

Breaking Down the Myths of Triangular Co-operation in Middle East and North Africa

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Abstract: The 2030 Agenda for Sustainable Development identifies triangular co-operation as a promising modality to achieve the Sustainable Development Goals. Triangular co-operation is thought mainly to happen in Latin America and the Caribbean (LAC). This working paper shows that triangular co-operation is a modality that is also used in other regions and therefore dispels the myth that there is little triangular co-operation in the Middle East and North Africa. Arab countries and institutions engage in triangular co-operation, be it as pivotal, facilitating or beneficiary partner. Yet, their activities, approaches and solutions to tackle development challenges have not been sufficiently captured in research on the topic. Arab triangular co-operation activities are of relatively longer duration and have bigger budgets than general triangular co-operation trends; activities often follow clear guidelines and are integrated into broader development co-operation strategies – even if Arab providers do not always characterise their activities as ‘triangular’. To conclude, this working paper identifies the added value of triangular co-operation in the Middle East and North Africa (MENA) region and shows how triangular co-operation can promote further collaboration between the Arab providers and the members of the Development Assistance Committee (DAC), thus helping them to be more effective in supporting partner countries to achieve the Sustainable Development Goals by 2030.

Keywords: Arab providers, development co-operation, Official Development Assistance, Triangular Co-operation, Sustainable Development Goals.

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Executive Summary

Triangular co-operation is a modality that can help achieve the Sustainable Development Goals in innovative and collaborative ways and provide solutions to overcome today's environmental, economic and social constraints to development. Interest in triangular co-operation is long-standing, yet most studies have focused on the experiences of Latin America and the Caribbean and its use by members of the OECD Development Assistance Committee (DAC). This regional focus led to the “myth” that triangular co-operation is rare in other regions, including the Middle East and North Africa (MENA) region. Discussions at the Arab-DAC Dialogue on Development in Bern, March 2017, uncovered evidence of triangular co-operation projects being carried out in the Middle East and North Africa region. Yet, many of these projects are not always programmed and labelled as “triangular co-operation”.

This working paper illustrates how triangular co-operation is carried out in the MENA region and the varying roles that Arab providers of development co-operation take in these arrangements. Many triangular activities are promoted by Arab providers, sometimes without considering whether these activities could be considered triangular co-operation. Similarly, DAC members also carry out triangular co-operation in the MENA region, oftentimes with Arab providers, yet rarely consider these activities as ‘triangular’. The evidence gathered here shows that two DAC members have institutionalised such collaboration with Arab providers (Germany and Japan), while other DAC members carry out triangular arrangements through *ad hoc* interventions. Arab providers tend to focus their triangular co-operation activities in the MENA region, with a particular focus on fragile contexts, but are increasingly open to working in other parts of the world. Triangular co-operation in the MENA region targets a wide range of sectors and, interestingly, project types vary from capacity building and technical co-operation interventions to large multi-annual financial investments.

There is scope to better understand triangular co-operation in the MENA region and the evidence presented in this paper shows that Arab triangular co-operation activities can provide development experiences and lessons for both communities, e.g. on:

- Solutions to pressing development challenges, such as forced migration (see, for example, the ‘Safe Schools’ project in chapter 3 that Germany and OPEC Fund for International Development are implementing under the Madrasati Initiative with Jordan); or climate change (see chapter 3 on the Pacific renewable energy fund that financed activities between the United Arab Emirates and New Zealand with a number of Pacific states);
- Implementing partnerships in fragile contexts in the MENA region and beyond (see Japan’s approach to draw on local expertise to transfer knowledge across the MENA region in chapter 3);
- Integrating triangular approaches into larger development co-operation programmes (as the Islamic Development Bank’s Reverse Linkage initiative

shows in chapter 3) or to engage with the private sector on development (as the United Arab Emirates Technical Assistance Programme does, see chapter 3);

- Supporting and building the capacity in the next wave of providers of development co-operation in the MENA region (as the Islamic Development Bank is doing with the technical co-operation agencies of MENA countries such as Morocco, Egypt or Tunisia, see chapter 3).

The paper builds upon the evidence from a recent OECD survey on triangular co-operation covering over 450 triangular co-operation activities from 62 countries and international organisations, a review of the existing literature on triangular co-operation in the MENA region and discussions with triangular co-operation programme managers and collaborators from several Arab and DAC providers of development co-operation. The paper also provides a short overview of Arab development co-operation, which helps put Arab triangular co-operation activities in their general development co-operation context.

المخلص التنفيذي¹

1. يعتبر التعاون الثلاثي أحد صيغ التعاون التي يمكن أن تسهم في تحقيق أهداف التنمية المستدامة بوسائل ابتكارية وتعاونية من أجل إيجاد حلول للتغلب على المعوقات البيئية والاقتصادية والاجتماعية التي تقف في سبيل تحقيق التنمية اليوم. يمتد الاهتمام بالتعاون الثلاثي منذ زمن بعيد، ومع هذا فمعظم الدراسات قد ركزت على خبرات أمريكا اللاتينية ومنطقة الكاريبي وتطبيقها بواسطة أعضاء لجنة المساعدة الإنمائية لتابعة لمنظمة التعاون الاقتصادي والتنمية. أدى هذا التركيز الإقليمي إلى شيوع فكرة مغلوطة بشأن ندرة تطبيق التعاون الثلاثي في مناطق أخرى، بما فيها منطقة الشرق الأوسط وشمال أفريقيا. بينما كشفت المناقشات التي دارت خلال الحوار بين الدول العربية ولجنة المساعدة الإنمائية بشأن التنمية في برن بسويسرا، مارس 2017، عن دليل على تنفيذ مشاريع باتباع أسلوب التعاون الثلاثي في منطقة الشرق الأوسط وشمال أفريقيا. ومع ذلك، فالعديد من تلك المشاريع لم يتم تصميم برامجها أو اعتبارها من بين أوجه تطبيق التعاون الثلاثي.

2. الغرض من ورقة العمل هذه توضيح كيفية تطبيق التعاون الثلاثي في منطقة الشرق الأوسط والشمال الأفريقي والأدوار المتباعدة التي تقوم بها الدول العربية المقدمة للتعاون التنموي في هذا الإطار. يتم الترويج للعديد من الأنشطة ثلاثية الأطراف من قبل مقدمو التعاون العرب؛ أحياناً دون بحث مدى صحة اعتبار هذه الأنشطة من بين أوجه التعاون الثلاثي. وعلى نحو مشابه، ينفذ أعضاء لجنة المساعدة الإنمائية أنشطة للتعاون الثلاثي في منطقة الشرق الأوسط وشمال أفريقيا، غالباً ما تكون مع أطراف عرب آخرين، ومع هذا فنادر ما يعتبرون هذه الأنشطة "ثلاثية". وتوضح الأدلة التي تم جمعها هنا قيام اثنين من أعضاء لجنة المساعدة الإنمائية (ألمانيا واليابان) بوضع إطار لمثل أنشطة التعاون هذه مع مقدمي التعاون العرب، بينما ينفذ أعضاء لجنة المساعدة الإنمائية الآخرون الأنشطة الثلاثية من خلال التدخلات التي يتم تصميمها بحسب كل حالة. يميل مقدمو التعاون العرب على تركيز أنشطتهم للتعاون الثلاثي في منطقة الشرق الأوسط وشمال أفريقيا، مع الاهتمام بشكل خاص بالبيئات الهشة والضعيفة، ولكن مع هذا يتزايد انفتاحهم على العمل في مناطق أخرى من العالم. وتستهدف أنشطة التعاون الثلاثي في منطقة

¹ This translation of the executive summary was kindly provided by the United Arab Emirates' Ministry of Foreign Affairs and International Cooperation.

الشرق الأوسط وشمال أفريقيا مجموعة واسعة من القطاعات، ومن المثير للاهتمام التنوع في أنواع المشاريع ابتداءً من بناء القدرات وتدخلات المساعدة الفنية وحتى الاستثمارات المالية الهائلة متعددة السنوات.

3. هنالك نطاق يمكن من خلاله الحصول على فهم أفضل للتعاون الثلاثي في منطقة شمال أفريقيا والشرق الأوسط. ويثبت الدليل المطروح في ورقة العمل هذه أن أنشطة التعاون الثلاثي المنفذة من قبل الأطراف العربية يمكنها توفير خبرة ودروس تنمية لكلا المجتمعين: على سبيل المثال:

- إيجاد حلول للمشكلات التنموية الملحة، كالهجرة القسرية (على سبيل المثال، راجع القسم 3.2.1 من مشروع "المدارس الآمنة" الذي تعمل كل من ألمانيا وصندوق الأوبك للتنمية الدولية على تنفيذه ضمن مبادرة مدرستي بالتعاون مع الأردن)؛ أو التغير المناخي (راجع القسم 3.2.3 بشأن صندوق الشراكة بين دولة الإمارات ودول المحيط الهادي في مجال الطاقة المتجددة الذي مَوَّلَ أنشطة جرى تنفيذها بالتعاون بين دولتي الإمارات العربية المتحدة ونيوزيلندا مع عدد من دول المحيط الهادي).
- تنفيذ شراكات في البيئات الهشة والضعيفة بمنطقة الشرق الأوسط وشمال أفريقيا وخارجها (راجع القسم 3.2.2 بشأن منهجية اليابان التي ترى الاستناد إلى الخبرات المحلية لنقل المعارف إلى مختلف أنحاء منطقة الشرق الأوسط وشمال أفريقيا).
- دمج أسلوب التعاون الثلاثي ضمن برامج التعاون الإنمائي الأكبر (كما ورد في الفقرة 3.3.1 بشأن مبادرة البنك الإسلامي للتنمية لتبادل المعارف والخبرات "Reverse Linkage") أو المشاركة مع القطاع الخاص في تحقيق التنمية (على غرار برنامج المساعدة الفنية الذي تنفذه دولة الإمارات، راجع الفقرة 3.2.3).
- دعم وبناء قدرات الدفعة التالية من مقدمي أنشطة التعاون الإنمائي في منطقة الشرق الأوسط وشمال أفريقيا (على غرار ما يقوم به البنك الإسلامي للتنمية مع وكالات التعاون الفني بدول الشرق الأوسط وشمال أفريقيا كالمغرب ومصر وتونس، راجع القسم 3.3.2).

تستند ورقة العمل إلى الدليل المستمد من استبيان حديث لمنظمة التعاون الاقتصادي والتنمية بشأن التعاون الثلاثي تناول أكثر من 450 نشاطاً من أنشطة التعاون الثلاثي من 62 دولة وهيئة دولية، وهو مراجعة واستعراض للفكر القائم حالياً بشأن التعاون الثلاثي في منطقة الشرق الأوسط وشمال أفريقيا والمناقشات التي جرت مع معاوني ومديري برامج التعاون الثلاثي من عدة دول عربية ومقدمي أنشطة التعاون الإنمائي من أعضاء لجنة المساعدة الإنمائية. كما تقدم ورقة العمل نظرة عامة موجزة لأنشطة التعاون الإنمائي العربية، وهو ما يساهم في إدراج أنشطة التعاون الثلاثي المنفذة من قبل أطراف عربية ضمن السياق العام لأنشطة التعاون الإنمائي التي تقوم بها.

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Chapter 1. Triangular co-operation in the MENA region

The cross-disciplinary, holistic and integrated nature of the Sustainable Development Goals (SDGs) places a premium on sharing knowledge, technology and experiences across countries, no matter whether they are considered “developed” or “developing”. The lessons that all countries extract from tackling development challenges (at home or abroad) can be useful for other countries in their search for sustainable development solutions. Triangular co-operation can help share these lessons and solutions to solve today’s environmental, economic and social problems. Triangular co-operation refers to activities involving at least three actors, each of them having a different role in the common activity, that aim to deliver both development and partnership results. The promising nature of triangular co-operation explains why it features as a means to achieve the SDGs in the 2030 Agenda for Sustainable Development, the Addis Ababa Action Agenda on financing for development and, most recently, as a key tool for the United Nations development system (UNECOSOC, 2017). In fact, SDG 17 encourages all stakeholders to use triangular co-operation as a means to achieve the goals.

Interest in triangular co-operation is growing among development co-operation practitioners (e.g. SEGIB 2014; OECD 2016a). To date, most studies have mainly focused on the experiences of Latin America and the Caribbean (AGCID 2013; BMZ 2014; UNOSSC and JICA 2015) and on the involvement of members of the OECD Development Assistance Committee (DAC) (e.g. Yamashiro Fordelone 2009; Schulz 2010; OECD 2013a; JICA 2013; BMZ 2014). There is less information available on triangular co-operation in other parts of the world and by other groups of providers (see Langendorf et al. 2012 for an overview of different experiences). In fact, this lack of evidence has led to the “myth” that “there is no triangular co-operation in other regions” – including in the Middle East and North Africa (MENA). Most analyses that look at triangular co-operation with Arab and other providers in the MENA region do so through the lense of South-South Co-operation (OIF 2014; UNDP 2014) and thus consider triangular co-operation as a funding modality of South-South Co-operation. Other analyses use the lense of foreign policy (e.g. Wiese 2011, 2012; Sons and Wiese 2015) and therefore present it as one more tool that governments can use in their foreign relations. Yet, there is value in looking at triangular co-operation as a modality of development co-operation *per se*, given that its features are different from those of South-South Co-operation. Triangular co-operation, as much as development co-operation, needs to be analysed as more than an instrument of international relations – because triangular co-operation can lead to both development and partnership results, including foreign policy outcomes.

The most recent OECD survey on triangular co-operation (OECD 2016a) captured information on over 450 triangular co-operation activities from 62 countries and international organisations, of which only 17 instances were reported of Arab countries and institutions engaging in triangular co-operation (about 4% of this database). Nevertheless, discussions at the Arab-DAC Dialogue on Development in 2017 (OECD 2017a), showed that the MENA region has considerable experience in triangular

co-operation, even though these activities may not be labelled as such.¹ We have since then collected information on an additional 36 projects in the region, so that 9% of all reported triangular co-operation projects in the OECD online project repository² involve the MENA region.

One explanation for not capturing these projects through the OECD survey is that there is no internationally agreed definition of triangular co-operation (OECD 2016a). Each country or organisation has its own understanding of what triangular co-operation is. For instance, Germany co-operates with Arab providers in several projects with triangular co-operation characteristics in the MENA region. The projects were considered to be co-financing arrangements among Germany and Arab providers that are high-income countries (and thus not eligible for receiving official development assistance - ODA). Yet, Germany considers projects with similar features in Latin America and the Caribbean to be triangular co-operation, including with Chile and other high- and middle-income countries at different stages of development.³ This begs the question whether triangular co-operation is necessarily linked to the income of the participating partners or whether triangular activities depend on the roles of the different partners engaged.

At the same time, triangular co-operation is not always captured in the MENA region because many Arab providers may not be aware of the concept when devising and programming their development co-operation activities. Arab providers often implement triangular projects without describing them as such. The United Arab Emirates, for example, has developed two renewable energy funds where the triangular characteristic is based on the technical attractiveness and relevance of its collaborating partners and the bilateral relationships that the Emirates have developed with them. These relationships may result in triangular arrangements.

Another example of how triangular co-operation can be understood in different ways has to do with how partnerships are being rekindled by multilateral Arab providers of development co-operation, such as the Islamic Development Bank or the OPEC Fund for International Development. These institutions aim at making best use of the comparative advantages of all partners engaged in their triangular activities. The Islamic Development Bank is a frontrunner in using this approach as it conducts mapping exercises for all its member countries - all countries are considered to have expertise that can be usefully shared with others; irrespective of their income level or stage of development (see section 3.4 of this paper; SESRIC and IsDB 2016). Still, most research on the subject has not considered these activities as triangular (but see UNDP 2014; UNOSSC 2017).

Building upon the discussions from two meetings on triangular co-operation that the OECD organised in Lisbon (OECD 2012, 2013a), the essential difference between triangular co-operation and other arrangements lies in how the different partners interact. The following three roles illustrate the main characteristics of triangular co-operation (OECD 2012, 2013a) – bearing in mind that roles can change over time within the same or across slightly different projects:⁴

- Pivotal partner: the partner is ready to share a given sustainable development solution, knowledge, expertise, technology or other resources;
- Facilitating partner: the partner is able to connect other actors to form a triangular partnership and provides financial and/or technical support for the collaboration; and
- Beneficiary partner: the partner is the target of the development intervention.

Any of these roles could be fulfilled by developed or developing country governments, international organisations, civil society organisations, private sector entities, foundations or academia. The aim of the collaboration is to deliver development and partnership results and to generate other benefits by combining the comparative advantages of all actors involved, such as greater trust or better mutual understanding (OECD 2016b). Building upon the conclusions of a previous OECD report on triangular co-operation, which dispels three myths of triangular co-operation (OECD 2017b), this working paper aims to dispel a fourth myth by building the evidence base on triangular co-operation in the MENA region.

The three myths that were dispelled in the OECD report on triangular co-operation are:

- Myth #1: Trilateral co-operation is scattered and small in scale and scope. It is only relevant in niche areas.
- Myth #2: Trilateral co-operation projects do not follow clear planning and implementation mechanisms.
- Myth #3: There is no clear value added of trilateral co-operation in comparison to bilateral or regional co-operation.

This paper will *first* outline the levels of Arab development co-operation, comparing their ODA volumes to their triangular co-operation activities. *Second*, we synthesise the literature on triangular co-operation in the Arab region, concentrating on the role of Arab providers as either pivotal or facilitating partners and, where available, looking at MENA countries as beneficiary partners. We also complement the literature review with a number of examples that illustrate how Arab triangular co-operation can provide solutions to many development challenges in the MENA region, as well as by giving examples of the types of triangular partnerships in place between Arab providers and DAC members and among Arab providers themselves. In doing so, we elaborate on the main features of triangular co-operation in the MENA region. The *third* section of this paper looks at the value added of triangular co-operation in the MENA region. These findings are consistent with earlier findings on the main features and ‘myths’ of triangular co-operation (see OECD 2016a). Finally, in the *fourth* section, we discuss how Arab and DAC providers could increase collaboration through triangular co-operation. All the Arab triangular co-operation projects gathered through the OECD survey and our own research are included in the Annex.

¹ For more information, see: www.oecd.org/dac/dac-global-relations/arab-dac-dialogue.htm.

² Last updated in December 2017.

³ Intervention by the German representative at the Arab-DAC Dialogue in Bern, 27-28 March 2017.

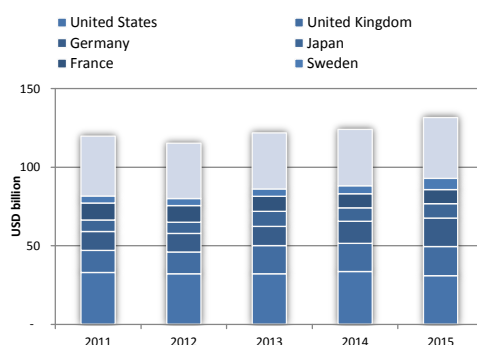
⁴ The definition of triangular co-operation put forward has also been discussed by the Global Partnership Initiative on Effective Triangular Cooperation (GPI), which aims to come up with a contemporary definition of triangular co-operation through 2018.

Chapter 2. Arab development co-operation: volumes and priorities

Arab providers of development co-operation have over 40 years of experience in development co-operation.⁵ According to the information available to the OECD at the time of writing, the eight Arab countries and institutions that report to the OECD (or on which the OECD makes estimates) disbursed USD 13.1 billion of official development assistance in 2015, a six-fold increase compared to 2011 (see figures 2.1 and 2.2; Berbegal Ibañez et al. 2017).⁶ This volume was 48% of what providers that are not members of the DAC extended between 2011 and 2015 (for further information, see OECD 2017d).⁷

Figure 2.1 ODA from DAC countries, 2011-15⁸

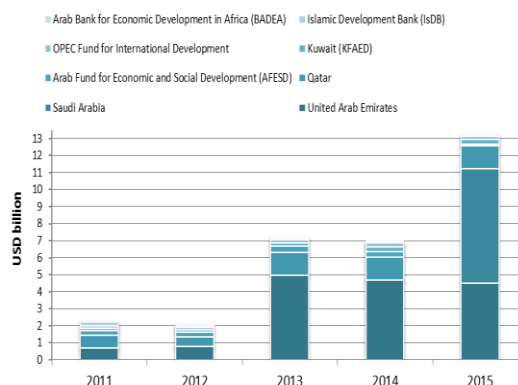
Net disbursements, USD billion, constant 2015 prices



Source: OECD (2017c)

Figure 2.2 ODA from Arab countries and institutions, 2011-15

Net disbursements, USD billion, constant 2015 prices

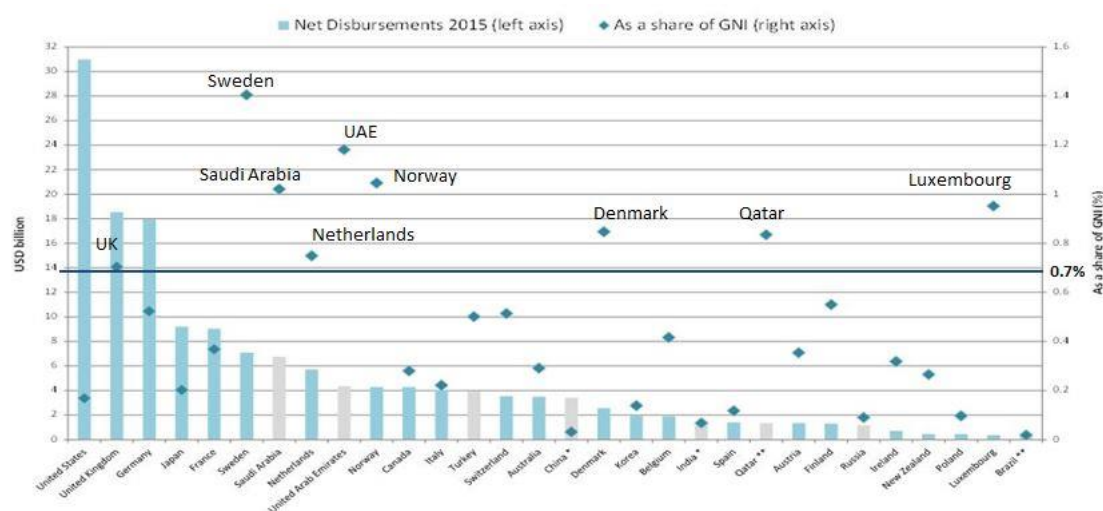


Note: The latest available estimate for Qatar, i.e. 2013, was used for 2014 and 2015.

Source: OECD (2017c)

Saudi Arabia⁹, the United Arab Emirates (UAE) and Qatar¹⁰ ranked among the largest bilateral providers of development co-operation in the world in 2015 in volume terms (7th, 9th and 22nd respectively). These Arab providers are not only ahead of many DAC members in volume terms; they are also among the most generous countries in terms of their ratio of ODA to Gross National Income (GNI) – with all three providing over 0.7% in 2015 (Figure 2.3, ranking 4th, 2nd and 7th respectively). The UAE, which is particularly noteworthy, had an ODA/GNI ratio close to 1.2% in 2015 and has had a ratio above 1% since 2013. The Kuwait Fund provided disbursements of USD 304 million in 2015, but this is only a share of the ODA provided by the State of Kuwait. Other Arab countries also provide ODA but their figures are not available (e.g. Bahrain or Oman).

Figure 2.3 Thirty largest bilateral providers of gross concessional financing for development, 2015



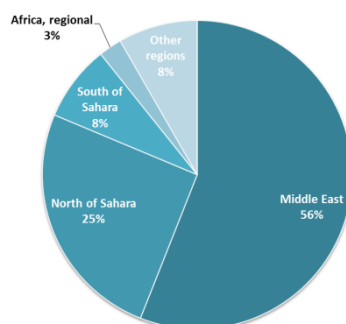
Note: * Estimates based on available 2015 data; ** estimates based on latest available data.

Source: OECD (2017c)

In addition to these bilateral providers, other Arab regional and multilateral institutions are also significant providers of development co-operation, such as the Arab Bank for Economic Development in Africa (BADEA), the Arab Fund for Economic and Social Development (AFESD), the Islamic Development Bank (IsDB)¹¹ or the OPEC Fund for International Development (OFID). These four institutions disbursed USD 1.2 billion in 2015, with the Arab Fund accounting for 54% of this amount. Since 2011, these institutions have increased their concessional finance allocations by 23%.

The Arab countries and institutions that report to the OECD concentrate their activities in the MENA region: 81% of their geographically allocated ODA went to this region between 2011 and 2015 (Figure 2.4), compared to 9% of DAC members' net ODA in this period. Arab providers focused predominantly on Egypt but also on Morocco, Jordan and Yemen (Table 2.1), which collectively received almost 50% of all Arab ODA flows to the MENA region. These countries share the same regional background and language, which helps Arab providers to tailor their activities to the local, social, economic, political, climatic and geographic conditions.

Figure 2.4. Regional distribution of net ODA disbursements of Arab providers, 2011-15 average



Source: OECD (2017c)

As most Arab activities focus on the MENA region, it is not surprising that Arab development co-operation activities concentrate on middle-income countries (MICs), which received 76% of Arab ODA. Importantly, the focus on this region also directs Arab providers towards fragile states (e.g. Egypt, Iraq, Libya, Syrian Arab Republic, Yemen; see OECD 2016c for further information on the concept of fragility). The share of ODA going to the MENA region was stable through the period 2011-15, while the share of ODA flowing towards fragile states grew from 15% in 2011 to 34% in 2015. This concentration suggests that Arab providers have a set of experiences and expertise that are relevant and useful in their neighbourhood.

Table 2.1. Top 10 partners for Arab providers, 2011-15 average, bilateral net disbursements, USD million

Partners	Amount	Share
Egypt	2,624	33.5%
Morocco	373	5.8%
Jordan	337	5.3%
Yemen	322	5.0%
Sudan	181	2.8%
Pakistan	123	1.9%
Mauritania	103	1.6%
Lebanon	87	1.4%
Tunisia	83	1.3%
West Bank and Gaza Strip	72	1.1%
Total	4 305	59.7%

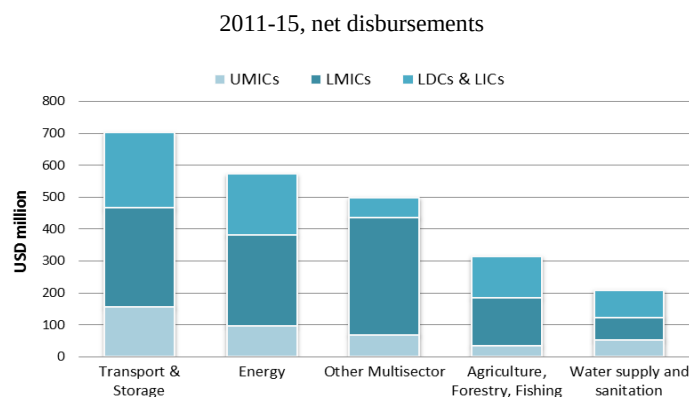
Note: Percentages next to country labels represent shares of total net ODA relative to total country-specific ODA net flows.

Source: OECD (2017c)

Arab providers focus their ODA interventions on economic infrastructure and services, notably, transport and storage (20%), energy (15%), industry, mining and construction (9%) (Figure 2.5). The multisector category represents 17% of Arab sector allocations, a category that mainly captures urban development activities in the Arab case. These sectors are seen as areas where Arab providers can add value to their partners, especially in the MENA region (e.g. UNDP 2014; Sons and Wiese 2015; UNOSSC, 2017). Over

2011-15, these five sectors were on the top of Arab providers' activities, reflecting the accumulated knowledge on developing and implementing economic development policies in these sectors (Sons and Wiese 2015; UNOSSC 2017).

Figure 2.5 Top sectors of Arab ODA allocations



Note: UMICs are upper middle-income countries; LMICs are lower middle-income countries; LDCs are least developed countries and LICs are low-income countries.

Source: OECD (2017c)

⁵ For the purposes of this working paper, Arab providers of development co-operation are the governments of Bahrain, Kuwait, Oman, Qatar, Saudi Arabia and the UAE, and the ten members of the Arab Coordination Group (Abu Dhabi Fund for Development, Arab Fund for Economic and Social Development, Arab Bank for Economic Development in Africa, Arab Gulf Programme for Development, Arab Monetary Fund, Islamic Development Bank, Kuwait Fund for Arab Economic Development, OPEC Fund for International Development and Saudi Fund for Development). Arab beneficiary countries are those countries and territories in the MENA region that are eligible to receive ODA, as defined in OECD DAC statistics (OECD 2017c).

⁶ The development finance statistics presented here are based on OECD DAC statistics, which includes activity-level data from the Arab Bank for Economic Development in Africa, Arab Fund for Economic and Social Development, Islamic Development Bank and OPEC Fund for International Development. The analysis includes also activity-level data from the UAE (which includes data from the Abu Dhabi Fund for Development), the Kuwait Fund for Arab Economic Development (which channels most Kuwaiti ODA) and aggregate-level data from Saudi Arabia. OECD estimates of the development flows of Qatar are also included, when possible. For further information see Berbegal Ibañez et al. (2017).

⁷ Using the OECD DAC statistics, non-DAC members that report to the OECD and for which estimates could be developed, provided USD 13.3 billion on average over 2011-15.

⁸ For reference, Arab providers represent 5% of what DAC providers extended in 2015. DAC members disbursed USD 122.4 billion on average over 2011-15 according to OECD DAC statistics.

⁹ Saudi Arabia's reporting to the OECD on its development co-operation programme consists of aggregate figures on humanitarian and development assistance by region, multilateral aid and loan disbursements and repayments by the Saudi Fund for Development.

¹⁰ The latest foreign aid report published by Qatar covers 2013, which is the information used for this working paper.

¹¹ OFID and the IsDB have a membership base that goes beyond the MENA region. However, these institutions are considered Arab providers in this working paper because of their participation in the Arab Coordination Group and the fact that their main shareholders are Arab providers (e.g. Saudi Arabia or the United Arab Emirates).

Chapter 3. The main characteristics of triangular co-operation in the Middle East and North Africa

The previous chapter showed that, although we only have partial internationally comparable data on Arab providers' development co-operation, it is nevertheless clear that they are important partners for many developing countries, especially in the MENA region. What is more, there is ample evidence that triangular co-operation is part of their development co-operation activities. These two points explain the need to better understand the extent to which, and how, Arab providers engage in development co-operation in general, and in triangular co-operation in particular, which is the focus of this working paper. The most recent OECD survey on triangular co-operation (2015) gathered information on 17 examples of Arab engagement in this area. Following the Arab-DAC Dialogue in 2017, information on a further 36 projects was collected.

The relatively small sample of Arab triangular projects in the survey is due to two factors. *First*, Arab providers consulted for this working paper explained that they were hesitant to participate in the survey because they assumed that their projects would not qualify as triangular co-operation. *Second*, DAC members engaging in triangular co-operation with Arab providers also did not consider these collaborations as triangular arrangements, but rather as co-financing (see section 1).

On the one hand, these factors indicate the need to develop a modern understanding of triangular co-operation – which is something that goes beyond this working paper and is being tackled by the OECD, including with the Global Partnership Initiative on effective triangular co-operation. On the other hand, these factors also call for increased awareness of triangular co-operation.¹² To do so, we work on building the evidence base on triangular co-operation and analysing the main characteristics of this modality in the MENA region.

Triangular co-operation in the MENA region is a focused activity, integrated in core development co-operation areas and large in size, scale and scope

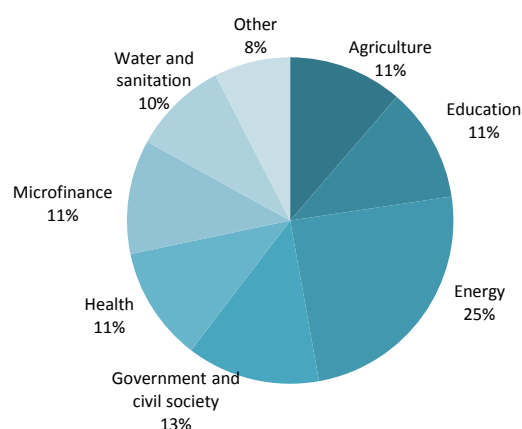
The OECD survey and additional information gathered in 2017 provide a useful starting point to understand the nature of triangular co-operation in the MENA region, despite the small sample size. Indeed, the survey captured a number of examples of triangular co-operation projects carried out by Arab providers of development co-operation. For example, the World Food Programme works in Mauritania on ensuring food security with Saudi Arabia and Oman as pivotal partners (see Annex 1); and a project where the Arab Bank for Economic Development in Africa and the Islamic Development Bank support the campaigns to operate on cataracts and prevent avoidable blindness in Africa and the Middle East (including in Libya and the West Bank and Gaza Strip), with Tunisia as pivotal partner (see also UNOSSC and JICA 2015). In addition to these cases, the survey gathered interesting examples of triangular co-operation activities in the MENA region, notably the Islamic Development Bank's efforts to mainstream triangular arrangements

across all of its activities and to build the capacity of the technical co-operation agencies of the MENA region; or the UAE's plans to share knowledge building upon the lessons and experiences of its own private sector and to promote more effective development co-operation.

Beyond these individual examples, for which more information is available in the Annex 1 to this paper, the main features of the Arab triangular co-operation projects that were gathered are:

- Large average project budgets – with 34 projects having a budget of over USD 1 million.
- Relatively long activities - with 21 projects lasting 36 months or more.
- Concentration in the MENA region and Islamic countries in Sub-Saharan Africa, although some projects are multi-regional (including Central Asia, Southeast Asia and Latin America), which do not specify the role that Arab providers played in some of these activities (OECD 2016a).
- A large share of all activities focuses on training and sharing knowledge on energy, governance-related issues, health and education, while the other projects cover a range of sectors, including microfinance, agriculture or water and sanitation.
- Facilitating partners are the Islamic Development Bank, the OPEC Fund for International Development (OFID), DAC members (e.g. United States, Germany or Japan) and international organisations (e.g. the World Food Programme). Qatar and Saudi Arabia are captured as facilitating partners in one project each, while Egypt, Jordan, Morocco or Tunisia are frequently pivotal partners. These countries, as well as other countries in the MENA region (e.g. Libya and Yemen), may also be beneficiary partners in triangular arrangements. Projects with OFID as a facilitating partner often involve beneficiary partners beyond the MENA region.

There is little difference between the sectors targeted through Arab providers' triangular co-operation in the MENA region and their programmes overall (see Chapter 2). One quarter of the triangular co-operation projects in the region are in the energy sector¹³, followed by government and civil society (13%); agriculture, health, microfinance¹⁴, education (11% each); water and sanitation (10%) (see Figure 3.1 and Annex 1 for examples of projects). Of these projects, it is noteworthy that 13% had an explicit focus on gender issues, e.g. financial inclusion, women's economic empowerment and health. In comparison, one third of the projects reported in the overall OECD survey on triangular co-operation were in the area of government and civil society, followed by health, agriculture and environmental protection (OECD 2016a).

Figure 3.1. Sectors of triangular co-operation in the MENA region

Budgets for triangular co-operation projects in the MENA region are significantly larger than those reported in the overall OECD survey, where the budget in three quarters of the cases was below USD 1 million. In the MENA region, 68% of the triangular co-operation projects have a budget over USD 1 million, 23% are between USD 500 000 and USD 1 million and only 7% under USD 500 000 (in comparison to 60% in the overall survey; see Table 3.1).

Table 3.1. Budgets of triangular co-operation projects in the MENA region

Budget (USD)	No. of projects	% of projects
Under 100 000	3	5%
Between 100 000 and 500 000	2	4%
Between 500 000 and 1 000 000	12	23%
Between 1 000 000 and 5 000 000	32	60%
Between 5 000 000 and 10 000 000	2	4%
Over 10 000 000	2	4%
TOTAL	53	100%

Source: OECD 2016a

Triangular co-operation provides a diverse range of actors with an opportunity to explore new ways of working together and transferring tested solutions from one country or region to another. Respondents to the OECD survey in 2015 reported engaging in a mix of project-type interventions and technical co-operation activities, e.g. dispatching experts for training, workshops or exchange visits (OECD 2016a). The length of triangular co-operation activities in the MENA region reflect the predominant use of project-type interventions, with 87% of the projects having durations over a year and almost half (43%) of over two years (see Table 3.2).

Table 3.2. Durations of triangular co-operation projects in the MENA region

Duration of triangular co-operation projects	No. of projects	% of projects
Under 12 months	7	12%
Between 12 and 24 months	24	44%
Between 25 and 48 months	19	35%
Between 49 and 108 months	5	9%
TOTAL	53	100%

Source: OECD 2016a

These findings are also consistent with the available literature on triangular co-operation in the Arab region (e.g. OIF 2014; UNDP 2014; UNOSSC 2017). Most of this literature notes the importance of Arab providers in triangular co-operation as a way to foster sustainable development in the region (Lambert 2015). However, the literature is limited and most studies consulted for this paper subsume triangular co-operation as a form of South-South Co-operation (see Zhou 2013; OIF 2014; UNDP 2014; UNOSSC 2017) – effectively limiting the role of the facilitating partner to that of funder of South-South Co-operation.¹⁵ For example, the United Nations Office for South-South Cooperation (UNOSSC) has developed a number of national and regional models of Arab South-South Co-operation, which encompass triangular co-operation in a few instances and with a narrower scope than the one used in this paper (UNOSSC 2017). The UNOSSC models relate to (1) how high-income Arab providers engage with middle-income countries and (2) with least-developed countries (two national models); and (3) the Islamic Development Bank’s Reverse Linkage modality (regional model). The three models add to the insights gathered through the OECD survey.

In the middle-income and least-developed countries’ models, Arab triangular co-operation is a modality to implement activities in areas of expertise and in partnerships that include a high-income Arab country government, national fund and/or a DAC member, an international organisation and/or another “emerging” provider (e.g. Brazil, China or India). In the case of triangular activities in middle-income countries, Arab countries and institutions share experiences on governance and fund economic infrastructure (e.g. energy or water). With least-developed countries, Arab providers prioritise economic co-operation but also social and humanitarian issues (e.g. food security, gender, peace and security). There are a number of key MENA pivotal actors in these models, namely Egypt, Morocco, Tunisia or Qatar; with Algeria, Bahrain, Jordan and Lebanon being important too. The usual facilitating partners are the Arab Bank for Economic Development in Africa, the Islamic Development Bank, Kuwait, Qatar and the UAE. Also, Arab providers share knowledge at regional level using triangular co-operation through the Reverse Linkage projects of the Islamic Development Bank (see next section).

Summing up, the survey findings are consistent with the overall activities captured through Arab providers’ ODA statistics, mentioned in the previous section. While triangular co-operation in the MENA region may not always be immediately visible to observers and researchers of triangular co-operation, it is happening in core development co-operation areas. In fact, triangular co-operation addresses key regional and global challenges, such as the refugee crisis or climate change. In line with the myths that the

OECD dispelled in its report (OECD 2016a) through the overall survey findings, the reported projects are not small in scale and scope and not scattered – they follow the overall focus of Arab development co-operation.

Triangular co-operation projects follow a strategic vision and have clear guidelines in the MENA region

Historically, Arab countries and institutions have focused their ODA interventions in neighbouring countries which are often fragile states (e.g. Wiese 2011; Sons and Wiese 2015; Berbegal Ibañez et al. 2017; UNOSSC 2017). DAC members have been engaging in these contexts for a long time, with *per capita* ODA from DAC members to fragile states having almost doubled since the year 2000 (OECD 2016c). Targeting fragility is a characteristic of many Arab and DAC triangular projects in the MENA region, which follows a strategic vision and builds upon a long history of co-operation and project planning and management experiences.

Germany's programmatic approach towards triangular co-operation in the MENA region

A well-developed example of systematic triangular co-operation between an Arab and a DAC member is the Regional Programme “Cooperation with Arab Donors”, commissioned by the German Federal Ministry for Economic Co-operation and Development (BMZ) and implemented by the Gesellschaft für Internationale Zusammenarbeit (GIZ) through an Open Regional Fund. Germany takes a programmatic approach that includes triangular co-operation projects as a component of larger bilateral or regional programmes and funds. This way of working provides flexibility and ensures ownership of all partners, as projects are jointly planned, financed and implemented with the facilitating and beneficiary partners both coming from the MENA region. Activities aim to strengthen civil society structures and contribute to poverty reduction through microfinance and financial inclusion of marginalised groups, such as women and youth. These areas are particularly suitable for triangular co-operation with Arab providers, according to the German officials consulted for this paper. The programme offers financial contributions, advisory services, training, materials and equipment to marginalised and disempowered social groups in social sectors (e.g. education, health). The main objective of the programme is to strengthen co-operation between German and Arab providers at the operational level to increase the impact for beneficiary partners in the MENA region, build relationships based on trust and foster dialogue with all parties (GIZ 2014a).

In Yemen, for example, Germany and the Arab Gulf Programme for Development (AGFUND) implement the “Promoting Women’s Financial Inclusion Project” (Box 3.1). The project focuses on teaching financial skills and developing financial products for women. This project scaled-up the experience of the bilateral Yemeni-German “Access of Women to Microfinance and Support to Victims of Violence Project”, which was also jointly financed with AGFUND and that brought training and income opportunities to over 4 000 women affected by violence in Yemen (GIZ, 2014b). Here, the aim was to provide women with access to business and microfinance services through capacity development in women’s shelters and prisons. Training activities were conducted with the Centre for Arab Women Training and Research based in Tunisia.

Box 3.1. Financial inclusion of women in Yemen

Countries/IOs:	AGFUND, Germany, Yemen
Other partners:	Al-Amal Bank
Objective:	To increase access of disadvantaged Yemeni women (aged 15+) to suitable financial services and products and to enable them to effectively use them through six components: 1) financial education training, 2) training in business development services in order to enhance bookkeeping and other management skills, 3) training in vocational skills and other income-generating activities 4) supporting and strengthening relations between the beneficiaries who received training and local financial institutions, 5) capacity-building for the local partner organisations in areas such as monitoring the impact of the financial institutions and financial administration for NGOs, 6) raising public awareness through provision of information material
Budget:	USD 300 000 from AGFUND and USD 300 000 from GIZ
Project period:	2015-2018

Source: GIZ 2015

Within the Financial Inclusion Project, Germany also works closely with the Al-Amal Bank for Microfinance, which was established by AGFUND as one of its “banks for the poor” – and one of the few banks still operating on a reliable basis in war-torn Yemen – and a number of Yemeni governmental, non-governmental and microfinance institutions. AGFUND was identified as the relevant partner for the implementation of this project in Yemen given its long-standing experience in setting microfinance banks and institutions in the MENA region (e.g. Bahrain, Jordan, Lebanon, Syria, Yemen or the West Bank and Gaza Strip) and the variety of instruments and products offered (e.g. microcredit, saving accounts, agriculture, livestock finance or micro-health insurance).

The Open Regional Fund is also implementing a project to support young female and male entrepreneurs in Tunisia and the West Bank and Gaza Strip through training in financial literacy, business development skills, coaching and access to microfinance. AGFUND and the Saudi Fund for Development contribute funds to the project, which is carried out by the Tunisian Center of Arab Woman for Training and Research and the West Bank and Gaza Strip. Previously, Germany also implemented other projects in the region, such as the “Regional Youth Savings Initiative” together with the semi-governmental Qatari organisation Silatech until December 2014, which promoted the development and use of specific savings account products for young people in Egypt, Morocco and Yemen through financial literacy courses and social marketing campaigns (GIZ 2014d; see also Wiese 2012).

Another interesting example of Germany’s triangular co-operation in the MENA region is the Safe and Creative School Spaces Programme in Jordan, under the Madrasati Initiative of the Queen Rania Jordan River Foundation (created in 2008 to modernise 500 public schools in Jordan). The German Open Regional Fund has financed this Initiative with the OPEC Fund for International Development since 2015. This example shows that

triangular co-operation can tackle the challenges posed to host countries by the refugee crisis in the MENA region. The project is a response to the Syrian conflict and the influx of over 660,000 registered Syrian refugees in Jordan, of which approximately a third were of school age (see Box 3.2). In a closely co-ordinated and jointly designed approach, OFID funds the maintenance and renovation of eight school buildings in targeted areas through a grant; Germany supports trainings for teachers and extracurricular activities for Jordanian and Syrian students in the same schools; and the Madrasati Initiative also contributed to school renovation.

Box 3.2. Madrasati - Safe and Creative School Spaces

Countries/IOs:	Germany, OPEC Fund for International Development
Other partners:	Queen Rania Jordan River Foundation (Madrasati Initiative)
Objective:	To improve the quality of education, both for Jordanian and Syrian refugee students, to empower them through enriching the classroom and after-school learning and providing them with life skills that are necessary to contribute to social peace in the Jordanian host communities. Interventions are done in 8 schools which are particularly affected by the influx of Syrian refugees.
Budget:	USD 1 billion from the Madrasati Initiative; USD 720 000 from OFID; USD 520 000 from GIZ.
Project period:	2015-2018

Source: GIZ (2016a)

Japan's model of drawing from local expertise to transfer knowledge in the MENA region

The Japanese experience shows that triangular co-operation can provide adapted solutions to the challenges encountered in fragile states through carefully thought-out interventions. For the Japan International Co-operation Agency (JICA), triangular co-operation is an opportunity to draw experts from neighbouring countries and with similar experiences to the ones needed for interventions in settings of conflict and fragility. Taking the example of JICA's work in Iraq since 2003, Japan has tapped a pool of experts from neighbouring countries, such as Egypt, Jordan and Turkey, which can provide well-suited and efficient solutions that are often more adapted to the beneficiary country's needs. Japan's triangular activities in Iraq are aimed at post-conflict reconstruction in a range of sectors, including health, agriculture, water and sanitation, and energy. On de-mining, JICA also facilitated interactions between Iraqi authorities and experts from Cambodia with similar experiences and institutional capacities, which had been developed with earlier contributions from JICA.

Other examples from JICA illustrate the multiplier effect of their triangular activities, with projects that had started in one MENA country being extended to Syria and the West Bank and Gaza Strip (and to some African countries), with Egypt and Jordan as pivotal partners, and in the energy and water and sanitation sectors. By implementing triangular co-operation projects together, all partners learn about the others' management practices, approaches and experiences. This was actually one of the main motivations to engage in

triangular co-operation mentioned by both DAC members and other providers in the OECD's 2015 survey (OECD 2016a).

Expanding bilateral or regional co-operation through triangular arrangements

As seen in the previous section, Japan and Germany built on bilateral activities in the MENA region to design further triangular co-operation projects.¹⁶ This is a common experience for other DAC members, which scale up on-going bilateral and regional co-operation with pivotal partners to enhance the scope and effectiveness of development co-operation in the MENA region. By making use of the experiences from previous bilateral co-operation, DAC members' triangular co-operation projects draw on adapted and tested solutions of pivotal countries in the same region. For instance, the United States implements training courses on governance-related issues in Iraq, Libya, the West Bank and Gaza Strip, and Yemen, with Egypt and Tunisia as pivotal partners (OECD 2016a). France has supported Tunisia in sharing its experience to improve access to reproductive health services in Niger – an experience that has been transferred to other Arab countries since 2009 (UNDP 2014). Luxembourg also supported Tunisia in creating a National Solidarity Fund to assist poor and marginalised populations and then shared its experience in several countries, including Mali and Djibouti, through triangular co-operation.

The United Kingdom builds upon its work in the MENA region through an innovative approach, working with the AGFUND and the UK's Open University to provide distance learning in the region. AGFUND finances scholarships, giving priority to female refugees, to give them access to higher education while they are in a situation of uncertainty in refugee camps. The Open University provides the education facilities and learning materials. A first group of women has already graduated and has found jobs matching their newly acquired expertise¹⁷.

The added value of triangular co-operation in the MENA region

The examples above illustrate three key areas where triangular co-operation adds value (OECD forthcoming):

- Making use of complementary strengths to co-create solutions to development challenges that are innovative, more affordable and context-specific: The example of Japan involving experts from the region or with similar and relevant experiences shows how this can be done.
- Providing solutions in fragile states. The example of supporting education for refugees illustrates how, through triangular co-operation projects, all partners can contribute to achieving the SDGs and addressing key global challenges.
- Scaling-up bilateral co-operation. The example of Germany co-operating with the AGFUND demonstrates how partners can mobilise additional resources and institutions to enhance the volume, scope and sustainability of triangular co-operation projects.

When analysing triangular co-operation projects in the MENA region, we found three additional characteristics that are worth highlighting, namely how providers in the region are:

- mainstreaming triangular co-operation into all development activities;
- supporting the next wave of development co-operation providers; and

- sharing knowledge to build upon the lessons and experiences of the private sector and to promote more effective development co-operation.

Mainstreaming triangular co-operation across the Islamic Development Bank's operations

Successful examples of mainstreaming triangular co-operation and including it within large-scale investments can be found in the Islamic Development Bank's Reverse Linkage approach. The Bank introduced this modality in 2010 and offers a matchmaking platform to its member countries, facilitating and enabling a mutually beneficial arrangement among member states to share expertise, knowledge and good practice to address specific development constraints or exploit unique opportunities in other member countries. The modality operates through systematic peer-to-peer interactions and capacity development that may promote cross-border investments, regional co-operation and leverage resources.

The Islamic Development Bank is the facilitating partner in all Reverse Linkage activities. Pivotal partners showcase technology and expertise, are exposed to a new environment, learn from partner country challenges, get a boost to their reputation and visibility, and may develop business and other long-term relations with the beneficiary country. Beneficiary partners obtain expertise and solutions in various domains, enhancing their capacity in a cost-effective manner and building on proven results, again with the possibility of developing long-lasting bilateral relationships. While the Bank provides grants for technical co-operation and concessional loans for infrastructure; pivotal and beneficiary partners also contribute financially or in-kind to the project (IsDB, 2012).

One example of the Reverse Linkage approach in the MENA region is the project between Morocco and Burkina Faso to support the water and sanitation sector in the latter. The Islamic Development Bank facilitates the exchange of expertise, technology and resources between the two countries (see Box 3.3). The Bank is familiar with Burkina Faso's challenges and the capacity gaps of the national water supplier; and has collaborated with Morocco's main water supplier and identified it as a potential source of expertise in its Partnership Strategy for Morocco. A memorandum of understanding was signed between the Islamic Development Bank and the Moroccan Agency for International Cooperation to transfer Morocco's expertise to Burkina Faso (IsDB, 2015a). To date, the largest project where triangular co-operation is integrated concerns the energy sector and aims to enhance renewable energy access in rural Mali building on Morocco's expertise (USD 17 million; IsDB 2017a).¹⁸

Box 3.3. Water and sanitation in Burkina Faso

Project title:	Improving Water Quality Treatment in Burkina Faso to Ensure Safe Drinking Water
Countries/IOs:	Burkina Faso, Islamic Development Bank, Morocco
Other partners:	n.a.
Objective:	To improve the capacity of Burkina Faso in water quality management, especially protecting water against eutrophication.
Budget:	USD 900 000, with each partner providing USD 300 000
Project period:	2015-2017

Source: Islamic Development Bank 2015a

To mainstream the Reverse Linkage, the Bank develops partnership strategies for each of its member countries where it identifies: (a) comparative advantages and knowledge-sharing willingness and (b) national development priorities and challenges.¹⁹ The Bank then conducts a mapping exercise of resource centres in the country, where knowledge, solutions, capacities and expertise are identified. The Bank is updating all its medium-term business plans and partnership strategies to ensure the Reverse Linkage approach ultimately transforms its business model.

Supporting the next wave of providers of development co-operation

Triangular co-operation is also supporting the next wave of providers of development co-operation in the MENA region and beyond. The knowledge that is shared in triangular co-operation can support the next wave of development co-operation agencies. In doing so, these agencies can find the approach that best suits their objectives and it offers incentives to the so-called “traditional” providers to re-think and adjust their own approaches.

With these ideas in mind, the Islamic Development Bank launched the “Three-Two-C Initiative for Technical Cooperation” with those member countries that have technical co-operation units or agencies: Egypt, Morocco, Tunisia, West Bank and Gaza Strip in the MENA region together with Azerbaijan, Indonesia, Malaysia, Nigeria and Turkey. The objective of this initiative is to enable these units and agencies to exchange expertise, knowledge and resources to develop their country’s capacities. These capacities aim at enhancing the relevant policies and regulations, developing strategies and programmes that provide opportunities for advanced collaboration and undertaking joint projects that are designed to make a sustainable impact on the socio-economic development of their countries (IsDB, 2017b). In this process, the Bank employs the same approach embodied in the Reverse Linkage mechanism and acts as a facilitator that matches specific needs with the capacities available across the agencies.

The United Arab Emirates’ triangular co-operation activities to engage with the private sector

Triangular co-operation is a tool that can promote engagement with the private sector to learn from their development experiences. Achieving the SDGs in developing countries will require an estimated USD 3.3 to 4.5 trillion in additional investment. Without

increased private sector involvement — including the growth of healthy and sustainable businesses in low-income countries — the SDGs will not be met. The UAE has been exploring how to involve the private sector through triangular co-operation.

A first example is the UAE's Technical Assistance Programme. The UAE considers that technical co-operation is one of the most effective elements of its foreign assistance policy as it is based on the UAE's own development experience. The Programme aims to share the key lessons from the UAE's private sector by providing technical co-operation to partner countries and with the private sector as pivotal partner. Technical co-operation is concentrated in the sectors where the UAE has a demonstrated comparative advantage, namely: (a) transport and infrastructure development; (b) energy and sustainability; (c) governance; and (d) services for the finance, trade, telecommunications and tourism sectors. The main modalities for the Programme are:

- Expert missions to beneficiary partners, where a UAE-based private entity shares experiences and lessons and the UAE facilitates the mission.
- Training courses for beneficiaries organised in the UAE with a UAE-based private entity.
- Customised programmes for beneficiary partners in areas that are not proposed by the Programme, where the UAE looks for shareable experiences from UAE-based private entities.
- Study visits and training tours for beneficiary partner delegations with private entities to share UAE good practice.

The Programme will deliver knowledge-sharing and capacity-development to countries and entities seeking to learn in partnership with the UAE, including through triangular co-operation. Implementation of the Programme started in 2017, so it is too soon to assess its impact.

A second example of how the UAE engages its private sector through triangular arrangements is the UAE-Pacific Partnership Fund. The Fund aims to deploy renewable energy in the Pacific, thus also exemplifying how triangular co-operation can support green growth and the attainment of global environmental goals. The Fund is a USD 50 million grant facility established by the UAE in 2013. To carry out its mission, the UAE works with the state-owned company Masdar to run competitive, international tenders for project implementation. One of the United Arab Emirates' strategic goals with the Fund was to co-operate with other providers and build on existing activities in the region (see Box 3.4). This outlook led to close technical co-ordination with several providers, such as the Asian Development Bank, World Bank, Japan, the European Union and especially New Zealand in a number of countries (Samoa, Tonga, Vanuatu, Nauru, Palau, Tuvalu, Kiribati or Fiji).

The United Arab Emirates and New Zealand signed a memorandum of understanding to exchange information regularly on project pipelines, with a view to developing co-financing, which resulted in a joint solar project in Solomon Islands with its government and national utility company, Solomon Islands Electricity Authority, marking the country's largest-ever solar project (see Box 3.4). At the same time, Solomon Islands Electricity Authority received support from the World Bank to fund positions for managers, who were very involved in project implementation. The project helped build trust between the UAE and New Zealand through joint planning and implementation – both sides met regularly and disclosed project and investment details. Yet, this success did not stem from a well thought-out “triangular co-operation” strategy planned at the

outset but built upon existing bilateral activities that enabled the partners to explore a new arrangement.²⁰

Box 3.4. Renewable energy in the Solomon Islands

Project title:	UAE-Pacific Partnership Fund to deploy renewable energy
Countries/IOs	New Zealand, Solomon Islands, United Arab Emirates
Other partners	Masdar renewable energy company, Solomon Islands Electricity Authority (with World Bank support)
Objective	To build a 2MW photovoltaic power plant, meeting 7% of the Solomon Islands electricity needs, and train Solomon Islands officials to operate the plant.
Budget	USD 577 000
Project period	2013-2016

Source: Masdar (2016)

¹² The OECD introduced a tracking code for triangular co-operation to better identify projects in its creditor reporting system in 2015. However, the code is not yet used by most countries reporting to the OECD, which limits the amount of internationally comparable data available on Arab providers' triangular co-operation.

¹³ The majority of energy projects were reported by OFID.

¹⁴ German triangular co-operation in the MENA region has a strong focus on microfinance and gender.

¹⁵ Some authors even argue that the gap in the literature stretches beyond triangular co-operation – with few authors having looked at the role and diversity of Arab providers and their impact on development (see Jalbout 2014; but see Wiese 2011; Sons and Wiese 2015).

¹⁶ Information based on discussions with JICA officials in the margins of the 2nd high-level meeting of the Global Partnership on Effective Development Co-operation (GPEDC) in Nairobi, November/December 2016 and the side event “Scaling-up triangular co-operation to achieve the sustainable development goals” on 1 December 2016.

¹⁷ Information based on conversations at the margins of the Arab-DAC Dialogue in Bern, March 2017.

¹⁸ There are other examples of Reverse Linkages, with other partners and in other sectors (e.g. IsDB 2015b, 2016a, 2016b).

¹⁹ The Bank is currently working on, *inter alia*, the Moroccan and Tunisian strategies.

²⁰ Building upon the successful experience in the Pacific and the UAE's growing development assistance portfolio for renewable energy, the UAE launched the UAE-Caribbean Renewable Energy Fund in 2017. This Fund again aims at financing generation assets with other providers and partner governments, using Masdar as the UAE government's technical arm. The Fund has a

budget of USD 50 million in grants and will be operational over 2017-2021, with one of the first projects announced to be carried out in Barbuda.

Chapter 4. Enhancing Arab-DAC collaboration on triangular co-operation

The DAC has a long history of engaging with Arab providers, starting in 1973 (Carroll and Hynes, 2013). Bilateral collaboration on development co-operation between individual Arab providers and DAC members is also long-standing and has been increasing since the 2000s (UNOSSC 2017). There is evidence of Arab providers (represented by the Organization of Petroleum Exporting Countries) and some DAC members discussing triangular activities as early as 1974 and 1975, namely to jointly identify and implement projects in developing countries (DAC 1975: 11-12).

There are good reasons to continue deepening this engagement: Arab ODA levels are significant in both absolute and relative terms and Arab development co-operation is growing and offers a vast amount of knowledge and expertise on the MENA region (see also Tok et al. 2014). What is more, this working paper shows that triangular activities are already carried out by Arab providers and DAC members jointly. Some DAC members also have programmatic approaches to promote triangular activities with Arab providers in the MENA region.

Building on this engagement, there is scope for more collaboration between the two communities (e.g. Sons and Wiese 2015) on triangular co-operation. This working paper has shown that triangular co-operation is an area of common interest and is an entry point for increasing collaboration and promoting mutual learning over time in the MENA region and beyond. There are several reasons for this:

- The evidence gathered for this paper shows that Arab providers are using triangular co-operation to tackle important development challenges at regional or global levels, such as forced migration or climate change. Arab providers have therefore valuable development experiences and lessons that can be shared with DAC members – and vice-versa, given the important experience that DAC members have acquired on the use of triangular co-operation, notably in Latin America and Caribbean, as well as in other regions (including in MENA).
- Many of the joint Arab-DAC triangular arrangements set out in this paper refer to fragile contexts, DAC engagement with Arab providers on this matter could be promoted through triangular co-operation mechanisms (e.g. as Germany has done with good results). Arab providers are key players in the MENA region and joining efforts is in line with the principles on effective development co-operation.
- Arab providers are also testing new triangular co-operation approaches, for example, by mainstreaming it into development co-operation portfolios or by involving the private sector. The Islamic Development Bank's Reverse Linkage programme provides an innovative matchmaking arrangement to orchestrate co-operation across multiple partners (Abbott and Hale, 2014). The Bank is not only a provider of resources, technical knowledge and solutions but also a broker, bringing different countries and organisations together. The fact that all partners bring resources to the activities implemented also points towards improving the

sustainability of the interventions. DAC members could collaborate in Reverse Linkage arrangements, e.g. to identify approaches that can be replicated and/or scaled up in other contexts.

- Some providers of development co-operation are emerging in the MENA region. Egypt, Morocco and Tunisia have established technical co-operation agencies and are often pivotal partners in triangular co-operation (as illustrated in this paper). These agencies allow the countries to share their own experiences with beneficiary countries. For example, according to the UNDP, Tunisia has implemented over 70 triangular co-operation projects since 2009 (UNDP 2014). This experience enriches the development co-operation landscape and can promote more effective development co-operation as these countries are at comparable levels of development and have recent and relevant experiences that can foster development through solutions that are adaptable to local economic and social conditions. DAC members are already supporting these countries and could enhance their collaboration with Arab providers and with these technical co-operation agencies to build their capacity and tap their knowledge through triangular arrangements, including to co-ordinate activities with other providers of development co-operation.

These proposals are based on the data available on triangular co-operation in the MENA region. These data are still limited and there is also a more general need for systematic analyses on the impact that triangular co-operation is having on the ground to understand better how Arab and other providers operate, how triangular co-operation achieves development and partnership results and whether triangular co-operation is an effective way to respond to partner countries' needs and concerns (McEwan and Mawdsley 2012). These questions can guide further work on triangular co-operation in the Arab region. Now that some of the main characteristics of triangular co-operation in the MENA region have been laid out, the findings of this paper can promote more triangular co-operation with DAC members and help to identify opportunities for collaboration. The OECD will collect and disseminate knowledge to support discussions on triangular co-operation among all providers, drawing lessons on this modality to encourage scaling up and replicating experiences within the MENA region and beyond.

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Annex 1: List of triangular co-operation projects in the MENA region since 2014

Project information that was shared through the OECD's 2015 survey			
No.	Project title	Thematic focus	Partners
1	Policy Platform on agricultural development and enhanced food security in the Arab states, Europe and the CIS	Agriculture, food security	IFAD, IsDB, UAE and UNOSSC, Hungary, Italy, Turkey, Qatar, Algeria, Morocco, Egypt, Uzbekistan
2	Protecting livelihoods, reducing undernutrition, and building resilience through safety nets, asset creation and skills development	Food security	WFP, Mauritania, Saudi Arabia, Oman, others
3	Joint Training Program in the Project for Establishment of a Palestinian National Rehabilitation Center for drug addicts	Social protection	Korea, West Bank and Gaza Strip, Turkey
4	Improving the sustainable management and use of forest, protected areas and watersheds in the context of climate change	Forestry	Germany, Morocco, Costa Rica
5	International Workshop on Democracy and Sharing Experiences between Indonesia and Arab Countries	Governance	United States, Indonesia, Egypt, Somalia, Sudan, Yemen, Jordan
6	Third Country Training Program	Health	WHO, Madagascar, Egypt, Indonesia, Thailand, India, Tunisia, Morocco, Kenya, Brazil, Singapore, South Africa, Cambodia, Malawi, Sri Lanka
7	Child Poverty Analysis and Policy	Social protection	UNICEF, Mexico, Iran, Morocco, Tunisia, Algeria
8	Arab Youth Volunteering for a better future: Empower youth in the Arab region	Governance	UNV, Germany, Belgium, Egypt, Jordan, Morocco, Tunisia, Yemen
9	South-South Energy Initiative	Renewable energy	Canada, Qatar, UNECA, UNEP, Ghana, Kenya, Suriname, Trinidad and Tobago
10	Safe Motherhood: Initiative for South-Sudanese Midwives and Nurses Training	Social protection	Italy, Egypt, South Sudan
11	Capacity Building and Technical Skill Improvement of the electricity sector in the Palestinian Territories	Energy	Jordan, West Bank and Gaza Strip, Japan
12	Improving Water Quality Treatment in Burkina Faso to Ensure Safe Drinking Water	Water and sanitation	Burkina Faso, Islamic Development Bank, Morocco
13	Helping the Kyrgyz Republic to Boost Livestock Production and Productivity	Agriculture	Kyrgyzstan, Islamic Development Bank, Indonesia
14	Enabling Suriname to Achieve Self-sufficiency in Rice Production and Increase its High-quality Rice Exports	Agriculture	Suriname, Islamic Development Bank, Malaysia
15	Indonesia-Africa and Middle East Technical Cooperation Program on Good Governance	Governance	United States, Indonesia, Gambia, Iraq, Liberia, Libya, Madagascar, Egypt, Mozambique, West Bank and Gaza Strip, Sudan, Tunisia, Yemen
16	International Workshop on Democracy and Innovation in Good Governance	Governance	United States, Indonesia, Egypt, Jordan, West Bank and Gaza Strip, Iraq, Libya, Tunisia, Tanzania, Uzbekistan, Lao PDR, Myanmar, Cambodia, Thailand, Viet Nam, Fiji, Vanuatu, Timor Leste

17	Earthquake Seismological Research	Disaster Risk and Resilience	Turkey, Pakistan, Islamic Development Bank
Additional project information that was collected following the Arab-DAC Dialogue in 2017			
18	Promoting Women's Financial Inclusion Project	Social protection, gender, financial services	Germany, AGFUND, Yemen
19	Empowerment of marginalised Women through Microfinance in Yemen	Social protection, gender, financial services	Germany, AGFUND, Yemen
20	Access of Women to Microfinance and Support to Victims of Violence Project	Social protection, gender, financial services	Germany, AGFUND, Yemen, Tunisia
21	Access of Women to Health and Legal Services Project	Health, gender, governance	Germany, AGFUND, Yemen, Tunisia, others
22	Regional Youth Savings Initiative	Financial services	Germany, AGFUND, Silatech, Egypt, Morocco, Yemen
23	Madrasati Project for Syrian Refugees in Jordan	Education	Germany, OFID, Jordan River Foundation, Jordan
24	Development of rural and disadvantaged areas in Jordan	Financial services, employment	Jordan, Germany, Islamic Development Bank
25	Financial inclusion for young female and male entrepreneurs in Tunisia and the Palestinian territories	Financial services, gender	AGFUND, Germany, Tunisia, West Bank and Gaza Strip
26	Arabterm technical online dictionary	Education	Germany, Morocco, OFID
27	Scholarships for German-Arab Master Programme	Education	Germany, OFID, Jordan
28	Fighting cataracts and prevent avoidable blindness in Africa and the Middle East	Health	BADEA, Islamic Development Bank, Libya, West Bank and Gaza Strip, Tunisia, OFID, Turkey, Niger, others
29	Affordable renewable energy sources	Energy	Shell Foundation, UK, OFID, India, Kenya, Tanzania
30	Catalysing Improved Water and Sanitation Services in Madagascar and Mozambique	Water and sanitation	Madagascar, Mozambique, OFID, private companies and foundations
31	Southern African Solar Thermal Training & Demonstration Initiative – SOLTRAIN - Phase III	Energy	Austria, Botswana, Lesotho, Mozambique, Zimbabwe
32	Solar Powered Smart Grids in Haiti: Brownfield Launch and Model Development	Energy	Haiti, OFID, Earthspark International
33	Promotion of solar applications as sustainable energy source	Energy	Somalia, UNDP, OFID
34	Support to the education system in Afghanistan	Education	Afghanistan, AFRANE, OFID, France, Regional Council of Ile de France, Anber Foundation
35	Enhancing access to affordable and sustainable housing in the Sahel region	Housing	Senegal, Burkina Faso, Mali, Nubian Vault Association, OFID
36	Improving productivity and competitiveness of fisheries value chain in Latin America and the Caribbean	Fisheries	UNIDO, Colombia, Cuba, Dominican Republic, Nicaragua, OFID
37	Improve access to water and sanitation services	Water and sanitation	UNICEF, Haiti, OFID
38	Solar light for all	Energy	Ghana, Cote d'Ivoire, UNIDO, OFID
39	Rural Electrification in Burundi	Energy	Burundi, European Union, OFID

40	Promoting Access to Modern Energy Services through Mini-Grid Projects in Africa and Asia	Energy	Bangladesh, India, Mali, Mozambique, OFID, private sector,
41	Efficient Land Management for Socio-Economic Enhancement in Southern Nepal (Phase II)	Agriculture	Nepal, GIZ, OFID
42	Education for All: Quality Teaching and Learning in Eastern Africa	Education	Madagascar, Rwanda, Somalia, Uganda, UNESCO, OFID
43	Enhancing Access to Modern Energy Services through Expanding Manufacturing Capacities in Burkina Faso and Haiti	Energy	Burkina Faso, Haiti, OFID, Monaco, United States, private sector
44	Mass Dissemination of Energy Efficient Cooking Stoves in Mali	Energy	Mali, Monaco, OFID, private sector
45	A Biogas-based Food-Energy Nexus Program	Energy; water and sanitation	Kenya, Tanzania, Netherlands, Zambia, OFID
46	Land Mine Clearance of Agricultural Land in Southern Lebanon	Agriculture	Slovenia, Lebanon, Germany, UN Mine Action, United States, OFID
47	Sustainable Access to Water and Sanitation for Rural Communities in the Central African Republic	Water and sanitation	Central African Republic, France, European Union, OFID
48	Technical Assistance for Nine African Water Operators through Enhanced South-South Partnership	Water and sanitation	UN Habitat, Ethiopia, Guinea, Ghana, Kenya, Malawi, Namibia, Tanzania, Togo, Zambia, OFID, France, Spain, Finland, Italy
49	Enhancing Access to Cancer Care Technology in six sub-Saharan African and Asian Countries	Health	Burkina Faso, Central African Republic, Yemen, Ghana, Guinea, Sri Lanka, WHO, Japan, Netherlands, OFID
50	Integrated Approach to the Control, Prevention and Treatment of Neglected Tropical Diseases (NTDs) in DR Congo	Health	Democratic Republic of the Congo, OFID, UK, WHO
51	Promoting Access to Modern Energy Services in Asia and Africa	Energy	Burkina Faso, Nepal, Zimbabwe, OFID, Netherlands, private sector
52	Laboratory Network for Tuberculosis Diagnosis and Testing in Africa	Health	Benin, Burkina Faso, Cameroon, Central African Republic, Cote d'Ivoire, Guineau Bissau, Niger, Togo, OFID
53	OFID-ICTP Postgraduate Fellowship Program	Education	OFID, developing countries
Additional triangular co-operation projects identified from other sources throughout 2017			
54	Improving the Ability of Senegal to Mitigate and Manage Flood Risks	Disaster Risk Reduction	Senegal, Islamic Development Bank, Indonesia
55	Enhancing Energy Access in Mali	Energy	Mali, Islamic Development Bank, Morocco
56	UAE-Pacific Partnership Fund	Renewable energy	Abu Dhabi Fund for Development, Masdar company, UAE, New Zealand, Solomon Islands, Tonga, Samoa, Tuvalu
57	Three. Two C Initiative for Technical	Governance	Islamic Development Bank,

	Cooperation. Enhancing South-South and Triangular Cooperation for Sustainable Development		Egypt, Tunisia, Morocco, Azerbaijan, Indonesia, Malaysia, Nigeria, Turkey
58	Strengthening of capacity of the “commissaires de l’instance vérité et dignité”	Governance	Poland, Morocco, Guatemala, Kenya, Peru, South Africa
59	Regional initiative in the area of resilience and risk reduction	Disaster Risk and Resilience	Tunisia, Lebanon, Sudan, Netherlands
60	South-South Youth Exchange	Governance	Saudi Arabia, Brazil, China, India, Korea
61	Participation in the 3rd Global Conference of the Development Assistance Database Community of Practice	Disaster Risk and Resilience	Armenia, Burundi, Iraq, Kenya, Lesotho, Mauritania, Nigeria, Philippines, Rwanda, Somalia, Tajikistan, USA, Yemen
62	International Symposium on Excellence in Public Service and Public Administration	Governance	India, Bahrain, Bangladesh, Bhutan, Brazil, Canada, Ecuador, Ethiopia, Ghana, India, Japan, Korea, Malaysia, Nepal, Peru, Senegal, Singapore, Sri Lanka, Tanzania, Thailand, Trinidad and Tobago, UK, Uruguay
63	Dar al-Athar al-Islamiyyah training of national staff in renovation and restoration of Kuwait museums	Governance	Italy, Korea, Lebanon, Qatar, Russia, UAE, USA
64	Africa-Asian Development University Network	Water and sanitation, renewable energy, gender, food security, ecosystems, health	South Africa, Indonesia, Japan, Algeria
65	Seed potato production project	Agriculture	Algeria, Peru, Korea
66	Capacity Building and Technical Skill Improvement in various sectors (since 2003)	Health, agriculture, water and sanitation, energy	Iraq, Japan, Syria, Egypt, Jordan, West Bank and Gaza Strip and others in Africa
67	Creating a Tunisian National Solidarity Fund and sharing experience	Social protection	Luxembourg, Tunisia, Mali, Djibouti, Senegal
68	Improving access to reproductive health services	Health	France, Tunisia, Niger, others (including Arab countries)
69	Small-scale irrigation and water management in agricultural exploitations project	Agriculture	IsDB, OFID, Burkina Faso, Niger, Mali, Senegal, International Centre for Biosaline Agriculture
70	Improvement of Public Services Delivery to the Citizens through ICT Use: Chefchaouen Municipality, Morocco	Democratic governance	Mauritania, Morocco, Spain

Source: OECD 2016a; UNDP 2014; UNOSSC 2017; own research

