Cooperation for Health Development,' to promote capacity building between the international relations offices of the Ministries of Health in the region.

Source: UN Secretary General, State of South-South Cooperation, Secretary General Report, UN General Assembly 70th Session, 27th August 2015, A/70/344; and UN Joint Inspection Unit, South-South and Triangular Cooperation in the United Nations System, JIU/REP/2011/3, Geneva, 2011.

# ANNEX 2 – GUIDING QUESTIONS FOR INTERVIEWS

**\_ What was the overall purpose and expected results of the Trilateral South-South Cooperation (TSSC) initiative with Brazil and UNICEF?**

Sub-question: What national development goals and challenges was your country aiming to address through the TSSC?

Sub-question: WHY and HOW was Brazil selected and contacted?

**\_ How was the exchange/cooperation with Brazil managed and implemented?**

Sub-question: What activities have been implemented?

Sub-question: What were the main results/changes/impact of the TSSC and what has been the key driver of progress?

Sub-question: What have been the main roles of each participating party?

Sub-question: What have been the main challenge(s) for the exchange/cooperation with Brazil?

Sub-question: (How) were these challenges overcome?

**\_ What has worked well and what did not work well?**

Sub-question: Why do you think this is so?

**Is the South-South Cooperation initiative with Brazil still under implementation?**

Sub-question if yes, what will be the next steps of the cooperation?

Sub-question if no, why did it stop?

**\_ To your knowledge, has your country been involved in any other trilateral and/or bilateral South-South cooperation initiatives with Brazil or any other country? If yes, please elaborate on what these/these initiative(s) encompass.**

Sub-question: What has been different about the trilateral cooperation with UNICEF and Brazil, as compared to the other experiences of South-South Cooperation of your country?

Sub-question: What has been the key added value of UNICEF in the SSC initiative with Brazil?

Sub-question: From your experiences, what are the main STRENGTHS, WEAKNESSES, OPPORTUNITIES, and THREATS of TSSC

**\_ What are the main lessons learned from the TSSC experience with Brazil and UNICEF?**

Sub-question: What would be your recommendations in terms of improvements of TSSC?

Sub-question: What are the positive lessons that can help inform future TSSC?

**\_ Final remarks / comments?**

**THANKYOU FORYOUR PARTICIPATION!**



# ANNEX 3 – LIST OF INTERVIEWEES

Name	Position	Organization	Country/Office	Interviewed by
Anna Maria Graziano	Project Analyst	Brazilian Cooperation Agency	Brazil	UNICEF Brazil and Articulação SUL
Arthur van Diesen	Regional Adviser Social Policy	UNICEF	MENA RO	UNICEF Brazil
Cecilia Malaguti do Prado	Trilateral Cooperation with International Organizations Coordinator	Brazilian Cooperation Agency	Brazil	UNICEF Brazil and Articulação SUL
Celso de Arruda França	International Advisor	Ministry of Social Development and the Fights Against Hunger		Articulação SUL
Hafedh Bouktif	General Director	CRES	Tunisia	UNICEF Brazil
Isabel Crowley	Representative	UNICEF	Mexico	UNICEF Brazil
Ivan Yerovi	Representative	UNICEF	Belize	UNICEF Brazil
Joan Burke		Belize National AIDS Commission & Belize Family Life Association	Belize	UNICEF Brazil
Juan Enrique Quiñonez	Social Policy Specialist	UNICEF	Guatemala	UNICEF Brazil
Marcos Lopes	Programme Advisor	General Coordination of International Actions against Hunger		UNICEF Brazil
Mark Connolly	Representative	UNICEF	Jamaica	UNICEF Brazil
Mawutor Ablo	Social Protection Director	Ministry of Gender Children & Social Protection	Ghana	UNICEF Brazil
Milton Rondó Filho	General Coordinator	General Coordination of International Actions against Hunger		UNICEF Brazil
Molahlehi Tiisetso Letlotlo	Minister	Ministry of Social Development	Lesotho	UNICEF Brazil
Samir Bouzekri	Social Policy Specialist	UNICEF	Tunisia	UNICEF Brazil
Samman Thapa	Social Policy Specialist	UNICEF	MENA RO	UNICEF Brazil
Setlaba Phalasti	NISA Manager	Ministry of Social Development	Lesotho	UNICEF Brazil
Thomas Davin	Representative	UNICEF	Algeria	UNICEF Brazil

# ANNEX 4- FIRST DESIGN WORKSHOP ON SOUTH-SOUTH AND HORIZONTAL COOPERATION



## 1. OVERVIEW

The task team on south-south and horizontal cooperation (SSC/HC) convened a two-day design workshop to kick-start the process of drafting organizational guidance and prototyping tools. Twenty-five participants joined from across the agency (including several country offices, PD, PPD, EMOPS, ITSS, the Global Innovation Centre, and other Divisions) and from government partners in Brazil. The workshop combined design thinking and strategy methods to identify “users” of UNICEF’s SSC/HC work, craft high-level descriptions of the various roles UNICEF plays on this issue, and outline guidance and tools for better supporting this work.

## 2. KEY OUTPUTS

Each of the following outputs represents early concepts that will be further refined as the research and design process continues.

### Roles for UNICEF

The workshop participants outlined five broad (and sometimes overlapping) roles that UNICEF plays or could play in SSC/HC:

**Content curation:** Enabling efficient access to relevant examples of policy and practice outside a particular country or knowledge area.

**Matchmaking:** Brokering one-to-one partnerships for knowledge exchanges and technical assistance between individuals and institutions. This may be for quick sharing of advice or as a start to developing a long-term engagement.

**Network building:** Supporting the development of communities and networks for practitioners to reach out to each other to ask questions and share experience and resources. This might include UNICEF initiated or led networks or partnering with and supporting existing technical networks.

**Relationship support:** Stewarding country-to-country exchanges (physical or virtual) by serving as trusted intermediary, helping structure meaningful conversations, funding visits, providing complementary technical support, etc.

**Influencing:** Enhancing child rights focus of South-South cooperation conversations, and leveraging resources for children including through influencing external development policies and spending of emerging donors.

Notably, these roles fall into two broad categories: roles 1-4 are more focused on the technical components of cooperation which can be supported with both guidance and technological tools, with relevance for nearly all UNICEF country/regional offices; while role 5 (influencing) carries a heavier political component (though all cooperation is political to some extent) and has greater relevance for UNICEF’s engagement in middle income and emerging economies.

### Early prototypes for technology platforms:

The participants broke into several groups to outline processes for supporting one or more of the SSC/HC roles described above, with consideration for the users who would be involved from UNICEF and partners. Though the prototypes took various shapes, each had a combination of technology components and human process.

Abstracting a level, the prototypes generally revolved around two formats:

**Repositories of knowledge and connections:** These would connect staff of partners at country level with relevant *how-to* examples (programs, policies etc.) and related materials to support them to identify potential opportunities for cross-country learning and adaptation of solutions. The repository would draw from UNICEF and partner materials to create searchable/tagged data, supplemented by machine learning algorithms (e.g. to make “smart” suggestions).

- > Emphasis on usability, translation of materials, connection to external systems, etc. so that it could be accessed by government partners, CSOs, NGOs, and others.
- > This niche is already filled in some sectors but not in others.
- > External-facing dimension opens possibilities for network building, collaborative development of examples, and incorporation of feedback loops from partners.
- > It would allow UNICEF matchmaking and “self-service” by partners without need for UNICEF intervention, although in the latter case it would be harder to track use.

**Global question and answer platform:** Curated/facilitated question and answer system that would respond to questions from external partners on a range of policy/programmatic issues related to children. Machine learning would point inquiries toward existing resources, while human facilitation would help research responses and make connections to experts and networks to develop answers to emerging questions.

- > Would incorporate discussions and rating systems to help rate, improve, and update answers over time.
- > Similar to “ASK” but building in some of the benefits of networking, external partnering, and user feedback.

In addition, the following options were discussed as potential technology tools:

**A matchmaking tool** to help identify and connect experts and innovators (primarily outside UNICEF) for mentoring and problem solving. This would be a tool to help make connections with technological and possibly human support from UNICEF; after partnerships have been brokered, they could lead to more formal engagement or they may continue informally without direct UNICEF involvement.

**A project collaboration tool** to support better management and monitoring of existing partnerships. This would allow real-time sharing of project updates, online chats, video discussions, and tracking of key milestones in an online space shared by all partners in a project. (UNICEF Brazil is planning to test a Brazilian-developed application to do this for some of its South-South programs.)

**Content-development partnerships** with other agencies to develop global virtual resources and spaces for exchange. E.g. UNICEF is already partnering with IPC and others to manage a global community of practice around Social Protection focusing on developing content and exchanges around child-focused aspects.

### 3. BROADER CONSIDERATIONS

A few issues discussed during the workshop will shape future research and design:

**Matching human processes to technology platforms:** Any version of the platforms above must be complemented with the human processes that make them usable. Chief among these is a strong commitment by the technical sectors who manage them to map needs and to collect, curate, and package relevant information in response to demands. This would likely be organized on a sectoral basis, likely starting with a sector that has a clear need but no comparable existing resource (e.g. child protection).

**Building on existing initiatives:** We might also seek to build on existing initiatives such as the knowledge exchange platform developed with Gates funding for real-time monitoring which includes UNICEF and government. This could be expanded beyond pilot countries to be regional or global with more curated content added.

### 4. NEXT STEPS

Over the coming month, the research and design process will aim to deepen the framework and technology platforms. This research will involve interviews with further internal UNICEF users, external partners, and technology providers, as well as a mapping of relevant existing technology platforms.

We will then seek to identify one or more sectoral pilot projects to build the prototype technology platforms.

In parallel to this we will also carry out interviews and research to further explore the “influencing role” to help identify the potential for this type of work, good practice from inside and outside UNICEF, and ideas for how UNICEF can strengthen its work in this area.

A second design workshop will be hosted by the Brazil country (dates to be confirmed). This will review the technology designs, as well as examining in more detail the development practical guidance for country offices around each of the 5 identified roles in SSC/HC and how we monitor results achieved.



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