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Characterizing Triangular Cooperation in Southeast Asia: Comparing the Thai-German- Lao and Thai-German- Vietnamese Partnerships

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NIDC Research Project Report on Triangular Cooperation¹

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List of Abbreviations and Acronyms

ACF	Advocacy Coalition Frameworks
ACMECS	Ayeyawady-Chao Phraya–Mekong Economic Cooperation Strategy
ADB	Asian Development Bank
AITC	Annual International Training Courses Programme
ASEAN	Association of Southeast Asian Nations
BMGF	Bill & Melinda Gates Foundation
BMUB	German Ministry for the Environment, Nature Conservation, Building and Nuclear Safety
BMWi	German Ministry for Economic Affairs and Energy
BMZ	German Federal Ministry for Economic Cooperation and Development
CADC	Clean Agriculture Development Center
CIM	Centrum für internationale Migration und Entwicklung
CLMV	Cambodia, Lao People’s Democratic Republic., Myanmar, and Viet Nam
CPD	Thailand Cooperative Promotion Department
DAC	OECD Development Assistance Committee
DANA	Dynamic Actor Network Analysis
DTEC	Department of Technical and Economic Cooperation
EU	European Union
FAO	Food and Agriculture Organization
GAP	Good Agricultural Practices
GIZ	Germany Agency for International Co-operation
GMS	Greater Mekong Sub-region
IEC	International Electrotechnical Commission
IMF	International Monetary Fund
ISO	International Organization for Standardization
JICA	Japan International Cooperation Agency
KMUTNB	King Mongkut University of Technology North-Bangkok
Lao DOA	Lao Department of Agriculture
LCB	Lao Certification Body
LDC	Least Developed Countries
LIC	Low Income Countries
MDG	Millennium Development Goals
MIC	Middle Income Countries
MPI	Ministry of Planning and Investment
NEDA	Neighbouring Countries Economic Development Cooperation Agency
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PAFO	Provincial Agriculture and Forestry Office
PCA	Provincial Vietnam Cooperative Alliance
PSC	Project Steering Committee
SDG	Sustainable Development Goals

SEP	Sufficiency Economy Philosophy
SME	Small and Medium Enterprises
SOP	Standard Operating Procedure
STD	Standard Division, Provincial Agriculture and Forestry Office
TCDC	Technical Cooperation among Developing Countries Programme
TCTP	Third Country Training Programme
Thai DOA	Thai Department of Agriculture
TICA	Thailand International Cooperation Agency
TICP	Thai International Cooperation Programme
TIPP	Thai International Postgraduate Programme
TrC	Triangular Cooperation
TSC	Trilateral Steering Committee
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
VCA	Vietnam Cooperative Alliance in Western Highlands and Centre of Vietnam
WGHRD	Sub-Regional Working Group on Human Resource Development
WTO	World Trade Organization

Abstract

New actors and cross-regional modalities have continued to enrich the understanding and practices of development cooperation. With the emergence of new providers within the global aid landscape there is a need to explore definitional and operational changes in the system with regards to how resources are utilized and diversified. This research project characterizes the hybrid model of development cooperation in the Greater Mekong Sub-region and investigate the roles of Thailand as an emerging donor and Germany as a resource provider under the Trilateral Cooperation Programme. The paper discusses how organizational strategies and comparative advantages of each partner contributed to the effectiveness of the Thai-German-Lao Trilateral Cooperation on Strengthening Lao National Good Agricultural Practices (GAP) in Lao PDR and the Thai-German-Vietnamese trilateral cooperation on Strengthening Cooperative Management in Western Highland and Central Region of Vietnam.

The results suggest that the incentive mechanisms to steer the action of stakeholders under the TrC project in Lao PDR differ from that of Vietnam. The level of competitiveness witnessed in Lao PDR has been a reflection of the coercive nature of policy transfer as opposed to the voluntary knowledge assets transfer that underpin the innovation and performance improvement in Vietnamese case. While Lao Gap TrC highlights the implementation of learned/transferred knowledge to develop a set of skills, Vietnam SMEs Coop TrC emphasizes the adaptation and application of learned skills to facilitate and support others for effective execution. These results have significant implication in regards to the sustainability of the proposed development solutions. Lessons learned highlight the needs to address absorptive capacity of target beneficiaries, the importance of joint initiative, country ownership, participatory policymaking, harmonization processes, and result-based management in all stages of the cooperation.

Keywords: Triangular cooperation, Emerging donors, GAP, Result-based Management

Introduction

The complex architecture of development cooperation has evolved from the era of one-way traditional relationship of North-South cooperation to the South-South and North-South-South cooperation. New actors and cross-regional modalities have continued to enrich the understanding and practices of development cooperation aiming at more inclusiveness, effectiveness and democratic participation in the setting and implementation of global development agenda. These changes have been reinforced under several endorsed efforts to improve the aid process through better coordination and harmonization of procedures³.

The prevalence of Middle Income Countries (MICs) acting as providers of development assistance in partnership with traditional donors raises some interesting macro-level queries related to the characteristics and usefulness of this resurfaced aid modality. Despite incipient knowledge, the so-called Triangular Cooperation⁴ has gained greater visibility on the radar of development aid flow system leading to questions regarding its increasing role in shaping the global aid landscape. One of its potentials is to improve aid effectiveness by harness the energies and expertise of Southern partners and promote egalitarian development relations.

However, scholars and practitioners in the field of foreign aid have yet to agree on the cost-effectiveness of this new mode of cooperation. Critics point to high transaction cost, duplication of efforts and resources under various frameworks. Others question the projection of shared interests and tendencies to co-opt emerging donors into depoliticized and ineffective aid system (McEwan C. and Mawdsley E., 2012; OECD, 2013). These concerns merit detailed investigation.

Resource rich South/Southeast Asia marks a priority target for various cooperation models. But what is the rationale for involving another emerging economy in the (traditional) partnership? With comprehensive database on the global development aid flows, it may be possible to claim that changing landscape is linked with a continuous progress from the on-going bilateral programs. This assumption raises further questions such as who prevails with aid modalities, whether the trilateral agreement starts with a South-South initiative seeking to leverage additional development resources from more donors, what processes deliver outputs

³ Refer to Principles in the Rome Declaration on Harmonization (2003), Paris Declaration on Aid Effectiveness (2005), the Accra Agenda for Action (2008), and the Busan Partnership Agreement (2011).

⁴ Triangular Cooperation (TrC) is also known as ‘trilateral assistance’ or ‘tripartite cooperation’ or ‘tripartite agreement’ (OECD-DAC, 2009).

or post challenges to the cooperation, and whether the needs of the beneficiary are met. Investigation on these set of questions may help determine the level of aid effectiveness.

Before addressing concerns over the measurement of impact; important research queries include identifying the processes and mechanisms in which knowledge diffusion occurs and mapping the processes and structure of program coordination as well as drawing causal relations between various program measures. Answering these questions require comprehensive analysis at the project and institutional levels, tracking each country's framework of coordination structures that link all parties involved, including line ministries, agencies and local entities.

To understand the whole picture, it is useful to sketch the landscape and determine relationships among all involving actors to complete the overview of coordination systems that underpin the triangular cooperation. Directing these research queries at a regional and national level promises a great intellectual project that could strengthen our understanding of triangular cooperation and identify how best to reap its benefits while minimize the challenges.

Methodology

The aim of this research project is to gain comprehensive understanding of the triangular cooperation in the German-Thai partnership in the Greater Mekong Sub-region (GMS) and identify the unique roles of Thailand as a resource provider in order to advocate for scaled-up and more effective international supports. Policy frameworks provide the basis to the theoretical analysis on the processes and outcomes of TrC projects, which involve greater number of policymakers across different level jurisdiction i.e. local, national, regional and global levels.

Two approaches in policy sciences; policy transfer and policy network, have been deployed in the desk-review of policy documents and semi-structure interview with various development actors from the Germany Agency for International Co-operation (GIZ) in Bangkok, Thailand International Cooperation Agency (TICA), Lao and Vietnamese beneficiaries. While policy transfer and policy network are considered well-established theories of policy change, researcher uses another policy tool; Dynamic Actor Network Analysis (DANA), which is the approach developed at Delft University of Technology in the Netherlands (Bots et al., 2000).

Actor analysis shades light into the characteristics of bilateral-channel-only triangular cooperation (TrC)⁵ (OECD/DAC-MIC-MIC and OECD/DAC-MIC-LIC) with Germany as the provider country, Thailand as a pivotal country, and Lao PDR and Viet Nam as the beneficiary countries. The substantive part of the paper discusses the details of two Thai-German-Lao Trilateral Cooperation projects; one on Strengthening Lao National Good Agricultural Practices (GAP) in Lao PDR, and another one on Strengthening Cooperative Management in Western Highland and Central Region of Viet Nam.

Data collection and interviews were conducted with key representatives from GIZ and TICA. Key informants from the case of Lao-Thai-German trilateral cooperation include i) a representative from Lao GAP Certification Body, ii) a representative from Lao GAP inspectors and staffs from inspecting authorities, iii) a representative from farm advisors. On the part of the Vietnamese-Thai-German trilateral cooperation project; knowledge about the project outcomes and processes was derived from a representative of Vietnam Cooperative Alliance in Western Highlands and Centre of Vietnam (VCA), a representative of Provincial Vietnam Cooperative Alliance (PCA), and testimonies from representatives of Cooperatives and SMEs in 3 provinces in central Vietnam.

The paper begins with identifying the concept of triangular cooperation and the usefulness of existing database in capturing its dynamism. Following section investigates the role of actors mainly the facilitator/ pivotal country (Thailand) and the resource provider (Germany) at both domestic and international levels of analysis using desk review of existing literatures, as well as semi-structure interviews with relevant program staffs under the Thai-German Trilateral Cooperation Programme. The empirical case discusses nature of activities, processes of project planning and implementation, as well as the monitoring and evaluation.

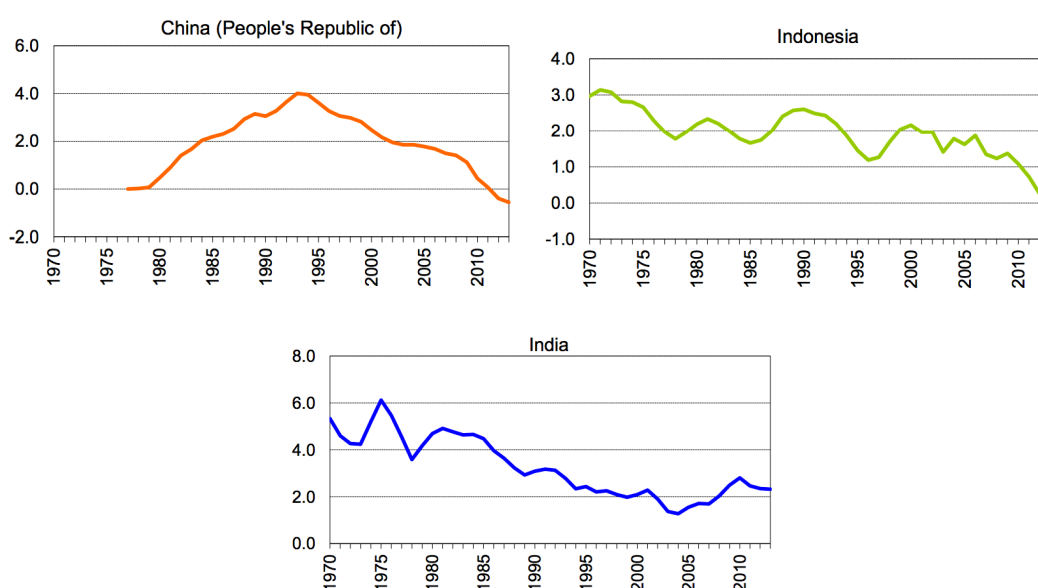
The concept of Dynamic Actor Network Analysis (DANA) give insights into the actors' perceptions on the importance of development problems, the underlying factors causing these problems, instruments to address problems and actors that control these instruments. Lesson drawing framework is used to determine unique roles of partners and identify lessons learned for best practice on the Trilateral Cooperation under the capacity building theme.

⁵ Triangular cooperation under this research project refers to the Partnerships between members of the OECD Development Assistance Committee (DAC) and pivotal countries to implement programmes or projects in beneficiary countries (OECD, 2009)

The changing landscape of global aid system: Highlight the roles of emerging donors

Growing numbers of middle and low-income countries have created new and innovative responses to their social, politico-economic and environmental issues (TT-SSC, 2011). Considered as non-monolithic group, these emerging donors represent three distinct models of aid delivery described as the DAC Model, the Arab Model and the Southern Model (Walz J. & Ramachandran R., 2011). Experts in the global development cooperation landscape have tracked such evolving relationships among development actors for over a decade (Rogerson A., Hewitt A. & Baldenberg D., 2004; Chaturvedi et al, 2013; Abdenur & Fonseca, 2013). They observed that as more developing countries graduate to middle-income status, they have moved beyond the traditional role of aid recipients to further enrich the dynamic of cooperation. The emergence of new providers within the global aid system has significantly affected traditional aid modalities in ways that require both definitional and operational changes including diversification of resources in order to provide effective intervention.

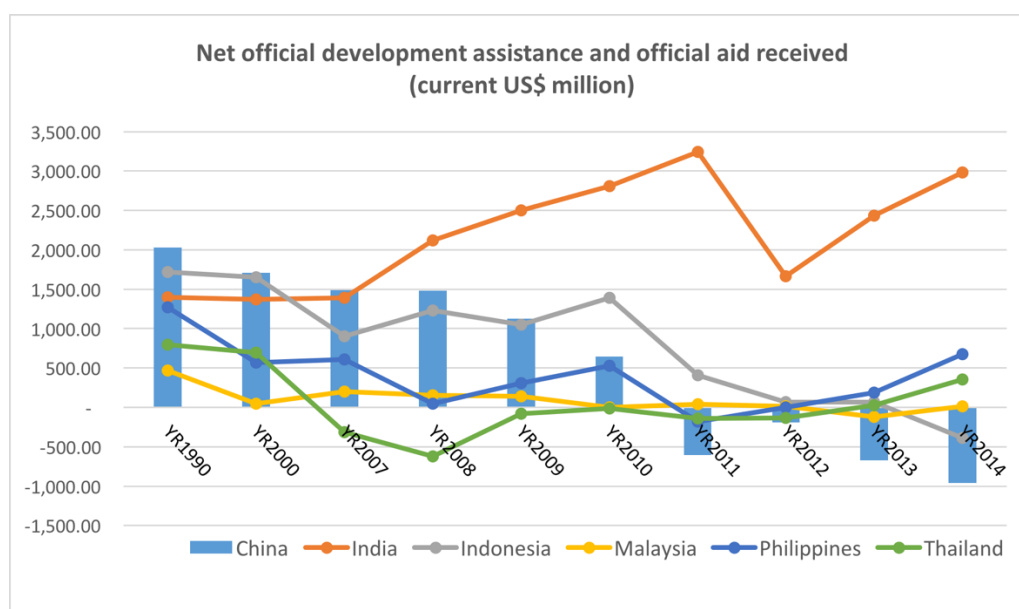
Studies conducted in 2014 by The Asia Foundation found that several Asian emerging donors emphasize their aid as one of several elements of their foreign policy (Chaturvedi et al., 2013). Recent statistics on development aid by region published by the OECD's DAC in April 2016 shows significant reduction in the net ODA receipts among three largest Asian recipients since 1970 i.e. China, India, Indonesia, especially when consider its 3-year average value using 2013 prices and exchange rates



Source: OECD 2016, Development Aid at a Glance: Statistics by Region

Data of China reported in 2014 shows the repayments of the principal on loans made in prior years exceed the gross ODA amounts for 959.96 million USD, while Indonesia 's figure shows more than 388 million USD during the same year. In the case of Thailand, the repayments had exceeded gross amounts since the year 2007 up until 2013 before experiencing a surge in the net ODA receipt in 2014.

Net official development assistance and official aid received (current US\$)										
Country	YR1990	YR2000	YR2007	YR2008	YR2009	YR2010	YR2011	YR2012	YR2013	YR2014
China	2,032.37	1,711.75	1,487.94	1,479.51	1,129.47	645.37	608.35	192.95	671.75	959.96
India	1,398.93	1,372.84	1,390.50	2,117.07	2,500.39	2,811.78	3,245.19	1,667.24	2,435.28	2,983.56
Indonesia	1,715.86	1,653.00	903.87	1,230.62	1,046.53	1,389.57	404.80	64.62	64.77	388.22
Malaysia	468.49	45.67	200.13	154.51	142.96	2.05	38.33	15.37	119.76	11.92
Philippines	1,270.62	571.72	610.06	47.99	309.27	529.82	183.58	2.58	190.43	675.73
Thailand	795.58	696.63	310.99	618.51	77.76	12.10	137.60	134.76	26.20	351.16
Cambodia	41.31	395.72	674.58	742.84	721.44	733.12	795.35	807.43	805.36	799.37
Lao PDR	149.07	280.64	396.12	495.59	418.98	413.77	397.92	408.82	421.04	472.39
Myanmar	160.77	105.64	195.89	534.46	355.83	354.79	380.05	504.22	3,934.84	1,380.08
Vietnam	180.55	1,681.36	2,510.94	2,551.93	3,731.69	2,939.09	3,618.33	4,113.88	4,083.21	4,217.86



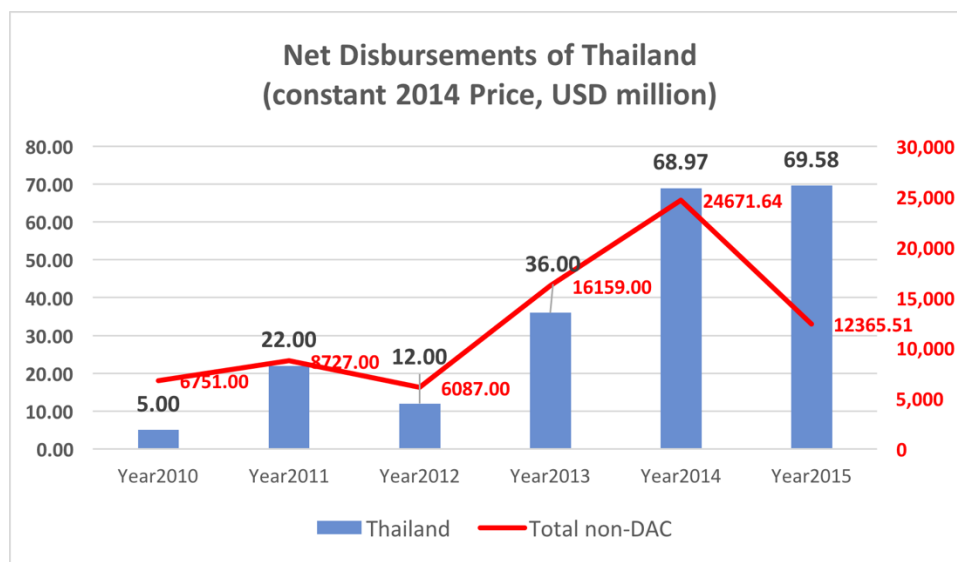
Data from database: World Development Indicators 2016

It is an interesting observation that emerging economies demonstrate fluctuating but declining trend in the net ODA received since 1990 with the exception of India. The net flows rise again in 2012-2013 including India, the Philippines, Thailand and Malaysia. Such trends have informed the global aid community about the evolving aid landscape influenced by emerging economies in Asia playing the role of Southern providers since early 2010s.

However, development practices of these Southern providers have yet to be captured fully on the radar of OECD-DAC. Currently 21 non-DAC countries provide data on their development finance flows from year 2010 to the OECD-DAC. Below table shows the net disbursements of providers in Eastern Europe and Arab regions. Thailand is the only MICs in Southeast Asia

that has provided data on its development finance flows to the OECD-DAC. Its net disbursement increases to 69.58 USD million (2014 price), a continuous increase since its reporting of data.

Country	Year2010	Year2011	Year2012	Year2013	Year2014	Year2015
Bulgaria	42.00	48.00	40.00	50.00	48.67	45.62
Croatia			22.00	45.00	72.00	
Cyprus	54.00	37.00	25.00	20.00		
Estonia	22.00	25.00	25.00	31.00	37.52	40.22
Hungary	115.00	133.00	122.00	127.00	144.03	184.41
Israel	165.00	221.00	201.00	206.00	199.60	208.94
Kazakhstan				9.00	33.37	47.89
Kuwait (KFAED)	243.00	173.00	181.00	232.00	276.83	339.38
Latvia	18.00	19.00	22.00	24.00	25.37	27.54
Liechtenstein	28.00	31.00	29.00	28.00	27.00	
Lithuania	41.00	52.00	55.00	51.00	45.57	57.55
Malta	14.00	20.00	19.00	18.00	20.41	18.46
Romania	120.00	162.00	144.00	134.00	213.63	176.22
Russia	521.00	483.00	421.00	631.00	875.85	1719.31
Saudi Arabia	3646.00	5027.00	1311.00	5704.00	13634.00	
Chinese Taipei	399.00	376.00	307.00	273.00	274.00	
Thailand	5.00	22.00	12.00	36.00	68.97	69.58
Timor Leste					3.37	4.46
Turkey	884.00	1195.00	2385.00	3118.00	3591.08	4542.10
United Arab Emirates	434.00	703.00	766.00	5422.00	5080.37	4883.84
Total non-DAC	6751.00	8727.00	6087.00	16159.00	24671.64	12365.51



Source: Data from OECD 2016

The South-South Cooperation has become an alternative way to engage in development practice that gives lessons on its strategic role in enhancing ownership and strengthening national capacities. Activities of the non-traditional Southern Model⁶ include knowledge sharing as a third pillar of development cooperation as strategic foreign economic and development policy engagement with their partners complementing finance and technical assistance. Despite varying characteristics of cooperation programs, governments of the

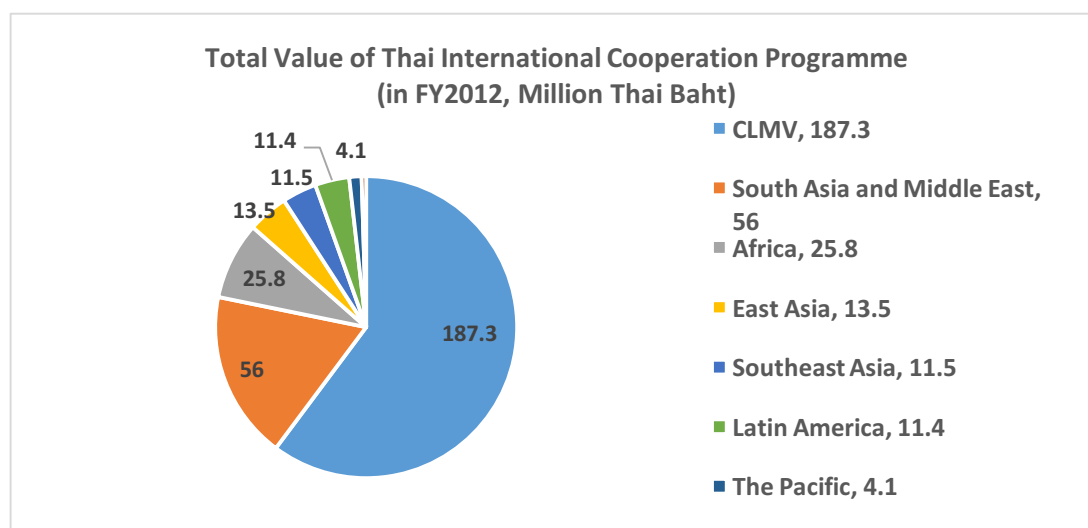
⁶ Also called ‘mutual assistance’, largely motivated by the promotion of bilateral and regional trade and investment.

Southern providers often make linkages between their projects/programs to the objectives of countries' foreign policies (Chaturvedi et al., 2013).

The focal agency responsible for administrating international development cooperation in Thailand is Thailand International Cooperation Agency (TICA), established in 2004 under the Ministry of Foreign Affairs of Thailand. TICA formulates international cooperation plan, analyzes aid policies, monitors and evaluates technical cooperation projects/programs in neighboring countries and other regions of the world. It provides both bilateral and multilateral aids in the form of Technical Cooperation and Grant Aid.

TICA's development projects target countries and regions around the world emphasizing capacity building through volunteer and expert programs, fellowships, scholarships and training programs. The objectives of Thailand's ODA include reducing poverty in developing countries by enhancing local capabilities for sustainable development, promoting proactive bilateral cooperation at the Asian and Greater Mekong Sub-region levels as well as strengthening public-private sector cooperation.

The values of activities under TICA's Thai International Cooperation Programme (TICP) captured in fiscal year 2012 amounted to more than 311 million Thai baht or over 10 million USD, with portfolios spread throughout the world as depicted in the pie chart below. Development partners include the following countries and organizations: Australia, Canada, France, Germany, Hungary, Japan, Singapore, Sweden, United States of America, Colombo Plan Secretariat, European Union, UNDP, UNFPA, and UNICEF.



Source: Thailand International Cooperation Agency

With detailed data of development flows captured under the OECD's non-DAC members, it is feasible to investigate the trends of development practices and roles played by Thailand in

comparison with others. Thailand’s own account of total value of Thai International Cooperation Programme demonstrated in 2012 that the largest portfolio is the one of the neighboring countries of Cambodia, Lao People’s Democratic Republic., Myanmar, and Viet Nam (CLMV). Table below with data from the OECD-DAC system confirms that the top Asian recipients of Gross ODA from Thailand average 2012-2013 value is CLMV. Gross ODA to these countries accounts for 68.82 USD million or more than 92.6% of total Gross ODA (2012-2013 average) from Thailand.

Recipients of ODA from Thailand	
Gross ODA, 2012-2013 average, USD million	
Lao People's Democratic Republic	48.30
Myanmar	15.31
Cambodia	4.01
Viet Nam	1.20
Bhutan	0.86
Pakistan	0.67
Malaysia	0.38
Indonesia	0.28
Timor-Leste	0.25
Philippines	0.15
India	0.02

Source: Data from OECD 2016, Aid at a glance charts

Literatures on emerging donors highlight major characteristics of Thailand’s development practices with its neighboring countries. Year 2003 marked the new era of Thailand’s foreign policies, with the emphasis on building cordial relationships with the neighboring countries and making Thailand a key player in the process of ASEAN regional integration given its strategic location (Chaturvedi et al., 2013). Partnership with Lao People’s Democratic Republic has been high on its agenda due to perceived benefits for both parties in terms of similar features such as geographic proximity, common language, similar cultural heritage. The proportion of Gross ODA from Thailand to Lao PDR is more than 9.5% of Lao’s total 2013 figure, while Cambodia, Myanmar and Viet Nam received almost 0.5% 0.2% and 0.03% of its ODA from Thailand, respectively.

To facilitate and support its cooperation with her neighbors, Thailand established a public institution in 2005; the Neighbouring Countries Economic Development Cooperation Agency (NEDA), an international development aid agency under the supervision of the Minister of Finance. NEDA provides mechanism in the form of concessional loans and technical assistance for economic development and partnerships with neighboring countries, with the emphasis on

the roles of private sector, trade and infrastructure linkages as well as special economic zone development projects.

To further the development efforts provided to her neighboring Lower Income and Lower Middle Income Countries, Thailand has been forging partnership with a number of traditional donors for more resources and expertise. This has since added values and synergy in the efforts toward the achievement of Millennium Development Goal under the Global Partnership for Development. In recent years, changing aid landscape has informed policymakers at OECD-DAC members for more active roles in leading and investing in sustaining the principles of horizontal partnerships. Guided by the aid effectiveness principles, many have been attracted to the paradigm underpinning Thailand's South-South schemes. Efforts have been intensified and committed over the last decade through a number of frameworks at the bilateral, sub-regional, regional, trilateral and multilateral levels.

The following section explore the characteristics of Thailand's North-South-South cooperation with its neighboring countries and traditional donors.

Triangular Cooperation as a popular aid modality in the Greater Mekong Sub-region

When one or more DAC donors form partnership with providers of South-South Cooperation to implement projects and programs in other beneficiary countries that are the target for the development results to be achieved by the partnerships, it is understood that actors are engaging in the Triangular Cooperation. Despite having no internationally agreed definition (UN-ECOSOC, 2008; OECD, 2009; TT-SSC, 2011; World Bank, 2011; OECD, 2013; UNDP, 2014; CSO Partnership, 2014) the partnerships suggest a widely held understanding of an arrangement under which donor and/or international organizations (the facilitator) support and complement specific South-South cooperation programs or projects by providing technical, financial, and material assistance.

Relying on the definition provided by the UNDP's framework of operational guidelines on UN support to South-South and Triangular Cooperation, the Triangular Cooperation is defined as 'Southern-driven partnerships between two or more developing countries, supported by a developed country(ies) or multilateral organization(s), to implement development cooperation programs and projects.' (UNDP, 2014) Witnessed in 1980 when Independent Commission on International Development Issues suggested the development of TrC schemes in the context of economic co-operation between developing countries; TrC is in fact not a new tool for

development cooperation for it has been around for over three decades. Following the outcome of the Busan High Level Forum on Aid Effectiveness in 2011 that highlighted the importance of South-South Cooperation, TrC received a fresh impetus that led to a global call for voluntary contributions from developing countries towards poverty eradication and sustainable development. By September 2015 the world has committed under Addis Ababa Action Agenda to ‘strengthening triangular cooperation as a means of bringing relevant experience and expertise to bear in development cooperation’ (UN, 2015 p. 28).

There are many possible combinations of countries forming the TrC; bilateral and/ or multilateral TrC that involves international organizations (IOs). It is also possible to have two MICs partnering; a two-way flow of knowledge and experiences, with or without a multilateral organization. The rationale for the trilateral partnership is that non-traditional emerging economies have more appropriate technical expertise that can be combined with financing and approaches from traditional donors (Walz J. & Ramachandran R., 2011). This type of partnership; to promote a sharing of knowledge and experience or implement development cooperation projects in one or more beneficiary countries, represents a significant proportion of assistance from many Southern contributors⁷. Therefore, it has since been instrumental in the engagement between countries at different stages of development. Not only that it provides a diverse range of actors pulling resources together for common goal(s) related to poverty eradication and sustainable development, it also offers a set of circumstances to explore new ways of working together.

Thailand has implemented several programs and projects under both bilateral and multilateral TrC as early as in 1992 under the ASEAN regional economic frameworks⁸. The aims have been to bridge economic gap between countries with various development status by implementing high priority sub-regional projects in transport, energy, telecommunications, environment and natural resources management, human resource development, tourism, trade and agriculture. Early projects were initiated and implemented under the banners of the Greater Mekong Sub-region (GMS) economic cooperation; the flagship sub-regional development models under ASEAN with support from ADB and other donors; mainly China.

To put further emphasis on making Thailand a center for regional development for the achievement of MDGs, the former Thai Prime Minister Thaksin Shinawatra initiated in 2003,

⁷ See comprehensive data of development-related TrC from 1959-2012 in Chaturvedi (2012)

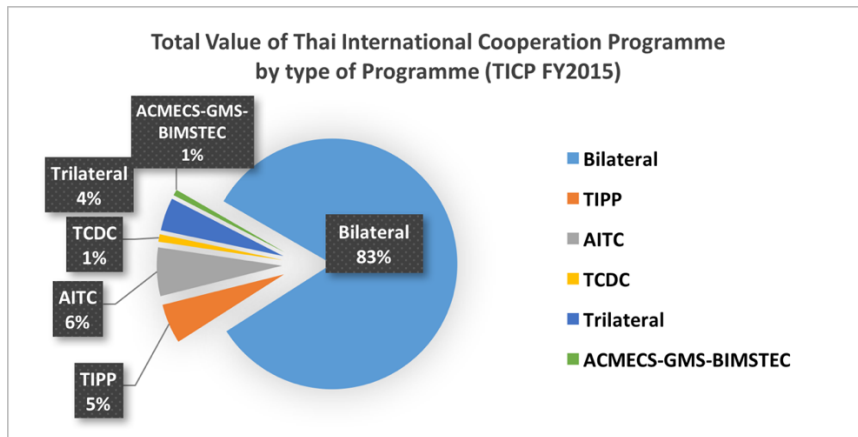
⁸ <http://www.tica.thaigov.net/main/en/travel/73827-Other-Mechanisms.html>

together with governments of Myanmar, Lao People’s Democratic Republic, Cambodia and later Viet Nam, the Ayeyawady-Chao Phraya–Mekong Economic Cooperation Strategy (ACMECS) aiming to bridge economic gap among them. The Department of Technical and Economic Cooperation (DTEC); now Thailand International Development Cooperation Agency (TICA), had provided supports to countries in the GMS since 1992 and the ACMECS since 2003 under both bilateral and trilateral cooperation.

Since TICA’s establishment in 2004, it has been the focal agency for human resource development sector complementary to and enhancing existing South-South model of bilateral and regional economic cooperation. With human resources and skill competencies as one of the common strategy, the Sub-Regional Working Group on Human Resource Development (WGHRD) was established under the Regional Technical Assistance Program to the Asian Development Bank. It was an informal forum to promote and facilitate cooperation in human resource development among the four neighbors, Thailand and China. TICA was designated by the National Committee on Neighbouring Countries Development Cooperation to be the focal agency for labor, education and public health fields in GMS cooperation framework.

The North-South-South model of development practices have gained momentum as TICA prepared her strategic framework for development cooperation during 2007-2011, involving several traditional donors, both bilateral and multilateral ones. It has been one of the important portfolios in her development efforts to support neighboring countries during such period, helping to position Thailand as a center for extended partnerships with other donors in development cooperation. key strategic issues that have been implemented are human resource development by providing opportunities for international exposure to Thai experts, volunteers, and institutes; experience sharing of the alternative development model under Sufficiency Economy Philosophy (SEP); and promotion of public-private sector cooperation

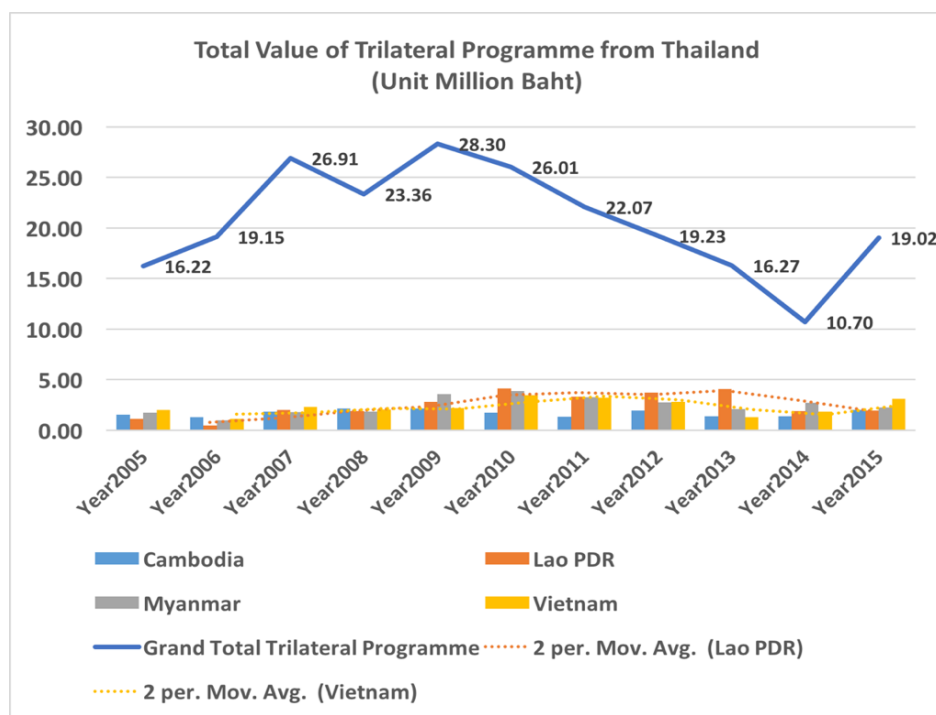
	Bilateral	TIPP	AITC	TCDC	Trilateral	ACMECS- GMS- BIMSTEC	Total TICP per country
Cambodia	79.7033	0	0	0	2.0124	0.5838	82.2995
Lao PDR	183.2256	0	0	0	1.9641	0.7563	185.946
Myanmar	33.0348	0.1533	0	0	2.2483	0.9507	36.3871
Vietnam	7.2172	0	0	0	3.0936	0.3651	10.6759
Total annual TICP	369.6718	22.9364	28.0261	4.2935	19.0236	3.456	

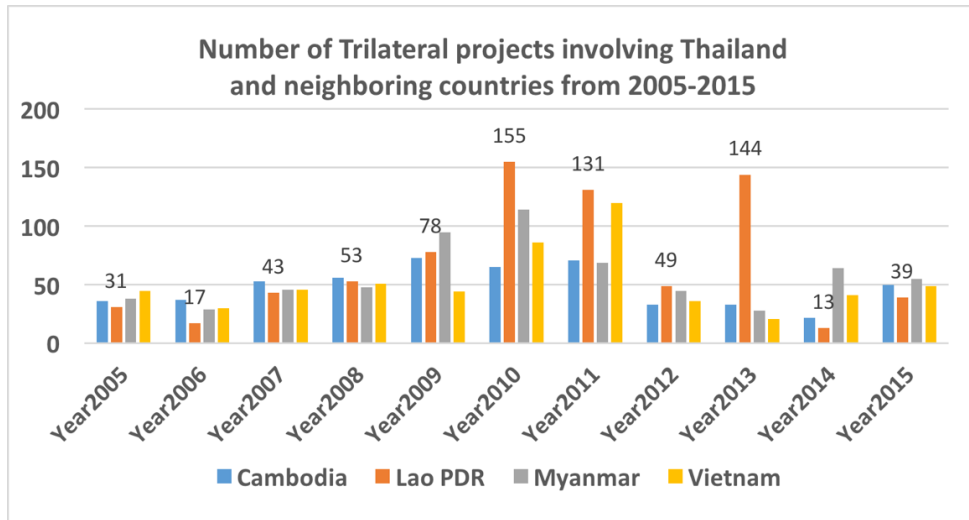


Source: Data from Thailand International Cooperation Agency (unit in Million Thai Bath)

After successfully completed many human resources development activities during 2005-2006, TICA has continued its annual training programs with growing value of trilateral cooperation peaking in the year 2009. This includes the Third Country Training Programme (TCTP) and Annual Training Courses under the Trilateral Cooperation Programme, enriching the portfolio beyond existing South-South Cooperation i.e. the Technical Cooperation among Developing Countries Programme (TCDC), Annual International Training Courses Programme (AITC), and Thai International Postgraduate Programme (TIPP).

	Year2005	Year2006	Year2007	Year2008	Year2009	Year2010	Year2011	Year2012	Year2013	Year2014	Year2015
Cambodia	1.56	1.28	1.83	2.13	2.15	1.74	1.32	1.93	1.40	1.38	2.01
Lao PDR	1.13	0.46	1.98	1.88	2.80	4.13	3.33	3.72	4.09	1.88	1.96
Myanmar	1.74	0.96	1.80	1.87	3.56	3.90	3.29	2.76	2.12	2.74	2.25
Vietnam	1.99	1.16	2.31	2.05	2.19	3.47	3.24	2.79	1.30	1.83	3.09
Grand Total Trilateral Programme	16.22	19.15	26.91	23.36	28.30	26.01	22.07	19.23	16.27	10.70	19.02





Source: Data from Thailand International Cooperation Agency.

However, there is a continuous decline in the total value of Thai global TrC from 2010-2014 as well as the reduction in the number of TrC projects from Thailand in the GMS, with the exception of Lao PDR whose number of projects and values are high before a drop in 2014.

A few observations can be made regarding the above illustration from TICA data recording patterns of Thailand's international cooperation programs, especially the ones of trilateral characters. The limitation of using this data set is in terms of the concept and definition of trilateral cooperation defined and categorized by TICA. Although access to comprehensive statistics of its aid flows with trilateral items has become available recently in June 2016, there's a lack of clear definition, source or detailed explanation of indicators use. The ongoing definitional debates at the global level regarding the characteristics of TrC since 2008 doesn't make matters any less complicated, as seen from the studies by UNECOSOC 2008, UNDP Special Unit for South-South Cooperation (2009) and others.

Information from TICA's reports and secondary data does not provide sufficient details to allow for the prediction of program/project dynamics, let alone public scrutiny for transparent reporting and accountability. Clear example is the outdated and complex online information on TICA's website⁹, which is inordinately difficult for visitors to navigate with some repetitive yet inconsistent hyperlinks. Drawing a conclusion about the trend of Thai TrC using data from TICA may capture only the country's own TrC trajectory in monetary terms. It may not be

⁹ www.tica.thaigov.net

appropriate for comparative analysis using data of other development partners as captured under the OECD-DAC system.

Theories of Policy Change and Network Analysis

In order to promote greater interest and minimize challenges for successful trilateral partnership, it is necessary to advance beyond relying on aid flows data analysis and the obstacles as discussed in the previous section. There is a need to explore details of partnership arrangement, pattern of engagement, including partners' incentives for cooperation and processes involved in initiating, implementing and evaluating the TrC projects. Two approaches in policy sciences are implemented under this research project; policy transfer and policy network, especially the concept of Dynamic Actor Network Analysis (DANA). While the first two concepts are considered well-established theories of policy change, the latter is the approach developed at Delft University of Technology in the Netherlands (Bots et al., 2000).

Policy transfer has been a useful analytical tool that contributes to policy development and project management in the era of globalization. Through a rapid growth in communication on policy success, failures, knowledge and ideas between countries, major donors and global economic forces have regarded this framework as a technically-and-politically-feasible tool that asserts even more influence across nation states. A variety of terminologies have been adopted following the generic policy transfer studies of Rose (1991, 1993) on lesson-drawing, Wolman (1992) on observing the actual process of transferring policies and its relationship with other policymaking process, and Dolowitz and Marsh (1996, 2000) on the framework of policy transfer. Other related concepts include Walker (1969) regarding policy diffusion, Benett (1991) and Bennett & Howlett (1992) on policy convergence and policy learning respectively.

The launch of 17 Sustainable Development Goals (SDGs) stresses the importance of global partnerships for development. These can best be understood using the concept of advocacy coalition frameworks (ACF). Strongly connected to policy learning, ACF explains policy change using the concept of policy sub-system. This unit of analysis consists of networks of state and non-state actors forming two to four important coalitions who are actively concerned with development challenges in the Greater Mekong Sub-region. Networks of actors especially those under the Thai-German Trilateral Cooperation programme can learn from past experiences and modify their existing beliefs and practices in the management of projects.

Knowledge about techniques and processes can be used to improve policy (Bennett and Howlett, 1992). ACF proves to be useful to analyze the ability of ideas to adapt in any one time and place including from GIZ to TICA, and from implementing agencies in Thailand to local beneficiaries in Lao PDR and Viet Nam.

Dynamic Actor Network Analysis (DANA) emphasizes individual perceptions of different actors to allow for the comparative analysis, which has significant implication for the cases of Lao PDR and Viet Nam as the two different beneficiaries under the Thai-German Trilateral Cooperation policy-subsystems. The main assumption of this model of analysis is that the behavior of actors is guided by their own ‘subjective perception’ of the situation surrounding them. Together with the concept of Advocacy Coalition Frameworks which explains policy change through networks of policy sub-system, DANA and ACF provide more operational tools as core principles can be discerned through questionnaires and content analysis (OECD, 2015b).

Partnership arrangement and policy sub-systems under the Thai-German Trilateral Cooperation

Despite theoretical debates on the scope and applicability of policy transfer and lesson drawing approaches, the author relies on this framework for the first part of the research to attempt the questions of who is learning what, from whom, and how. The research seeks to identify ‘*a process in which knowledge about how policies, administrative arrangements, institutions and ideas in one political setting (past or present) is used in the development of policies, administrative arrangements, institutions and ideas in another setting*’ (Dolowitz and Marsh, 2000: 5).

With the changing global aid landscape and a variety of development actors under South-South and Triangular Cooperation for development; more comprehensive version of lesson drawing approach is needed. Evans & Davies (1999)’s work on a multi-level, multi-disciplinary perspective of this approach and Stone (2001)’s discussion on the role of domestic and global policy entrepreneurs in the international diffusion of policy ideas would be important for consideration. The concept emphasizes the complexity of the lesson drawing process beyond national government context. Evans & McComb (2004) elaborate more on the application of policy transfer network as a methodology for policy development in multi-organizational setting.

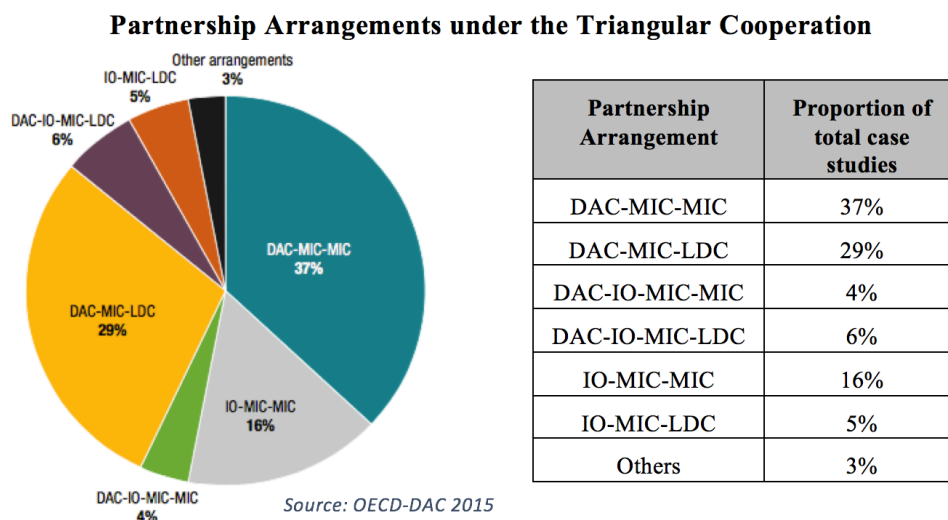
The majority of literatures treat lessons being drawn as a dependent variable seeking to explain its nature i.e. who is the actor and the role involved and what type of knowledge is being examined, coercive or voluntary adapted. Identifying the actor(s) in this process is a necessary criterion for identifying the process as it determines the role of each agent and the nature of activities. While the process is highly applicable at sub-national and cross-national level whereby governments of different jurisdictions play major roles, Dolowitz and Marsh also expand the dimension of the framework to include the roles of others outside the governmental regimes i.e. policy entrepreneurs, non-governmental organizations, transnational and international organizations such as OECD-DAC, the European Union, the World Bank, the International Monetary Fund (IMF). These frameworks have contributed important insight to the characteristic of trilateral partnerships as following.

Based on the most recent survey on triangular cooperation conducted by the OECD between May and August 2015; resulting in responses from 53 actors, the most active countries engaging in this form of partnerships are Japan, Chile, Brazil, Norway, Germany, Mexico, Guatemala and Colombia – with 20 to 160 activities each (OECD, 2015). Japan; one of the lead providers together with Germany, has since 1975 been promoting the South-South Cooperation. Its first development-related TrC began in 1985 with Brazil under the third-country training programme (TCTP). The emphasis of Japan International Cooperation Agency (JICA) on capacity-building-type TrC has continued for over 30 years with growing diversity of partners from ASEAN member countries.

Germany focuses its trilateral partnerships in environmental and sustainable development themes under the Germany Agency for International Co-operation (GIZ) with meaningful involvement of regional entities such as ASEAN as well as joint collaboration with academic institutions and foundations at the national level. China, as the biggest emerging actor in South-South Cooperation, has also been involved in some trilateral agreements especially on technical transfers with DAC member like Germany though with less significant proportion comparing to other varieties of its assistance.

Preliminary results from the survey further reveals that more than 57% of partnership arrangements under TrC projects typically involve two or more middle income countries (MICs) and one or more members of the Development Assistance Committee (DAC) or international organizations (IOs). Another 40% are those involving least developed countries (LDCs) partnering with MICs and linking with one or more DAC members or IOs. More than 66% of around 300 bilateral-channel-only TrCs worldwide have involved developing countries

as either pivotal or partner countries of the cooperation. Particularly in Southeast Asia, TrC involving traditional donors has gained more popularity based on the OECD previous survey conducted in 2013, which highlighted responses from partners in Cambodia, Indonesia, Malaysia, Philippines, Thailand and Vietnam with an estimated total number of 1 to 10 triangular cooperation activities per developing country. Nature of TrC activities include in-kind contributions or technical assistance formed as part of a bigger project or program (OECD, 2013).



The following section discusses historical development and characteristics of partnership arrangement between Germany and Thailand in order to support the development of countries in the Greater Mekong Sub-region under various policy sub-systems and thematic focuses.

A recent publication on development cooperation between Germany and Thailand points to increasing numbers of sustainable development and innovative projects with a variety of actors including the private sector. The German Federal Government established in 2011 an enterprise called The Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, which brought together the long-standing expertise of the Deutscher Entwicklungsdienst (DED) gGmbH (German Development Service), the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH (German Technical Cooperation) and InWent – Capacity Building International, Germany. With such combination, GIZ has over 50 years of experience in a wide variety of areas, including economic development and employment, energy and the environment, and peace and security; capable of providing services worldwide in the field of international cooperation for sustainable development (GIZ, 2016).

The main commissioning party is the German Federal Ministry for Economic Cooperation and Development (BMZ), working closely with the private sector, fostering successful interaction

between development policy and foreign trade. Partnership with Thailand began as early as 1956 when Germany and Thailand signed the Agreement on Development and Economic Cooperation. The first milestone of the cooperation was the establishment of the Thai-German Technical School, which today is known as the King Mongkut University of Technology North-Bangkok (KMUTNB). The German-Thai projects have since focused primarily on rural and agricultural development and vocational education. During the past 3 decades, dynamics have shifted towards industrialization processes, renewable energy, modernization of the state, and climate change mitigation.

GIZ's activities in Thailand and the GMS currently focus on the following areas; Agriculture & Food Safety, Climate Change, Energy, Economics & Employment, Environment & Natural Resources, Urban & Industrial Development, and Good Governance. Another type of activity which is becoming more important in promoting the exchange of experience, thus strengthening the foundation of South-South cooperation, is the GIZ's programme of training and seminars. This provides the opportunity for managers, program officers and experts to build individual skills and capacities, complementing their project-based work. Scientific exchange and knowledge transfer benefit individuals as well as the public and private sectors, including companies and non-governmental organizations.

On human resource management; there are 17,319 staff in over 130 countries conducting all the above activities on the global scale with volume of exceeding 2.1 billion euros or US\$ 2.2 billion as measured in 2015. Around 70 percent of these human resources are national personnel working in the field. As a sending organisation, GIZ expatriates 730 development workers in action in partner countries. Among those, 25 personnel are under a secondment agreement between GIZ and host organizations in Thailand, and approximately 75 national staff are currently working in Bangkok and other regions of the country. A joint operation of GIZ and the Federal Employment Agency called The Centrum für internationale Migration und Entwicklung (CIM), placed almost 1,000 integrated and returning experts with local employers abroad in 2015, while providing them with financial support and advisory services. In Thailand, there are 11 CIM experts and some 15 young people assigned through the 'Weltwärts with GIZ' programme.

Under a public-benefit federal enterprise, German and European values are central to GIZ's work which focus on sustainable development and established principles of aid effectiveness. GIZ works to ensure development effectiveness by ensuring the coordination efforts become effectively integrated within the government planning and governance systems. Development

cooperation between Germany and Thailand has a strong focus on the framework of South-South cooperation and trilateral partnerships, which have evolved from bilateral programmes as a result of Thailand’s economic and social development decades earlier. Main Financiers include the following entities; BMZ: German Ministry for Economic Cooperation and Development; BMUB: German Ministry for the Environment, Nature Conservation, Building and Nuclear Safety; BMWi: German Ministry for Economic Affairs and Energy; EU: European Union; TH: Thai Government and Public – Private Partnerships

As an emerging economy and one of the main actors in Southeast Asia, Thailand is no longer reliant on development assistance. By 2008, the country signed Memorandum of Understanding between the Ministry of Foreign Affairs of Thailand and the Federal Ministry for Economic Cooperation and Development of Germany regarding Joint Development Cooperation with Third Countries through a “Partnership Programme” called the Thai-German Trilateral Cooperation; a portfolio with pooled resources undertaken in conjunction with the Thailand International Development Cooperation Agency (TICA).



Source: Thai-German Trilateral Cooperation Programme www.facebook.com/TrilateralCooperation/

The nature of activities features a joint partnership program that supports selected sectors, i.e. education/vocational, rural development, and health via academic and technical assistance in the forms of Technical Advice, Supports for long-term and short-term experts, seminars and conferences as well as Technical Development Project. Beneficiaries are Cambodia, the Lao People's Democratic Republic, and Viet Nam, with a possible extension to Myanmar and Timor-Leste. The program is currently co-funded by TICA and various German federal government ministries, the European Union, the Bill & Melinda Gates Foundation (BMGF) and the private sector. The main objectives are to foster development goals in the target

countries through the sharing of relevant expertise and to support Thailand’s role as a provider of development cooperation.

The roles and approaches of GIZ under the Thai-German Trilateral Cooperation is to provide program supports and strengthens the partners through joint development and implementation of small-scale trilateral projects. The cooperation covers all stages from a project design and preparation, to development of a steering structure, and project monitoring and evaluation. The know-how transfer, capacity building and human resource development cover the sectors that both Thailand and Germany possess expertise and experiences.

The program consists of four interlinked work areas including capacity building in development cooperation using result-oriented steering and project management, development of trilateral coordination instruments, development of a joint strategy for Thai-German technical cooperation activities in the region, and implementation of up to 9 small-scale trilateral projects with third partner countries. Program partner is TICA, while project partners include various government and private agencies in Thailand, Cambodia, Lao PDR and Vietnam.

Projects under the Thai-German Trilateral Cooperation

Country	Project	Duration
Cambodia	Rural Sanitation Improvement and Hygiene Promotion in Kampong Cham province	In preparation
Lao PDR	Paper Mulberry Supply Chain	2010-2013
Lao PDR	Nam Xong Sub-River Basin Management	2012-2014
Lao PDR	Strengthening National Good Agricultural Practice (GAP) in Lao PDR	2012-2014
Viet Nam	Advanced Technical Services for SMEs in Selected Industries of Vietnam	2010-2012
Viet Nam	Strengthening Cooperative Management in Western Highland and Central Region of Vietnam	2013-2015
Timor-Leste	Sufficiency Economy and Business Promotion in the Agricultural Sector Project	2016-2017

Source: GIZ in Thailand Activity Report 2015-2016

Case Study I: Thai-German-Lao trilateral cooperation on Strengthening Lao National Good Agricultural Practices (GAP) in Lao PDR Project¹⁰

Project Rationale:

Lao farmers have been facing growing challenges from current developments towards the integration into the common market in 2015 as well as the World Trade Organization (WTO) full membership in 2013. In this context, one of the core obstacles for the Lao fruit and vegetable market development is the non-existence of a national Good Agricultural Practice (GAP) system harmonized with the ASEAN GAP standard, which would be applied in fruit and vegetable trading in the region by 2015. Without the national GAP system, the competitiveness and livelihood opportunity of Lao local farmers and small holders are not optimized according to the rapidly growing demand.

A functioning national GAP system in line with the ASEAN GAP standard is expected to help reducing poverty and moving forward with GAP certification for both domestic and export markets. Lao local farmers and small holders would be able to analyze and optimize their production process according to the set standards and increase both quantity and quality of their agricultural produce. Lao local farmers and small holders would be able to access the national GAP certification in order to compete for demands in both domestic and regional markets.

Project design:

Following the signing of the Thai-German Trilateral Cooperation in 2008; the Thailand by TICA and the German by GIZ had agreed to call for proposals through the Thai Embassies (diplomatic channel) in the target countries, and received a proposal, among others, from Lao PDR government requesting the support for the “Strengthening Lao National Good Agricultural Practices (GAP) in Lao PDR Project” to be implemented by Lao Department of Agriculture (Lao DOA). As the proposal is in line with the focused area of rural development (agriculture) under the framework of trilateral cooperation, TICA in consultation with GIZ agreed to involve the Thai Department of Agriculture (Thai DOA) as the technical partner agency, and dispatched the joint mission (TICA, Thai DOA, GIZ Thailand office) to discuss with the concerned authorities in Lao PDR (Ministry of Planning and Investment, Lao DOA,

¹⁰ This section is drawn from the semi-structure interview with GIZ staffs and analysis of the United Nations Office for South-South Cooperation documents (UNOSSC, 2010). Summary of the project can be accesses from <https://www.facebook.com/TrilateralCooperation/videos/478878468979128/>

relevant agencies) to gather information and identify the problems and need which Lao DOA require for technical cooperation from Thailand and Germany during 2009.

The causes of problem, objectives, target groups had been identified through the series of meetings and workshops with the concerned and relevant agencies in Lao PDR. The problem analysis revealed that the existing organizational/institutional structure of Lao Certification Body (LCB) was not functioning due to the lack of personnel allocation, strategic and business plan. There were also a lack of Standard Operating Procedure (SOP) of Lao national GAP for fresh fruit and vegetable in line with ASEAN GAP, a lack of practical Lao GAP certification promotion activities for farmers, operators and consumers, as well as a lack of qualified human resources to handle Lao GAP inspection and certification processes.

Participatory approach to policymaking was deployed from the very beginning at the planning stage using a Result-Based Management framework. Plans were drawn up during a 2-day planning workshop participated by Lao DOA and concerned authorities. The design of processes was aimed specifically to identify the problems and root causes, construct shared goals and objectives, target groups and project activities. GIZ staffs and experts joined in as facilitators while Thai DOA experts providing technical input and sharing experience. Such mode of policymaking was chosen due to a limited budget allocation, since each trilateral project was capped at 100,000 – 120,000 Euro (US\$127,000) for 2-3-year period maximum for the design and implementation of project.

Objectives were jointly agreed with all partners to develop the functioning organizational and institutional structure of LCB to manage Lao national GAP system following ISO/IEC17065 requirements, to develop SOP of Lao national GAP for fresh fruit and vegetable in line with ASEAN GAP, to develop the capacity of human resources to handle Lao GAP inspection and certification processes, and to develop a set of practical Lao GAP certification promotion activities for farmers, operators and consumers.

There were two target groups for the project; a newly established Lao Certification Body (certification system level), and the staff of Provincial Agriculture and Forestry Office (PAFO), including a Clean Agriculture Development Center (CADC) (extension, training and internal control system support level). Final beneficiary could be extended to farmer group, farm owners and operators.

Project coordination, Management, Monitoring and Evaluation:

There are various roles played by all partners of the cooperation throughout the meetings and workshops, including the exchange of information and the sharing of ideas/experiences by relevant agencies of Lao PDR. TICA acted as the experienced focal point in receiving/facilitating the cooperation, the Thai DOA provided technical input, and development agents from GIZ facilitated the work processes using a result-oriented steering. All partners joined force in conducting and participating in series of project management training and skill development workshops that engaged actively with government officials, farmers, producers and other relevant stakeholders from Lao PDR.

The solutions and activities have been identified in response to the agreed objectives and submitted to Project Steering Committee (PSC) for approval. There were rigorous monitoring and evaluation activities through the setting up of PSC, in which Thailand (TICA and Thai DOA) and Germany (GIZ) jointly provided the views, recommendations, and technical advices to the concerned authorities and partners in Lao PDR. In addition to the PSC, the Thai - German Trilateral Steering Committee (TSC), consists of TICA and GIZ executives, was responsible to review and approve the 6-month or 1-year work plan of the Lao counterpart. Such review processes allowed for constructive scrutiny and improvement of program activities while helping to resolve obstacles during implementation phase.

Case Study II: Thai-German-Vietnamese trilateral cooperation on Strengthening Cooperative Management in Western Highland and Central Region of Vietnam¹¹

Project Rationale:

The Central and Western Highland of Vietnam covers 19 provinces. This region accounts for 35.3% of the country's population and has generated more than 30% of Viet Nam's GDP growth. One of the main contributing sector is the 5,350 cooperatives and small and medium enterprises (SMEs). However, the region's growth performance is considered lower than other regions, which average at around 13% growth, and resulting in a very low income per capita. Poor communities living by agriculture and concentrated in remote and ethnic minority areas in the midland and mountainous districts provide the evidence of the region's high poverty rates.

¹¹ This section is drawn from the semi-structure interview with GIZ staffs and participants of the GIZ workshop on RBM (Oct 2016), and the analysis of GIZ promotional materials including 'Newsletter of Bangkok-based projects by GIZ and Partners issue #30'.

A changing competitive environment with increasing private sector investment in the region has significantly impeded the level of competitiveness of SMEs in central Vietnam. Local enterprises and cooperatives are key to the economic development in the region. The Vietnamese government supports them through the capacity development services. It is the mandate of the Vietnam Cooperative Alliance (VCA) in the central region and the 19 Provincial Cooperative Alliance (PCA) to support the cooperatives and SMEs in the region.

However, the structure and capacity of VCA and PCA to be intermediaries and to offer consultancy services are still limited. Their existing business management and orientation prevent them from performing and providing sufficient benefit to their members. These included outdated marketing system, lack of product design skills, limited management capacity, minimum cooperative business orientation and principles, resources inefficiency and lacking the know-how, skilled workers or quality control.

Project design:

In order to improve the performing income of the cooperatives and SMEs in the central region of Vietnam, the project “The Strengthening Cooperatives and SMEs in Central Vietnam” was initiated in April 2013 under the Thai-German Trilateral Cooperation. The 2.5-year project was aimed at improving the service and support structure of the cooperatives and SMEs through capacity building for the regional VCA, PCA and the pilot cooperatives/SMEs in selected provinces. It was co-financed by the TICA under the Ministry of Foreign Affairs and the German Federal Ministry of Economic Cooperation and Development (BMZ) with a contribution from VCA Central Region. Partners sought to strengthen the cooperatives’ management in strategically assessing the selected 12 pilot cooperatives’ performance and improve their planning and implementation.

A series of training sessions and participatory workshops¹² with pilot cooperatives in rural areas of central Vietnam were conducted with the main technical inputs coming from the Thailand Cooperative Promotion Department (CPD) and GIZ. One of the major activities was to strengthen the Cooperatives Alliance in strategic planning and management to improve their service providing capacities such as establishing new businesses/services for their SMEs members and strengthening capacity of the cooperative promotion agencies. The project utilized systematic and participatory analysis and planning that involved

¹² Including courses on consultancy skills, strategic planning, business development, marketing and web design

cooperative management staffs, member representatives and relevant cooperative promotion officers. Partners of the trilateral cooperation also supported VCA and PCA in experiencing such analyses and implementing tools for planning, coaching and monitoring processes. These skills and methods could be applied to other cooperatives outside the pilot model and scaled up to other provinces in the future.

Project coordination, Management, Monitoring and Evaluation:

Development coordination under the Thai-German Trilateral Programme emphasizes the leading role of pivotal country Thailand in setting the dynamic of and facilitating the knowledge transfer throughout the partnerships. At the start of the initiative, TICA Deputy Director-General hosted a meeting on 13 December 2013 with representatives from GIZ Office Thailand to design the structure of the project ‘Strengthening Cooperatives and SMEs in Central Vietnam’. Later on in May 2014, appointed working groups consisting of cooperative promotion officers from VCA and PCA were accompanied by two experienced Thai experts from CPD to conduct the workshops with the first 4 cooperatives. During the whole of June, the working groups carried out the workshops with the rest of the pilot cooperatives by themselves, using lessons learned from the first 4 workshops conducted by the Thai experts. Ultimately, 12 pilot cooperatives were supported through this participatory and systematic processes guided by the TICA-GIZ teams but led by the Vietnamese beneficiaries themselves.

Such approaches have broaden perspectives of both the cooperatives and the cooperative promotion staffs. All pilot cooperatives had developed detailed analyses of their performance, strategic plan, and action plan for the important missions to be undertaken within 2016. The implementation of the strategic plan was to be followed up and supported mainly by the cooperative promotion officers from VCA and PCA, with project support up to May 2015.

Acknowledging that development is not static, Thai-German trilateral partnership put great emphasis on program cycle and adaptive management. The projects drew on several foundational tools that many development practitioners recognize such as strategic planning and project design. To ensure that the service and support structure has improved and able to serve the needs in today’s context; the trilateral project’s important expected results was the cooperative models that local beneficiaries are able to utilize as learning venues and demonstrations for further upscaling. The tools of performance analysis and strategic planning

was deployed to identify problems, visions and goals of the pilot cooperatives before partners supporting them with further demand-driven activities.

Project benefits from a wealth of knowledge and experiences by engaging the expertise of development actors from Thailand and GIZ. In Viet Nam, not only the target groups gained significant benefits from the projects' capacity enhancement activities, the facilitators and experts such as those from Thailand CPD have voiced their satisfaction in terms of knowledge sharing and experience enhancing for their own organizations and members. Interviews with Thai experts revealed the following;

'The important first step requires partners to empower the cooperatives to ensure that they recognize the significance of their work. Supports and facilitation is needed to enable them to understand their situation and contexts that affect their operation. Not until then they could improve upon the status quo in a practical, realistic and structural way. The VCA and PCA staffs seem to understand such needed processes, and could therefore lead the workshops for further cooperatives.'

(Mr. Dusit Thongta, Director of the Center of Cooperative Technology Transfer Development 5, CPD Thailand)

'Besides transferring our method which has proved quite successful in Thailand, I also learned a lot from my experience in Vietnam. There are many good practices in cooperative development we can exchange between the two countries. I see Vietnamese people have very high potential because they know what they want to achieve. We are only here to guide this new process and to structure it better.'

(Mr. Kamthorn Pohlamphong, Chief of Nakhon Nayok Provincial Cooperative Promotion Office, CPD, Thailand)

Adaptive management requires active management and constant assessment of activity through participatory monitoring and evaluation processes e.g. a mid-term review held at the beneficiary country. In terms of monitoring and evaluation; the Thai-German-Vietnamese trilateral project built in the planning strategy allowing project to adjust in order to respond to new learning and contextual changes, especially when applying to different pilot cooperatives. The Project Steering Committee was set up and chaired by the implementing agencies with the relevant partner agencies i.e. TICA and Thai CPD and Germany (GIZ).

Partners organized a mid-term review and planning workshop, followed by a Project Steering Committee Meeting during 30 June to 3 July 2014 in Tamky City, Quang Nam Province, Vietnam. The workshop brought together project key partners, stakeholders and target groups to reflect on the project strategy and performance during the first year of implementation (2014). They also jointly adjusted the project strategy and work plan for the 2nd year (2015).

Immediate outcomes of the project demonstrated great potentials as local partners sought to scale up the initiative following several positive reviews. Twelve cooperatives in 4 provinces have become pilot models on strategic planning and management for further outputs. Four cooperatives have successfully carried out activities following the development of their strategic plans. One of the testimonies from local beneficiaries highlighted positive learning experiences on strategic planning and inspiration for business improvement.

'At first we were very scared about joining this process and almost in tears because we are not well educated and we don't know how to do strategic planning. But after 3 days, we felt that it was actually not difficult, we just needed to think step-by-step and realize what we lack. The guidance from the Thai expert, VCA and PCA was very helpful, and now we feel inspired to form ourselves into a cooperative and improve our performance.'

(Binh Anh Women Group, one of the pilot groups consisting of single, widowed and disadvantaged women, produces rattan weaving furniture structures. Some of their products are bought by local companies and sold to IKEA, the global brand of furniture store from Sweden.)

The results are that the VCA-Central has gained strength in the area of strategic planning and management as well as knowledge transfer as 15 staffs were trained while 6 of them are qualified to become local trainers. Training and consultancy services of VCA Central is now fully functional using internal resources and capacities to run Strategic Planning module, Business Training module, and Training of Trainers, with additional consultancy services on Sustainable and Responsible Business, Website and e-business services, and Project development.

At the Provincial level, representatives of PCA were strengthened in cooperative promotion. PCA staffs from the 4 pilot provinces have provided services for their member cooperatives on Strategic planning, Consultancy on cooperative management, and Training services. The website of VCA-Central Vietnam was launch in September 2015 providing information on VCA services and other benefits from cooperatives and SMEs. This website provides access to links of PCA and pilot cooperatives in the region.

Lessons learned about the success and challenges of project 'Strengthening Cooperatives and SMEs in Central Vietnam' has been put together by GIZ communication and PR team responsible for disseminating program materials for program improvement and organization learning¹³. The lessons highlighted the importance of three processes in which resources and assistance were channeled to support Viet Nam. These processes occurred simultaneously with clear allocation of tasks and responsibilities of partner organizations; i) the project technical

¹³ Summary of the project can be accesses from <https://www.youtube.com/watch?v=cOnEh8ynP7s>

support (content-oriented), ii) the project management support on methodology and capacity building (process-oriented), and iii) the administrative support and official communication.

The Dynamic Actor Network Analysis and Triangular Cooperation

The DANA framework helps identify causal maps that show policy actors and their relations between goals, policy actions and external influences. The analysis in this section focuses on actors' awareness of problems and the changing global aid/economic landscape, their resource dependency and conflict/coalition potential. Actors' preferred strategies and policy choices could be inferred from these maps, which provide important information on the countries' motivation to engage in triangular cooperation. The constructed diagram provides a visual representation of actor perceptions that serve as an organizational memory and as a basis for discussion amongst analysts and decision makers for the types of interventions needed.

The drawing of diagrams required input information on the perceptions of development actors, which was collected through semi-structured interviews with organizations' representatives. Such dependency on a limited number of informants means that the diagrams only represent the perceptions of the representatives of the organizations, and not others with different opinions. Some also might not be able or willing to disclose their strategic positions with researcher to keep such information/ agendas from the public debate. Researcher use the method of data triangulation to mitigate these limitations by cross-checking with written information from publicly accessible policy documents and representatives at management level who are able to sketch more accurate overview of the dominant opinions in their organizations.

Result of actor analysis under the Thai-German Trilateral Cooperation:

The actor analysis in the Thai-German Trilateral Cooperation projects has been divided into two parts; a general part which involved the tripartite committee overseeing the program at a policy level to get an indication of partners' priorities, and a specific part which discusses the two cases to explore the design, processes and outcomes of the capacity building activities supported by the German and Thai governments. The results indicated positive aspects of capacity-enhanced trilateral cooperation projects which allow development agents under BMZ/GIZ and TICA partnership to seek innovative and sustainable solutions to local problems and to break away from the old formats of aid delivery. Capacity building for implementing agencies is emphasized as the core program activities allowing for learning by doing –

highlighting the comparative advantage of Thailand as a co-provider of technical assistance and knowledge transfer.

The interview and discussion identified strong concerns from the part of TICA regarding the level of absorptive capacity of beneficiaries (Lao PDR and Viet Nam), which has important implications on the sustainability of development solutions. In addition, given strong emphasis of ‘demand-driven’ concept by donors; local partners demonstrated limited capacities to articulate for their needs and/or to conceptualize the problems needed to be addressed. Therefore, the capacity enhancement activities for implementing partners was selected as a core focus of TrC projects to ensure sustained development impact.

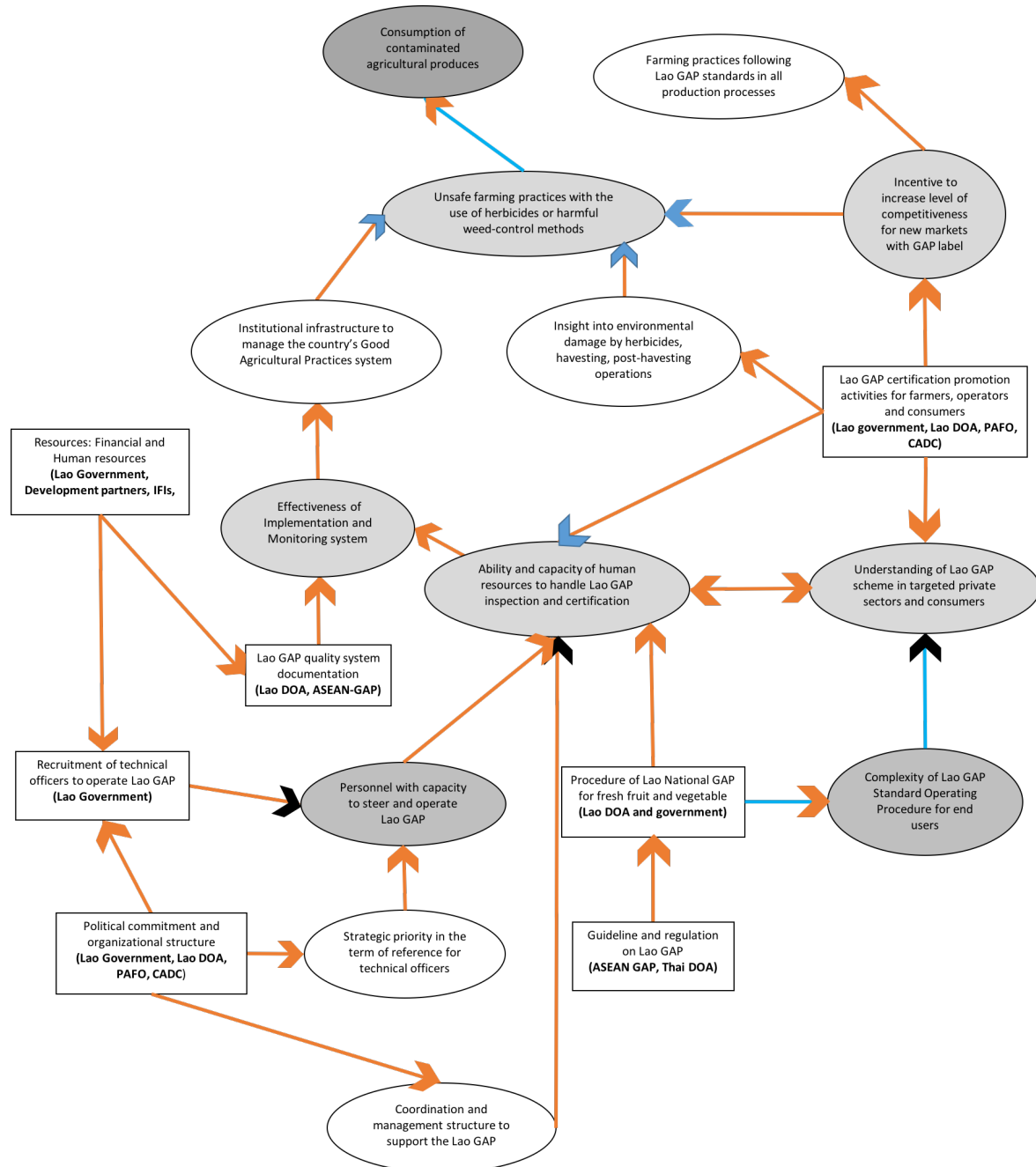
Modules such as problem analysis, result-based management, project orientation, training needs assessment, development of curriculum and master trainers, program/financial audit practices were developed together with experts in the fields during the Project Steering Committee meetings of the umbrella Trilateral Cooperation Programme. The analysis on the capacity building activities, therefore, served as a case to explore the use of actor analysis in formulating successful TrC policies. It is the foundation for lessons drawing exercise for policy recommendation – one of the outputs of this research project.

Various approaches to capacity building for implementing partners were analyzed through a review of available literatures and interviews with three important groups of stakeholders in the TrC program activities: i. Technical officers at governmental organizations in beneficiary countries (Department of Agriculture, Lao Gap Certification Body, GAP inspectors from Standard Division (STD)/ Provincial Agriculture and Forestry Office/ Clean Agriculture Development Center (CADC), Vietnam Cooperative Alliance in Western Highlands and Central of Vietnam, Provincial Vietnam Cooperative Alliance, Cooperatives and SMEs in selected provinces); ii. Enablers/Facilitators from GIZ-Thailand and GIZ-Vietnam (RBM master trainers and TrC program director and program coordinators); and iii. Technical partner agencies from Thai government (TICA, Cooperative Promotion Department, Department of Agriculture).

These participants were selected because they are the target groups and resource providers of the training and capacity building measures aiming to address the problems that were locally defined in the RBM planning processes. The results of the interviews and testimonies were documented in the written form and translated into the DANA diagrams, which were used as a basis for the analysis.

The following diagrams summarize the perception of respondents (the technical officers, TrC enablers, and technical partners) from each TrC project regarding the understanding of the needs for capacity building measures to the success of TrC programs.

DANA diagram of perception of stakeholders in Lao GAP TrC



The diagram in Case I shows the summary of all perceptions from the program coordinators and local beneficiaries under the Lao-Thai-German TrC project. Important factors to the design of capacity building measures that can address the food safety problems are represented as ovals. While rectangles are used for the representation of instruments, including a reference to the owner/actor who controls them. The arrows flowing from one element to the other represent

the casual relations between factors and instruments. The colors of the arrowheads indicate the nature of influence of such factors or instruments: positive contribution (orange), negative (blue), or unknown (black).

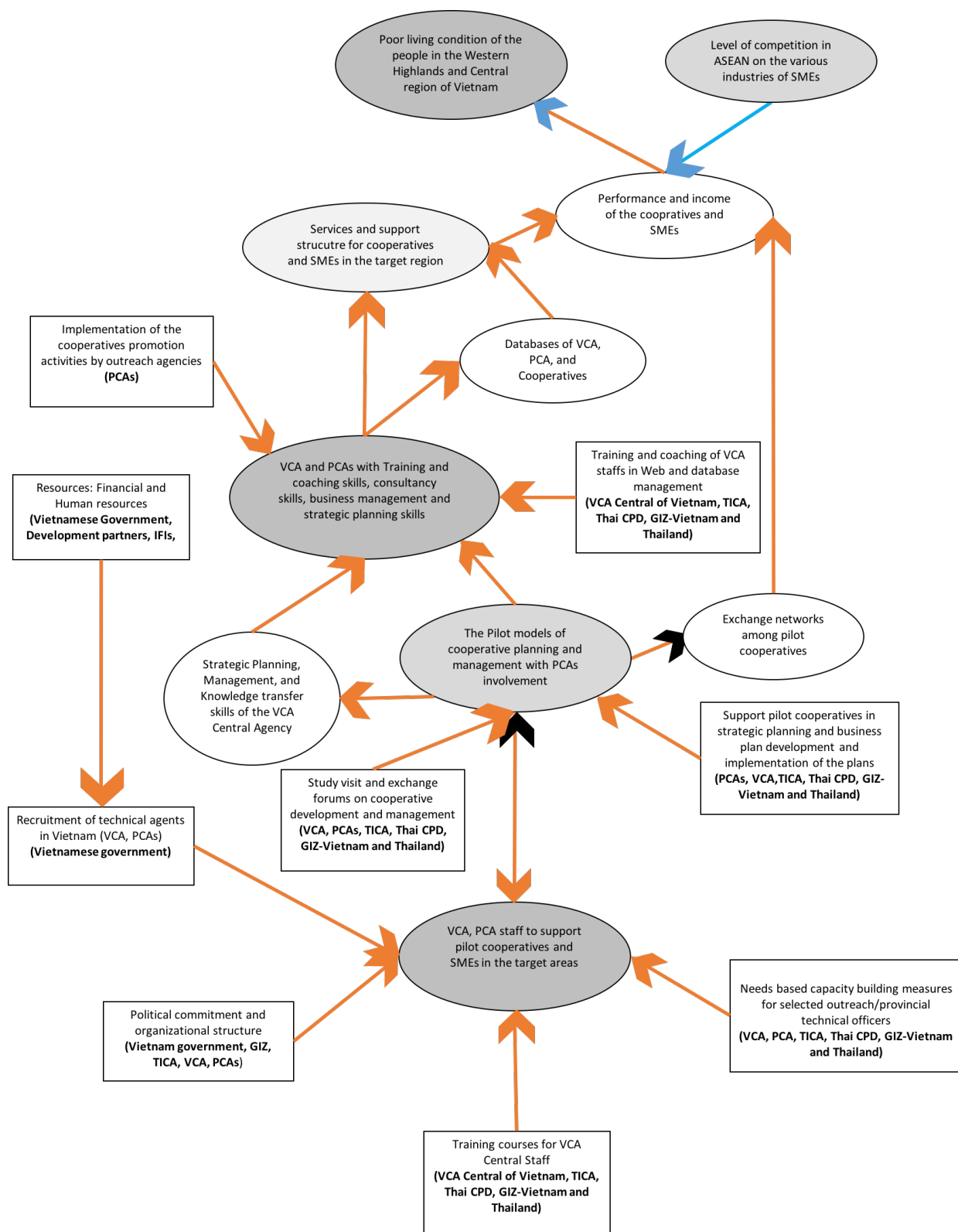
One of the main benefits of constructing DANA diagrams is that it reveals the actors' objectives and constraints regarding each intervention or factor: orange flows indicate a desired increase of that factor and blue flows indicate a desired decrease. The different shades of gray highlight in some factors identify the frequency of which a factor has been mentioned by different respondents.

This method of constructing the diagrams allows researcher and analyst to structure information from the interviews by identifying and explicating factors and assumed casual relations. The analysis aids the understanding of how practitioners and policy makers (GIZ and TICA) design the capacity building measures and curriculum development that ensure local participation, effective communication and institutional infrastructure, while using diplomatic channel and foreign assistance programs to secure political commitment of the government.

DANA diagram of perception of stakeholders in Vietnam SMEs Coop TrC

Similar to previous case study; the Vietnam-Thai-German TrC demonstrates the causal relations between various policy/program interventions focusing on needs based capacity building measures and the results, which become the contributing factors to the success of the program.

What is unique in the case of Vietnam-Thai-German TrC is the presence of supporting scheme to strengthen the network of secondary-level beneficiaries that would ensure sustainability of program. It adds measures to strengthen agents' knowledge transfer and coaching skills for adaptive capacities when seeking solutions to local needs under different context. Having learned useful lessons from other TrC projects in the region, TICA-GIZ teams also put more emphasis on communication and coordination structure among relevant partners.



The diagram above informs the complexities of designing the training activities and modules that not only take into account the absorptive capabilities of local beneficiaries, but also highlight the needs to create positive ecosystem for program success. The summary of the

participants' perceptions indicated that partners understood the relationships among each other and acknowledged the interlinkages and conditions for program effectiveness.

Comparative Analysis:

Classic 'compare-and-contrast' academic papers weight one item of comparison and another item equally e.g. two similar things that have crucial differences or two similar things with crucial differences yet turns out to have surprising commonalities. The lens (or keyhole) comparison weight one case less heavily than another case, however. This approach uses one case as a lens through which to view the other. Using A as a framework for understanding B changes the way B is comprehended (Harvard, Kerry Walk, 1998). One advantage of 'lens comparisons' is that it illuminates, critiques or challenges the stability of the thing that, before the analysis, seemed perfectly understood. Lens comparisons take into account the elements of time that may illuminate later ones such as earlier texts, events, or historical figures (ibid).

The researcher compares two similar Thai-German Trilateral Cooperation cases under the same theme of agricultural and rural development while contrasting their differences in terms of development sustainability. Base on the lens comparisons approach, the researcher used the case of Lao TrC (2012-2015) as a lens through which to view the Vietnamese TrC (2013-2015). This research project argues that the incentive mechanisms to steer the action of stakeholders under the TrC project in Lao PDR differ from that of Vietnam. The success of TrC project in Lao PDR relied heavily on the credibility and popularity of standardized procedures under the ASEAN GAP to influence changes in the behavior of farmers and agro-businesses, which allows them to compete in the market underpinned by the GAP regulation. While the Vietnamese-Thai-German TrC emphasized learning and skill adaptation as the cause of behavioral changes. The level of competitiveness witnessed in Lao PDR has been a reflection of the coercive nature of policy transfer, hence compliance, as opposed to the voluntary knowledge assets transfer that underpin the innovation and performance improvement. This results have significant implication in regards to the sustainability of the proposed development solutions.

The DANA approach further reveals that in order to design effective capacity building programs, partners have to take into account the local demands, their level of absorptive capacity and existing institutional infrastructure to facilitate knowledge sharing and smooth program coordination. While Lao Gap TrC highlights the implementation of learned/transferred knowledge to develop a set of skills i.e. process implementation,

monitoring and evaluation, Vietnam SMEs Coop TrC emphasizes the adaptation and application of learned skills to facilitate and support others for effective execution.

The core focus of modules in Vietnam SMEs Coop TrC were on knowledge transfers, coaching skill and adaptive management. While the majority of program activities under the Lao case are the development of system/structure and curriculum led by TICA and GIZ staffs. Despite the evidences of pilot farmers/operator groups to apply for Lao GAP certificate, they represent only the cases for executing and procedural skills. Such approaches explain the slightly different design of Thai-German TrC projects, which implies the prospect of long-term outcomes in both countries.

The sustainability of the development solutions rest upon the ability of actors to adapt to changing environments and mobilize and coordinate partners for comprehensive solutions. The use of outputs in the Lao GAP TrC case has a limitation of up to whatever the scope of FAO/ASEAN Good Agricultural Practices is, i.e. the ISO/IEC17065 requirements, while the case of Vietnam yields promising long-term development solutions with innovative tools and adaptive skills.

Lessons learned from the Thai-German Trilateral Cooperation Projects

Triangular cooperation offers a set of circumstances to explore new ways of cooperation among diverse range of actors by pulling resources and technical expertise to support one or more beneficiary countries. This cooperation model takes a broad-based approach that promotes partnership with various actors, including traditional donors, multilateral agencies, private sector, academic institutions and CSOs. Partners enter the agreement that ensure the know-how transfer, capacity building and human resource development cover the sectors that both resource providers i.e. pivotal country and the provider possess expertise and experiences.

With limited access to comprehensive statistics of developing countries on their aid flows with trilateral items and ongoing definitional debates at the global level regarding the characteristics of this partnership, it may not be appropriate to use available database for the prediction of program/project dynamics. Country reports using different standards and methodologies to extract information does not allow for comparative analysis, let alone public scrutiny for transparent reporting and accountability. Scholars and practitioners may have no option but to conduct studies on a project level analysis to draw lessons for best practices.

Comparative advantage principle: the cases of Thai-German Trilateral Cooperation projects highlight the comparative advantages of each partner for mutual benefit. Thailand as a pivotal

country; with similar features to Lao PDR such as geographic proximity, common language, and similar cultural heritage, offered to facilitate appropriate technology transfer. Germany as a resource provider assisted by sharing its rich experience in technical cooperation with substantive lessons learned and best practices from around the world. German development agents have been implementing the concept of Result-Based-Management rigorously in all their work processes, including the Result Chain in the monitoring and evaluation. These frameworks were introduced and reinforced among those involved in the partnership from the starting of the cooperation, especially the planning processes. As for the beneficiaries in Lao PDR and Viet Nam, its strength came not only from the demands for the type of technical cooperation from Thailand and Germany but also its ability to mobilize local wisdoms to best suit the local conditions.

Joint initiatives: Partners should structure the model of triangular cooperation to feature joint initiatives and joint efforts. This will allow for the integration of expertise in different fields, enabling all partners to do more with the same limited resources. Moreover, co-finance and shared responsibility lead to greater commitment and accountability in the implementation of development programs. Triangular cooperation with co-financing items represents a multi-dimensional partnership that is a necessary ingredient for reducing poverty. The external resources give a push in investment and capital through capacity building and project implementation, which helps initiate self-sustaining economic growth.

One common characteristic of LICs/LMICs is that their existing scope for enhancing investment through private domestic savings is extremely limited due to several gaps between the required investment and domestic savings, as well as the gap of foreign exchange. Joint initiatives under trilateral partnership represent comprehensive foreign assistance; money and technical assistance committed by both provider and pivotal countries. Such comprehensive partnerships have potentials to promote appropriate policy environment and enhance social capital for attracting FDI and borrowing from foreign sources.

The benefits of shared responsibilities translate to greater accountability and commitment from both resource provider and pivotal country. In some cases, such as triangular cooperation under Japan International Cooperation Agency (JICA), the proportion of resources contributed by the two partners changed every few years, with growing portion from pivotal country. This represents a strategic move to position pivotal country as a center for development cooperation in the region, helping to extend more partnerships with other donors. Pivotal countries often

create linkages between projects and programs to the objectives of their foreign policies. Many have used the opportunities to continue or complement existing bilateral projects and activities.

Country ownership: this important element cannot be overemphasized in the context of triangular cooperation. Being one of the aid effectiveness principles, the concept of ownership requires that aid recipients forging their own national development strategies with their parliaments and electorates before seeking foreign assistance. Such practice is considered as a way to strengthen their institutional capacity and create the sense of ownership, a pre-requisite for sustainability.

Often enough the concept has been bypassed due to politics and the delay from policymaking processes given weak institutions of developing countries, and the lack of partners' ability to articulate their needs, to identify problems, or to propose activities. The latter issue signals the level of absorptive capacity of the beneficiary, which has significant implication on the design of the entire program activities and the level of success.

The problem can be avoided by using participatory approach to policymaking from the very beginning at the planning stage using a result-based management framework. Using this framework in the planning processes that involve all concerned parties, program or activities that fail to account for local needs or exceed the capacity of partners to implement and sustain will not come up in the pipeline.

Ensuring harmonization processes: One of the challenges that stems from the lack of country ownership is the difficulty in establishing mutual trust and political will among partners. Even under the shared principles of aid effectiveness, it is very common that objectives and interests of the three actors and relevant agencies involved may not necessarily coincide. Consensus building and negotiation processes involve politics and not always result in feasible policy option, let alone effective implementation. Nonetheless, triangular cooperation is considered useful as it allows for various cooperation frameworks at the sub-regional, regional and multilateral levels to help anchor the needed political commitment.

To address these challenges, the partnership requires great preparedness and deep collaboration, especially greater awareness and close relations between pivotal and beneficiary countries in order to support the latter's ability to articulate their needs and acquire skills and knowledge. This stage represents what the development community call 'harmonization processes', which involve streamlining efforts in-country. Therefore, developing work culture and attitudes using the concepts of ownership and harmonization at the early stage of

cooperation will significantly increase the level of trust and commitment among stakeholders involved.

CONCLUSION

Development practices of Southern providers have yet to be captured fully on the radar of OECD-DAC. Data of development finance flows regarding the activities under TrC demonstrate inconsistency due to the lack of access to information from emerging donors and ongoing definitional debates at the global level concerning the characteristics of TrC. The incident knowledge and evolving role of TrC partners add to the complexities of this aid modality, making it difficult to conduct comparative analysis for full cost-benefit calculation.

Despite such macro-level drawbacks, the changing aid landscape has informed policymakers at OECD-DAC members to take more active roles in leading and investing in sustaining the principles of horizontal partnerships. Guided by the aid effectiveness principles, many have been attracted to the paradigm underpinning Thailand's South-South schemes. Efforts have been intensified and committed over the last decade through a number of frameworks at the bilateral, sub-regional, regional, trilateral and multilateral levels. Since 2004 under the leadership of TICA, Thailand has been forging partnership with a number of traditional donors especially Germany and Japan for more resources and expertise to further the development efforts provided to her neighboring Lower Income and Lower Middle Income Countries.

The Thai-German Trilateral Cooperation Programmes

The North-South-South model of development practices have gained momentum as TICA prepared her strategic framework for development cooperation during 2007-2011, involving several traditional donors, both bilateral and multilateral ones. It has been one of the important portfolios in her development efforts to support neighboring countries during such period, helping to position Thailand as a center for extended partnerships with other donors in development cooperation. key strategic issues that have been implemented are human resource development by providing opportunities for international exposure to Thai experts, volunteers, and institutes; experience sharing of the alternative development model under Sufficiency Economy Philosophy (SEP); and promotion of public-private sector cooperation

Information from TICA's reports and secondary data does not provide sufficient details; however, to allow for the prediction of program/project dynamics. Let alone the public scrutiny for transparent reporting and accountability. The limitation of using this data set is in terms of the concept and definition of trilateral cooperation defined and categorized by TICA. Even

when access to comprehensive statistics of its aid flows with trilateral items has become available recently, there is a lack of clear definition, source or detailed explanation of the indicators used. Drawing a conclusion about the trend of Thai TrC using data from TICA may capture only the country's own TrC trajectory in monetary terms. It may not be appropriate for comparison against data of other development partners as captured under the OECD-DAC system.

Development cooperation between Germany and Thailand has a strong focus on the framework of South-South cooperation and trilateral partnerships, which have evolved from bilateral programs as a result of Thailand's economic and social development decades earlier. Partners provide program supports and strengthens the partners through joint development and implementation of small-scale trilateral projects. The cooperation covers all stages from a project design and preparation, to development of a steering structure, and project monitoring and evaluation. The know-how transfer, capacity building and human resource development cover the sectors that both Thailand and Germany possess expertise and experiences.

Conceptualize processes in managing Trilateral Cooperation projects

Comprehensive analysis of the projects and institutional settings provide insights into countries' framework of coordination structures, which link all parties involved including line ministries, agencies and local entities. Detailed investigation of triangular cooperation projects in Lao PDR and Viet Nam demonstrates the importance of three coordinated processes in which resources and assistance from all partners were channeled to support the beneficiaries. These joint processes occurred simultaneously with clear allocation of tasks and responsibilities of partner organizations; i) the project technical support or the content-oriented element, ii) the project management support on methodology and capacity building or the process-oriented element, and iii) the administrative support and official communication.

Participatory approach to policymaking was deployed from the very beginning at the planning stage using a Result-Based Management framework. There are various roles played by all partners of the cooperation throughout the meetings and workshops, including the exchange of information and the sharing of ideas/experiences by relevant agencies of Lao PDR and Viet Nam. TICA acted as the experienced focal point in receiving/ facilitating the cooperation, the Thai implementing partners provided technical inputs, and development agents from GIZ facilitated the work processes using a result-oriented steering.

Development coordination under the Thai-German Trilateral Programme emphasizes the leading role of pivotal country Thailand in setting the dynamic of and facilitating the knowledge transfer throughout the partnerships. Acknowledging that development is not static, Thai-German trilateral partnership put great emphasis on program cycle and adaptive management. To ensure that the service and support structure has improved and able to serve the needs in local context; the trilateral projects' important expected results was the development solutions that local beneficiaries are able to utilize as learning venues and demonstrations for further upscaling.

Project benefits from a wealth of knowledge and experiences by engaging the expertise of development actors from Thailand and GIZ. Not only the target groups gained significant benefits from the projects' capacity enhancement activities, the facilitators and experts such as those from Thailand have voiced their satisfaction in terms of knowledge sharing and experience enhancing for their own organizations and members.

[Comparative exercise with network analysis tool](#)

Policy transfer and policy network offer tools to discover actors' awareness of and reaction to the changing global aid and economic landscape. While highlight the contribution of knowledge exchange and experience sharing that underpin the framework of triangular cooperation. The constructed diagrams provide a visual representation of actor perceptions that serve as an organizational memory and as a basis for discussion amongst analysts and decision makers for the types of interventions needed.

The results indicated positive aspects of capacity-enhanced trilateral cooperation projects which allow development agents under BMZ/GIZ and TICA partnership to seek innovative and sustainable solutions to local problems and to break away from the old formats of aid delivery. Capacity building for implementing agencies is emphasized as the core program activities allowing for learning by doing – highlighting the comparative advantage of Thailand as a co-provider of technical assistance and knowledge transfer.

DANA diagrams summarize the perception of respondents (the technical officers, TrC enablers, and technical partners) from each TrC project regarding the understanding of the needs for capacity building measures to the success of TrC programs. They reveal the actors' objectives and constraints regarding each intervention or factor. The analysis aids the understanding of how practitioners and policy makers (GIZ and TICA) design the capacity building measures and curriculum development that ensure local participation, effective

communication and institutional infrastructure, while using diplomatic channel and foreign assistance programs to secure political commitment of the government. They inform the complexities of designing the training activities and modules that not only take into account the absorptive capabilities of local beneficiaries, but also highlight the needs to create positive ecosystem for program success.

What is unique in the case of Vietnam-Thai-German TrC is the presence of supporting scheme to strengthen the network of secondary-level beneficiaries that would ensure sustainability of program. It adds measures to strengthen agents' knowledge transfer and coaching skills for adaptive capacities when seeking solutions to local needs under different context. Having learned useful lessons from other TrC projects in the region, TICA-GIZ teams also put more emphasis on communication and coordination structure among relevant partners.

Base on the lens comparisons approach, the researcher used the case of Lao TrC (2012-2015) as a lens through which to view the Vietnamese TrC (2013-2015). This research project argues that the incentive mechanisms to steer the action of stakeholders under the TrC project in Lao PDR differ from that of Vietnam. The success of TrC project in Lao PDR relied heavily on the credibility and popularity of standardized procedures under the ASEAN GAP to influence changes in the behavior of farmers and agro-businesses, which allows them to compete in the market underpinned by the GAP regulation.

While the Vietnamese-Thai-German TrC emphasized learning and skill adaptation as the cause of behavioral changes. The level of competitiveness witnessed in Lao PDR has been a reflection of the coercive nature of policy transfer as opposed to the voluntary knowledge assets transfer that underpin the innovation and performance improvement. This results have significant implication in regards to the sustainability of the proposed development solutions.

The DANA approach further reveals that in order to design effective capacity building programs, partners have to take into account the local demands, their level of absorptive capacity and existing institutional infrastructure to facilitate knowledge sharing and smooth program coordination. While Lao Gap TrC highlights the implementation of learned/transferred knowledge to develop a set of skills i.e. process implementation, monitoring and evaluation, Vietnam SMEs Coop TrC emphasizes the adaptation and application of learned skills to facilitate and support others for effective execution.

The sustainability of the development solutions rest upon the ability of actors to adapt to changing environments and mobilize and coordinate partners for comprehensive solutions. The

use of outputs in the Lao GAP TrC case may face a limitation up to the scope of FAO/ASEAN Good Agricultural Practices i.e. the ISO/IEC17065 requirements, while the case of Vietnam yields innovative tools and adaptive skills of local change makers to seek long-term development solutions. This conclusion regarding the long-term impact of knowledge and skills transfers may lend itself to the topical uniqueness of TrC projects, however. Regardless, partners cannot deny the advantages and popularity of this hybrid model of development cooperation. The good practice for all is to draw useful lessons and deploy adaptive management that highlights communication, collaboration, learning and adaptation.

Practitioners and scholars do have valid claims to the challenges in the practice of Triangular Cooperation. High transaction costs will be expected without early, and comprehensive, efforts to cultivate relationships among partners, implement demand-driven approach and participatory policymaking. To realize advantages of fruitful ways of collaboration and implementation this hybrid partnership has to offer, country/countries or partners should consider combining capacity building activities with the planning process to reinforce work attitudes and culture among partners in order to create consensus and commitment.

While each partner contributes their comparative advantage, competence enhancing activities joined by concerned parties help bridge the capacity gap and address project obstacles. In such way, beneficiary countries could effectively leverage the linkages with pivotal and provider countries to their advantage for building institutions, acquiring skills and knowledge for human resource strength in order to overcoming challenges specific to development.

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Interview

- October 7, 2016 Ms. Jarukan Rassiri, Academy for International Cooperation (AIZ)
Bangkok
- October 24-28, 2016 Mr. Vorathep Songpanya, Programme Director of Thai-German
Trilateral Cooperation with Southeast Asian Countries, Deutsche
Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
Ms. Jiraluck Inwong, Programme manager (Thai-German Trilateral
Cooperation), Deutsche Gesellschaft für Internationale Zusammenarbeit
(GIZ) GmbH
- January 26, 2017 Dr. Sachin Chaturvedi, Director General Research and Information
System for Developing Countries (RIS), India
- January 27, 2017 Mr. Banchong Amorncheewin, Director of Planning and Evaluation,
Thailand International Cooperation Agency (TICA), Thailand
- January 26, 2017 Mr. Wattanawit Gajaseni, Director of Countries Partnership, Thailand
International Cooperation Agency (TICA) , Thailand
- January 26, 2017 Dr. Khadijah Md Khalid, Executive Director of The International
Institute of Public Policy and Management (INPUMA), Malaysia
- January 26-27, 2017 Dr. Yulius P. Hermawan, Professor at Universitas Katolik Parahyangan,
Indonesia
- January 26-27, 2017 Mr. Albert Triwibowo, Lecturer at Universitas Katolik Parahyangan,
Indonesia

ANNEX

List of activities under the Thai-German-Lao Trilateral Cooperation¹⁴

Date	Location	Activity
4-Apr-2011	Lao PDR	Strengthening National Good Agricultural Practice (GAP: Lao PDR) organized survey group on LAO GAP Project
6-10 May 2013	Lao PDR	Strengthening National Good Agricultural Practice (GAP: Lao PDR) organized LAO-GAP Inspector Training
May 2012 - April 2013	Lao PDR	The first official launch of Lao GAP fruits and vegetable certified by the Department of Agriculture, Ministry of Agriculture and Forestry
19-21 June 2013	Bangkok, Thailand	Strengthening National Good Agricultural Practice (GAP: Lao PDR) organized study visit Bangkok, Thailand
24-Apr-2014	Bangkok, Thailand	Ms. Angsana Sihapitak, DDG Of Thailand International Development Cooperation (TICA), attended the Trilateral Steering Committee Meeting (TSC) together with Mr. David Oberhuber, Country Director of German International Cooperation (GIZ) and Trilateral Operation Body (TOB), at TICA Office.
8-Sep-2014	Bangkok, Thailand	The Exchange and Review Workshop with Thai Implementing Agencies on Development Cooperation was held to exchange experiences and lesson-learned from project implementation, to review and make recommendation to improve current implementing and coordinating process which require Thai technical input, and to brainstorm ideas how to build network of technical agencies and experts in Thailand. The workshop was jointly organized by TICA and GIZ.
18-22 May 2015	Lao PDR	TICA and GIZ Thailand organized hands-on training on "Integrated Crop Management (ICM) and Integrated Pest Management (IPM)", with technical support from Thai experts from Department of Agriculture (DOA)

¹⁴ The following Lao-GAP-related events were organized throughout the 2.5-year project period, which had delivered satisfactory results to all partners involved.

26-29 August 2015	Pattaya, Thailand	Thai-German Trilateral Cooperation Programme and GIZ Training Services Bangkok jointly organised a workshop "Moderation and Training Techniques for Technical Cooperation Project" for TICA, aiming to strengthen the result-oriented workshop design and workshop moderation/facilitation techniques. Participants learned the moderation and training principle through case studies and hands-on facilitation with peers during the 4-day workshop.
30-31 March 2016	Vientiane, Lao PDR	The Department of Agriculture, Ministry of Agriculture and Forestry of Lao PDR, Department of Agriculture Thailand, TICA and GIZ organized a Project Management Committee meeting and carry on workshop to present the results of the Lao-Thai-German Trilateral Cooperation project and exchange experiences gained.
27-29 July 2016	Vientiane, Lao PDR	TICA, GIZ Thailand, and officers from the Department of Standardization, Department of Agriculture Lao PDR jointly organized a meeting to improve and develop the Lao Good Agricultural Practices (GAP) quality system documentation, in line with the ISO/IEC 17065 under the advice of experts from the Department of Agriculture Thailand. A meeting of the Board of Director (BOD) was set up to approve the Quality Management (QM) Manual, inspection, and accreditation under the Lao GAP scheme.
26-29 September 2016	Vientiane, Lao PDR	The State Audit Organization (SAO), Lao PDR; TICA; and GIZ organized a Fact Finding and Planning Workshop in Vientiane Capital, Lao PDR. The objectives of the workshop were to review the project and identify activities for the Lao-Thai-German Trilateral Cooperation in strengthening the financial auditing in Lao PDR. The main activities under the project are related to development of the training curriculum on standardization and capacity building of junior financial auditors and financial auditing instructors as well as various policies to facilitate the auditors' work; a 2-year project with first activity expected in January 2017.

Source: summary of project activities from GIZ's social media channel at www.facebook.com/TrilateralCooperation/

The Thai-German Trilateral Cooperation Project Result Models

ດິນປະທັບ Impacts

ຜ່ານການສ້າງລະບົບການຢັ້ງຢືນອາຫານທີ່ດີແຫ່ງຊາດ, ຊາວກະສິກອນ ແລະ ຜູ້ຜະລິດຂະໜາດນ້ອຍ ດ້ານພືດຕົກ ແລະ ໝາກໄມ້ສົດ ໃນພື້ນທີ່ເປົ້າໝາຍຂອງໂຄງການ ໄດ້ປັບປຸງດຸນນະພາບຂອງດິນແລະລິດ ແລະ ຍົກລະດັບຜົນດວງຕາມມາດໃນການແຂ່ງຂັນໃຫ້ສູງຂຶ້ນ ຕາມຄວາມຕ້ອງການຂອງຊາວຕ່າງ.



ຮູບແບບຜົນໄດ້ຮັບຂອງໂຄງການ Project Results Model



ຜົນໄດ້ຮັບ Benefits

ໂຄງຮູ້ການຈັດຕັ້ງຂອງທ່ວງຍານອອກໃບຢັ້ງຢືນ ໄດ້ຮັບການສ້າງຮູ້ ແລະ ສາມາດປະຕິບັດໜ້າທີ່ໃນການສະໜັບສະໜູນລະບົບອາຫານທີ່ດີລາວ ພ້ອມທັງ ມີແຜນທີ່ທຸກອີກອານ.

Organizational/institutional structure of LCB to support the establishment of Lao GAP system, with development plan in place.

ມາດຕະຖານກະສິກໍາທີ່ດີແຫ່ງຊາດ ແລະ ລະບົບເອກະສານດ້ານຄຸນນະພາບຂອງພືດຕົກ ແລະ ໝາກໄມ້ສົດທີ່ສອດຄ່ອງກັບມາດຕະຖານອາຊຽນ ໄດ້ຮັບການພັດທະນາຂຶ້ນມາ.

Lao GAP Standard and a set of standard quality system documentation for fresh fruit and vegetable in line with ASEAN GAP.

ມີທຸກຄະລາກອນທີ່ມີຄວາມຮູ້ຄວາມ ສາມາດ ແລະ ໝວຍງານ ໃນການຈັດການ ລະບົບການກວດກາ ແລະ ຍັງມີກະສິກໍາທີ່ດີ ເພື່ອສະໜັບສະໜູນຄົວເມັດກະສິກໍາທີ່ດີລາວ.

Competent human resources and authority to manage Lao GAP inspection and certification and extension work.

ຊາວກະສິກອນ ແລະ ຜູ້ປະກອບການ ໃນພື້ນທີ່ເປົ້າໝາຍໄດ້ທົດລອງນໍາໃຊ້ລະບົບ ແລະ ໄດ້ຮັບການຢັ້ງຢືນ ແລະ ດິນແລະລິດ ເປັນທີ່ຍອມຮັບຂອງຜູ້ຜິດໃນພາຍໃນນະເທດ.

Farmers and operators in pilot areas have applied and obtained Lao GAP certificate and domestic buyers have accepted Lao GAP certified produce.

ໝາກຜົນ Outputs

ໂຄງຮູ້ການຈັດຕັ້ງຂອງທ່ວງຍານອອກໃບຢັ້ງຢືນ LCB ໄດ້ຮັບການທົດແທນທັງຄືນ.

- ກຸ່ມທະສາດ ແລະ ແຜນທີ່ທຸກກະສິກໍາທີ່ດີ ໄດ້ຮັບການພັດທະນາ ແລະ ເປັນທີ່ຮັບຮູ້ ຈາກພາກສ່ວນທ່າງຊ້ອງ.
- ໂຄງຮູ້ ແລະ ພາລະຜົນດວງຂອງທ່ວງຍານອອກໃບຢັ້ງຢືນ LCB ໄດ້ຮັບການທົດແທນຈາກທ່ວງຍານອອກໃບຢັ້ງຢືນ.
- Organizational structure of LCB is revised.
- Lao GAP strategy and roadmap are developed and acknowledged by the relevant partners.
- The structure and function of LCB are reviewed by the accreditation body.

ເອກະສານຄຸນນະພາບ ແລະ ລະບົບການຂໍ້ມູນອອນລາຍ ໄດ້ຮັບການພັດທະນາຂຶ້ນມາ ແລະ ສາມາດປະຕິບັດງານໄດ້.

ກຳໜົດກະສິກໍາທີ່ດີ ແລະ ລະບົບການນໍາໃຊ້ ໄດ້ຮັບການພັດທະນາຂຶ້ນມາ.

- A set of functioning Lao GAP quality system documentation and on-line database.
- Lao GAP logo guideline and regulation.

ພະນັກງານ 15 ທ່ານ ໄດ້ຍົກລະດັບເປັນ ນັກກວດກາ, ກະສິກອນທີ່ຖືກຕັ້ງຮັບຜິດຊອບ ລະບົບກະສິກໍາທີ່ດີ ສາມາດຜິດສາມາດ ແລະ ປະຕິບັດໜ້າທີ່ຕາມມາດຕະຖານ ກະສິກໍາທີ່ດີຂອງລາວ.

ຜູ້ກຳລັງຜິດຊອບກະສິກໍາທີ່ດີ ສໍາລັບນັກກວດກາ, ອໍາທິບາສາພາມ ແລະ ຊາວກະສິກອນ ໄດ້ຮັບການພັດທະນາຂຶ້ນມາ,

- 15 technical officers are qualified as inspector.
- Selected personnel with ability to steer and operate Lao GAP.
- Training for Lao GAP inspectors, farm advisors and farmers.

ລະບົບກະສິກໍາທີ່ດີລາວ ຖືກນໍາໃຊ້ ແລະ ຈັດຕັ້ງຮັບຜິດ ໂດຍກຸ່ມຊາວກະສິກອນ ຫຼື ຜູ້ປະກອບການ ຢູ່ພື້ນທີ່ເປົ້າໝາຍ.

ຜູ້ຜິດໂພກ ແລະ ພາກເອກະຊົນ ມີຄວາມຮັບຮູ້ໃຈຢືນອອກພາບ ກຽວກັນຂອງເອກະຊົນກະສິກໍາທີ່ດີລາວ.

- ສາມາດອອກໃບຢັ້ງຢືນກະສິກໍາທີ່ດີໄດ້ 5 ປຸນ.
- Lao GAP system is fully adopted and implemented by pilot farmers/operator groups.
- Common understanding on Lao GAP scheme in targeted private sectors and consumers.
- At least 5 Lao GAP certificates are issued.

ກິດຈະກຳ Activities

- ທົດແທນໂຄງຮູ້ການຈັດຕັ້ງ ແລະ ສ້າງແຜນທີ່ທຸກກະສິກໍາທີ່ດີ ຈາກເອກະກອນ ຂອງທ່ວງຍານອອກໃບຢັ້ງຢືນ (LCB).
- ພັດທະນາກຸ່ມທະສາດ ແລະ ແຜນທີ່ທຸກກະສິກໍາທີ່ດີ ໃບຢັ້ງຢືນ LCB.
- ທົດແທນ ແລະ ກວດກາການຮັບຮອງທ່ວງຍານອອກໃບຢັ້ງຢືນ LCB.
- Revise existing structure and develop plan for personal allocation of Lao GAP Certification Body (LCB).
- Develop strategy and roadmap toward functioning and trustworthy LCB system.
- Review and pre-accredit LCB.

- ພັດທະນາລະບົບເອກະສານຈັດການຄຸນນະພາບ ປະກອບມີ
 1. ຄຸນນະພາບການປະຕິບັດ ມາດຕະຖານ (SOP)
 2. ຄຸນນະພາບເພພາບ (QM)
 3. ຄຸນນະພາບຕົ້ນຕາ
 4. ທຸກການ ແລະ ຕື່ອງ ໂຂງ
- ພັດທະນາລະບົບຖານຂໍ້ມູນອອນລາຍ ພ້ອມທັງ ຈັດຕັ້ງອົບຮົມວິທີການນໍາໃຊ້ ແລະ ນໍາໃຊ້ຮັກສາ.
- ພັດທະນາການນໍາ ແລະ ລະບົບການນໍາໃຊ້ກາພາບ.
- Develop and finalize Lao GAP quality system documentation, consisting of
 1. Standard Operation Procedure (SOP)
 2. Quality Management (QM) Manual
 3. Work Instruction
 4. Regulation
- Develop on-line Lao GAP database and provide training for operation and maintenance.
- Develop Lao GAP seal and seal use regulations.

- ຈັດຕັ້ງອົບຮົມ ແລະ ທົດລອງກະສິກໍາໃຫ້ດີ ລະດັບຜູ້ຜິດສາມາດຂອງລະບົບກະສິກໍາທີ່ດີລາວ.
- ສ້າງຄວາມຮູ້ໃຫ້ດີກວ່າ ພະນັກງານ 15 ທ່ານ ດ້ານການກວດກາ ແລະ ການຢັ້ງຢືນ ໂດຍຜ່ານການຜິດຊອບກະສິກໍາທີ່ດີພາຍໃນປະເທດ ແລະ ຕ່າງປະເທດ.
- ພັດທະນາຜູ້ກຳລັງຜິດຊອບ ສໍາລັບນັກກວດກາ, ອໍາທິບາສາພາມ ແລະ ຊາວກະສິກອນ.
- Conduct training and study visit for executive level on GAP system.
- Provide capacity building for 15 technical officers in Lao GAP inspection and certification through on-site coaching in country and international training.
- Develop Lao GAP training curriculum for inspectors, farm advisors and farmers.

- ສະໜັບສະໜູນຊາວກະສິກອນ/ຜູ້ປະກອບການ ເຂົ້າສູ່ລະບົບການຢັ້ງຢືນກະສິກໍາທີ່ດີລາວ.
- ສະໜັບສະໜູນທັງກຸ່ມສາມາດ ຈັດຕັ້ງອົບຮົມ ແລະ ຕິດຕາມກຸ່ມຜູ້ຜະລິດ ແລະ ຜູ້ປະກອບການ ໃນພື້ນທີ່ເປົ້າໝາຍ.
- ນັກກວດກາ ຊົງກວດກາພາມ ຍັງມີພື້ນທີ່ເປົ້າໝາຍ.
- ພັດທະນາຂໍ້ມູນຂ່າວສານ ແລະ ສ້າງອຸປະກອນການໂຕ້ລະນາ ກຳຈັດສັນຕິກາດ້ານກະສິກໍາທີ່ດີລາວ.
- Support pilot farmers/operator groups to apply for Lao GAP certificate.
- Support farm advisors to provide training and coaching to pilot farmers/operator groups.
- Inspect and audit pilot farms by Lao GAP inspectors.
- Develop common Lao GAP information and public relation materials for awareness raising of general public.

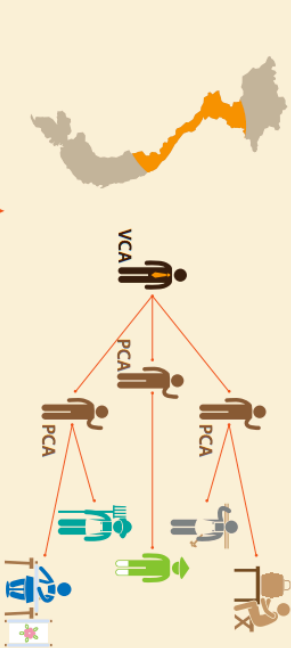
Mô hình kết quả dự án Project Results Model

Tác động Impacts



Hoạt động và thu nhập của các HTX, DNN&V được nâng lên và góp phần giúp cho đời sống của người dân ở khu vực Trung-Tây Nguyên Việt Nam được cải thiện. Performances and Income of the cooperatives and SMEs as well as living condition of the people in the Western Highlands and Central Region of Vietnam have been improved.

Lợi ích Benefits



Cơ cấu, dịch vụ hỗ trợ của HTX trong khu vực được cải thiện và cán bộ Trung tâm, Liên minh HTX một số tỉnh, thành trong khu vực được nâng cao năng lực để hỗ trợ các mô hình điểm. Improved services and support structure for cooperatives and SMEs in Western Highlands and Central Region of Vietnam and qualified VCA, PCA staff to support pilot cooperatives and SMEs in the target areas.

Đầu ra Outputs



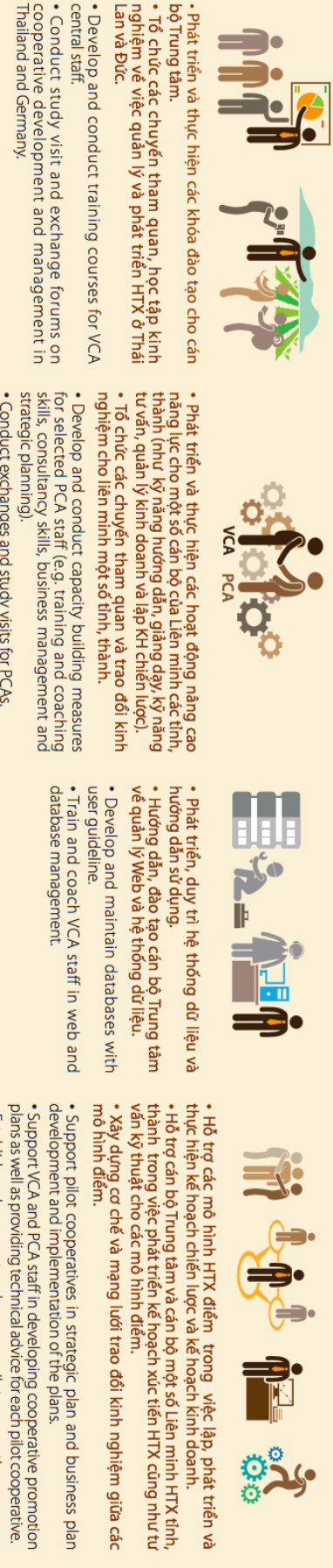
Trung tâm Hỗ trợ, Phát triển HTX, DNN&V khu vực miền Trung-Tây Nguyên được nâng cao năng lực ở một số lĩnh vực như lập/quản lý kế hoạch chiến lược và chuyên giao kiến thức. VCA Central is strengthened in the needed areas of strategic planning/management and knowledge transfer.

Một số Cán bộ Liên minh 19 tỉnh, thành trong khu vực được nâng cao năng lực nhằm hỗ trợ cho các HTX một cách hiệu quả. 19 PCAs are strengthened to effectively conduct cooperative promotion activities.

Cơ sở dữ liệu của Trung tâm, một số Liên minh HTX tỉnh, thành và HTX được xây dựng và duy trì. Databases of VCA, PCAs and cooperatives are established and maintained.

Ít nhất 4 HTX mô hình điểm trong khu vực được phát triển và hỗ trợ về quản lý và lập kế hoạch. At least 4 pilot models are developed for effective cooperative planning and management.

Hoạt động Activities



Phát triển và thực hiện các khóa đào tạo cho cán bộ Trung tâm. Tổ chức các chuyến tham quan, học tập kinh nghiệm và việc quản lý và phát triển HTX ở Thái Lan và Đức. Develop and conduct training courses for VCA central staff. Conduct study visit and exchange forums on cooperative development and management in Thailand and Germany.

Phát triển và thực hiện các hoạt động nâng cao năng lực cho một số cán bộ của Liên minh các tỉnh, thành (như kỹ năng nương dân, giảng dạy, kỹ năng tư vấn, quản lý kinh doanh và lập KH chiến lược). Tổ chức các chuyến tham quan và trao đổi kinh nghiệm cho liên minh một số tỉnh, thành. Develop and conduct capacity building measures for selected PCA staff (e.g. training and coaching skill, consultancy skills, business management and strategic planning). Conduct exchanges and study visits for PCAs.

Phát triển, duy trì hệ thống dữ liệu và hướng dẫn sử dụng. Hướng dẫn, đào tạo cán bộ Trung tâm về quản lý Web và hệ thống dữ liệu. Develop and maintain databases with user guideline. Train and coach VCA staff in web and database management.

Hỗ trợ các mô hình HTX điểm trong việc lập, phát triển và thực hiện kế hoạch chiến lược và kế hoạch kinh doanh. Hỗ trợ cán bộ Trung tâm và cán bộ một số Liên minh HTX tỉnh, thành trong việc phát triển kế hoạch xúc tiến HTX cùng như tư vấn kỹ thuật cho các mô hình điểm. Xây dựng cơ chế và mạng lưới trao đổi kinh nghiệm giữa các mô hình điểm. Support pilot cooperatives in strategic plan and business plan development and implementation of the plans. Support VCA and PCA staff in developing cooperative promotion plans as well as providing technical advice for each pilot cooperative. Establish exchange networks among pilot cooperatives.

Financial Report of NIDC Research Project

"Characterizing Triangular Cooperation in Southeast Asia: Comparing the
Thai-German-Lao and Thai-German-Vietnamese Partnerships"
(Grant period: 1 October 2016 - 30 April 2017)

Budget Item	Description	Amount (THB)
Personnel		30000.00
Researcher	THB 5,000*6mths (50 hours of work mthly)	30000.00
Research Activities		35714.00
Conference registration: Materials, Meals, and Ground Transportation	i) Result-Based Management (RBM): Concept and Tools for Development Cooperation ii) Focus group discussion, presentations, team building activities with GIZ and partners from SEA-TrC programs *Note: Total cost = 41,340; MFU reimbursed 10,000 Bht. Balance of registration cost = (41,340 - 10,000 = 31,340)	31340.00
Publication of research findings	Conference registration: CMU-Asia- Pacific Public Policy Networks (11-12 February 2017)	3500.00
Reporting and publication	Editting and printing of materials	874.00
Logistic costs		15044.08
Air tickets	Round trip tickets: Chiang Rai-Bangkok- Chiang Rai; Chiang Mai-Bangkok- Chiang Mai	7010.00
Accommodation	Accommodation during the conference: Oct 25-28, 2016	5261.40
	Accommodation during the conference: Oct 24, 2016	697.68
Gound transportation	Taxi and other car rental fee during the research period	2075.00
Total Expenses on the Project		80758.08