



Uruguay's International Cooperation Policy for Sustainable Development by 2030

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Authorities

Tabaré Vázquez
President of the Republic

Uruguayan Agency for International Cooperation

Board of Directors

Juan Andrés Roballo
Prosecretary of the Presidency (Chair)

Rodolfo Nin Novoa
Minister of Foreign Affairs (director)

Álvaro García
Director of the Office for Planning and Budget (director)

Executive Director

Andrea Vignolo

Translation to English: Fernanda Biblotto

Design: Gustavo Daneri

Edition: Sylvia Pardo

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Preface

After 15 years of continuous growth and public policies supporting equality that resulted in advances towards the development and wellbeing of the population, our country has changed its involvement in the international cooperation scenario. We are currently playing a dual role: we are no longer just receivers, now we are offerers as well.

Nowadays, international cooperation for development is not solely an expression of financial aid from developed countries to developing countries. In these last few decades, the basis of cooperation has broaden: cooperation among Southern countries has gained relevance, and working partnerships between government, on one side, and non-state actors and academia, on the other side, have multiplied. These aim to combine knowledge and efforts towards sustainable development.

This document argues that international cooperation is an essential tool to support Uruguay's and global transition towards sustainable development.

Therefore, the international cooperation policy is an essential part of our national development strategy. It supports priority areas and/or innovative agendas, incorporating new knowledge and facilitating a dialogue among all relevant parties in order to strengthen capacities, improving the quality of public policies and advancing the rights' agenda. It is also part of our foreign policy: it builds trust and contributes to the deepening of ties with partner countries, as well as expanding relationships with the neighbor countries and with other regions that are further away in terms of culture. This also contributes to the strengthening of multilateralism and international insertion, also positioning Uruguay in different political and economic arenas.

Uruguay's International Cooperation Policy for Sustainable Development by 2030 proposes a long term vision, aligned with the international commitments our country has assumed regarding the 2030 Agenda and the Sustainable Development Goals, which allows us to overcome the compartmentalized thoughts and actions in order to define a State Policy.

Its collective construction, stemmed from a consultative exercise, has allowed us to see the full scope of challenges and opportunities our country has ahead. It further has identified the elements needed to adjust strategies, modify structures and processes, and align incentives and practice of all stakeholders.

The Board of Directors of the Uruguayan Agency for International Cooperation, AUCI, has guided this process and we will carry on supporting its execution, highlighting the essential political commitment needed to achieve the policy's goals both in the short and long term.

Juan Andrés Roballo

Rodolfo Nin Novoa

Álvaro García

I. Rationale

The road towards 2030 has many complexities and uncertainties. In a world that becomes more interconnected by the minute, facing the threat of climate change that demands an urgent reply from us all as humankind, international cooperation is an essential vector of solidarity and positive change. International cooperation is the tool that countries possess in order to learn from one another and work together in favor of sustainable development, human rights and equality.

The 2030 Agenda, agreed upon in 2015 by all Nations in the United Nations General Assembly, and its 17 Sustainable Development Goals (SDG), which are universal in scope, represent a major turning point. They are the symbol of the new global consensus and the roadmap for development and international cooperation efforts in the years to come.

Uruguay's development is, and will be, the result of our ability to overcome our own obstacles and to put forward our concerns and our principles in the joint management of regional and global challenges.

In our country, international cooperation for development (ICD) has done a strategic contribution to the strengthening of the State's capacities to design and implement good quality public policies, the promotion and protection of human rights, gender equality, environmental protection, introduction of renewable energies and local development, among other issues. In the last ten years, Uruguay has strengthened bonds with its neighbor countries in Latin America and the Caribbean and other Southern countries, sharing its successful experiences in terms of development through South-South and Triangular Cooperation (SSTC), as well as through its participation in regional cooperation schemes.

In this new stage of our country, cooperation is destined to play a very relevant role in the reduction of the country's structural gaps and vulnerabilities, the consolidation of alliances with its partner countries, the building of trust with more distant countries and the generation of common ground in international political arenas. All these strategies are necessary in order to advance towards sustainable development.

In the face of Uruguay's graduation from the list of Official Development Assistance (ODA) eligible countries, the Board of Directors of the Uruguayan Agency for International Cooperation (AUCI, in Spanish) —whose members are the Presidency's Pro-secretary (who is Chair), the Minister of Foreign Affairs and the Director of the Office of Budget and Planning— agreed to the formulation of a roadmap in order to give a proactive response, including a vision and strategies, to the new national and international context.

This effort has been organized in two stages. First of all, a consulting phase which involved key stakeholders and consisted of interviews, surveys and workshops with a prospective approach, aiming to analyze challenges and strategies by 2030. With these tools in hand, the second stage consisted in the drafting of this document: Uruguay's International Cooperation Policy for Sustainable Development by 2030.

In order to support this process, in the beginning of 2017, AUCI summoned an Inter-institutional Reference Group (IRG) composed of government technical officials, academia and civil society members. The IRG reached an agreement regarding the methodology of the participatory process and the group participated in each of the stages, enriching them with their own views. For stage I, over 200 qualified parties were contacted. For stage II, a policy document was drafted in consultation with the IRG and a political validation group appointed by AUCI's Board of Directors (see methodological note in the Annex VII.3).

This exercise was done in a clear understanding that the categories we had to address development problems and to define and manage international cooperation were being under review and that Uruguay has a critical mass and accumulated experience at the heart of its National System for International Cooperation (NSIC) in order to reflect on these aspects in a collective way.

The final result is this document, "Uruguay's International Cooperation Policy by 2030", guided by a vision and a utopia: to contribute to sustainable development from a dual role in international cooperation, from a human rights' perspective, and with innovative strategies for an ever changing context.

II. Uruguay's International Cooperation Policy for its Transition to Development

II.1. A Cooperation Policy for a Country with a Dual Role in the Field of Cooperation

Uruguay's economic growth during the last decade and a half is an achievement in itself due to its lengthy duration. It has been maintained in spite of the international financial crisis of 2008, the recessive tendency in the global economy after the crisis, the recent fall in commodities' prices and the economic situation of our neighbor countries, which have suffered long periods of recession and are still facing strong macroeconomic tensions.

As a result of Uruguay's commitment to economic and institutional stability, and to the most vulnerable groups and the reduction of inequality, the country achieved relevant advances to address poverty situations, to improve the distribution of income, employment, salaries, productive investments and universal access to healthcare. We have moved forward in digital inclusion, the open government agenda and undergraduate (college) education with a technological profile, territorial decentralization and the transformation of the energy matrix with a focus in the introduction of renewable energies, among other achievements.

Uruguay has deployed a set of productive transformation policies and multiparty competitiveness policies, both incorporating innovation and new technologies in traditional sectors and in new production and services sectors that have found a place among its main exports. At the same time, its growth pattern is still strongly linked to agro-industrial exports, which are vulnerable to climate change and are subject to international price fluctuation. Also, Uruguay has made progress towards consolidating the National Science, Technology and Innovation System and public financing for investigation and postgraduate studies in strategic sectors. Based on the macroeconomic and institutional stability platform achieved by the country, and within the framework of strong ongoing technological transformations, the diversification and sustainability of the productive matrix raise new and strong challenges.

Meanwhile, several Uruguayan policies, such as the fight against smoking and the National Care System spark international interest and offer a chance to position the country's political priorities in a relevant place in the region and the world. Uruguay is being closely watched by developed and developing countries due to its scale, its institutions and its technical/professional capacities, all ideal for the introduction of pilot projects and innovative policies in order to achieve development results such as the transformation of the energy matrix or the implementation of *Plan Ceibal* (One Laptop per Child). These are some of the areas in which Uruguay can keep on its contribution to other countries and to global sustainable development through South-South and Triangular Cooperation.

At the same time, the country has the challenge of strengthening the environmental dimension in its development strategies through the care and preservation of its natural resources, the adaptation and mitigation strategies related to climate change and through comprehensive management and risk prevention strategies carried out by the National Emergency System.

Uruguay has a demographic challenge connected with two complementary events: mortality reduction in all age groups and fertility reduction. Most births occur in the lower income quintiles. This translates into strong challenges in several levels -economic, social and political/institutional- to avoid the dynamics of infantilization and intergenerational reproduction of poverty.

In the last years, Uruguay has gained an international reputation for being at the forefront thanks to its progress towards equal opportunities and the widening of people's rights. Special advances have been made in the protection of sexual

and reproductive rights, the acknowledgement of the rights of sexual diversity groups and in laying the legal and institutional rationales for a comprehensive approach to address gender-based violence.

Even though Uruguay is one of the most advanced countries in Latin America and the Caribbean on this subject, the country still faces challenges, as it reverts to social and cultural structures of slow evolution. A significant proportion of children, young people and women are victims of physical, sexual or psychological violence. Also, the femicide rates are considered unacceptable. Furthermore, there still are significant levels of gender inequality: lower salaries for women in the workforce, low level of participation of women in politics and unequal distribution of time dedicated to domestic chores. The reduction of this gap needs cultural changes that are slowly happening in the Uruguayan society. It is necessary to strengthen public policies for such purposes.

We have made major advances in the acknowledgement of the rights of vulnerable groups, as never before. At the same time we have to recognize that many people living in poverty, afrodescendants, persons with disabilities and the LGBTIQ community are still facing discrimination and violation of rights.

Uruguay is one of the few countries in the world where Public Education is free and secular, from preschool to university, and this is an achievement that sparks deep interest in other developing countries. The implementation of *Plan Ceibal* in elementary school and junior high school in Uruguay has been an inspiration to other countries, and they have shown interest in getting to know about this experience. At the same time, we still have to tackle dropouts in junior high and high school and the difficulties to enter into the job market under good conditions due to the low educational levels.

Finally, and even though we have much lower levels compared to other countries in the region, there is organized crime, drug trafficking and human trafficking, all of which are ever-present transnational challenges. They call for a reinforcement of institutional capacities in several fronts: social/educational, territorial management, human security, the judicial system and the penitentiary system. We are witnessing new ways of urban violence and changes in the coexistence guidelines that require new solutions for complex problems. Cooperation may be of great help in this regard.

In every aspect of the aforementioned, progress coexists with new challenges. In many cases, those challenges require a joint management, whether at a regional or an international level, that is, a solution based on cooperation.

II.2. Challenges for the Transition to Sustainable Development by 2030

Furthermore, in order for Uruguay to complete its transition towards sustainable development by 2030, it shall be necessary for the country to properly manage a series of deep changes that represent the main global challenges:

- i) Climate change and global warming generated by greenhouse gas emissions, which are a consequence of human actions, jeopardize the already achieved advances in terms of development. If the current pace were to continue, human kind and the planet shall face catastrophic consequences;
- ii) The advance of digital economy -which encompasses the economic activity resulting from the on line connections among people, companies, teams, information and processes-, as well as the exponential development of artificial intelligence, are having an impact on the organization of production and consumption, work, taxes, regulations, and other aspects of economic life;
- iii) Society's digitalization, the power of the main tech companies (which hold the people's information) and the ever growing "immediatism" fostered by social media are challenges for the exercise of democracy and citizenship;
- iv) The consolidation of a multi-polar world at an economic level, the stagnation of multilateral trade negotiations, the slowdown of the regional integration processes and the increase of economic nationalism in some countries force the diversification and intensification of the states' international insertion strategies;
- v) An increasing global inequality among people, the exacerbation of conflicts and humanitarian crisis, lead to forced displacements and economic exiles, the management of which requires migration policies with a focus on rights, in every country.

Given the complexity of the challenges and its transnational character, non-refundable international cooperation plays a strategic role in the support of joint solutions and in the provision and conservation of global public goods.

Besides, international cooperation is necessary to strengthen Uruguay's abilities to manage the impact those global challenges pose on our country and to share all the progress and innovations we attain in these fields.

II.3. Uruguay in the International Cooperation System

Non-refundable cooperation that is accounted as ODA received by Uruguay peaked in the years between our return to democracy and the first half of the 1990s. Since then it started to decline, with a slight growth between the 2002 crisis and 2010. It was then that cooperation volumes were affected as a consequence of the international financial crisis of 2008.

According to AUCI's records, between 2012 and 2016, the amount of international cooperation initiatives in which Uruguay participated has been practically constant (almost 500), but formats have changed. In that period, regional, multi-country and triangular cooperation grew and traditional North-South cooperation declined. Regarding South-South Cooperation (SSC), Uruguay doubled its participation since 2010. At the beginning of the period, the country was basically receiving SSC but progressively increased its offer and, nowadays, it plays a dual role in this format. Uruguay, together with Chile, graduated in January, 2018. This is an unprecedented milestone in Latin America (see note about graduation in the Annex). Because of that, both countries joined forces to promote a debate about the prevailing criteria to measure development, ODA's assignment criteria and the need to adapt them to the 2030 Agenda's new framework. They also worked together to introduce, in the global agenda, the need to keep on supporting -through international cooperation- those developing countries that are increasing their income level and making good progress in some indicators but that also face structural gaps and new challenges in their transition to development. This includes those countries that recently have exceeded the threshold of middle income, which is a must in order to graduate from ODA.

In this sense, Uruguay's Government has stated, in several international forums, that the graduation of countries from ODA based solely on per capita income contradicts the SDGs, as these aim to "leave no one behind". Some partners and international agencies that understand this contradiction, contribute to position this debate inside the Development Aid Committee (DAC) of the Organization for Economic Co-operation and Development (OECD). Others have gone even further and launched new cooperation instruments in order to collaborate with the countries that have recently graduated from ODA.

This is how the expression "Development in Transition" was first coined: it refers to the situation of recently graduated countries, such as Uruguay and Chile, and, in a broader sense, to transitioning from one category to the next. This concept is being used as an entry point to review development measurement criteria and to talk about the most suitable international cooperation tools to support countries in each of their development stages according to their needs and capabilities.

At the global level, there are other challenges in order to move forward towards an inclusive international cooperation system that has the ability to successfully support the implementation of the 2030 Agenda for Sustainable Development, leaving no one behind. Such challenges are: i) adapting international cooperation rules and formats according to the 17 SDGs and beyond historical definitions focused solely on poverty reduction and GDP per capita; ii) fostering institutional and partnership arrangements among increasingly diverse parties, acknowledging their complementarities and the need to remain focused on development results and the common good; and iii) promoting innovation within international cooperation tools but keeping their developmental focus, i. e., so that economic cooperation does not subsume development cooperation.

Due to all the aforementioned, both the 2030 Agenda and Uruguay's graduation from ODA represent significant changes in the traditional way in which the country deals with international cooperation. In this respect, they also represent an opportunity to reposition Uruguay in the international scenario, in close dialogue with its MERCOSUR partners, its Latin American partners and its global partners. This new scenario requires a matching vision and strategy. Even more, it requires a cultural change in order to build together the strategic sense of the international cooperation that Uruguay shall receive and provide in favor of sustainable development.

III. Uruguay's International Cooperation Vision by 2030

III.1. Scope and Priorities Framework

Scope

The scope of this policy is all non-refundable international cooperation for development that Uruguay provides and receives for development. It mainly involves financial flows, technical assistance, donations in kind, scholarships and knowledge exchange.

This policy affects all interested parties with which Uruguay cooperates. It has a binding effect on all public organizations from the Central Administration. It also provides guiding elements to the rest of the stakeholders and forms of international cooperation in which Uruguay takes part.

Priorities Framework

International cooperation thematic priorities shall be defined in each action plan in order to be adapted to government cycles. We must take into account that the choice of the themes in which we actually cooperate is a combination of the interests of the receiving partner and the abilities and expertise of the partner who offers cooperation in a given period of time.

However, it is possible to identify a priorities framework for Uruguay's cooperation policy by 2030 set up by the State's national and international commitments and the Government's developmental priorities.

Therefore, the cooperation received and given by Uruguay is nourished from and contributes to the following:

- Commitments and obligations taken on by the State at international and regional levels in matters of development, environment and human rights.
- The country's foreign policy objectives (Strategic Plan 2015 - 2020 and the following Government's Foreign Policy Plans).
- Local and national development plans (five-year budgets, sectoral plans, cross-sectional plans and strategies for the short and long term, such as climate change, environment or gender), budgeting, decentralization and public investments.

It is essential that the international cooperation received by Uruguay from now on to 2030 helps to build desirable scenarios that are identified through the prospective exercise performed by the Office of Budget and Planning (OPP, in Spanish) during this government period for the timeframe of 2050. Its central themes are demographic change, productive matrix transformation (that shall incorporate the regional and international economic insertion processes and the digital economy impact management in the socio-institutional matrix), gender systems, cultural development, and territorial development.

In order to localize this priorities framework, during the first year of every government cycle, AUCI shall consult with the OPP, the Ministry of Foreign Affairs (MRREE, in Spanish), the Ministry of Economy and Finances (MEF, in Spanish) and

other stakeholders in the National System for International Cooperation to prepare a national cooperation plan for the said government cycle, aligned with this Policy and the priorities of the government at that time (see item VI.1).

III.2. Vision and Rationales

The formulation of Uruguay's international cooperation policy is based on the need to internally define how to cooperate from and with a country transitioning towards development, which has advances in some areas and structural vulnerabilities in other areas.

It is also based on Uruguay's international vocation. As a country with a small relative size in terms of population, we have to further our insertion and positioning at the international level, starting with the generation of mutual trust relationships in order to face national and global development's challenges.

This is why Uruguay's International Cooperation Policy by 2030 is based on the following vision and rationales:

Vision

On the way to 2030, and from a dual role, Uruguay continues to receive cooperation in its transition towards development and also increasing its ability to cooperate with other countries in its own areas of expertise. Both roles aim toward sustainable development, the reduction of inequalities, full enjoyment of human rights, the strengthening of international ties and multilateralism.

Rationale of Uruguay's International Cooperation Policy by 2030

The cooperation that Uruguay receives and provides:

- Helps to reinforce capacities, institutions and policies for sustainable development, environment protection, social justice and inclusion; pursues every person's full enjoyment of civil, political, economic, social, cultural and environmental rights without distinction; helps to reduce structural inequalities among people, territories and countries.
- Narrows knowledge, innovation and competitiveness gaps; contributes to the construction of inclusive knowledge societies; helps to manage the impacts of the digital economy on the economic, social and institutional matrix and strengthens democracy.
- It prospers thanks to the participation of every stakeholder of development in international cooperation, respecting their autonomy, their responsibilities and their differentiated roles.
- Contributes to the co-management of sustainable development global challenges, based on every State's common but differentiated responsibilities.
- Supports the fulfillment of Uruguay's international commitments.
- Promotes a global governance that is more consistent with sustainable development, based on strengthened multilateralism; a global governance which favors political dialogue and peace and deepens both regional and people's integration.
- Contributes with the democratization of the global system for international cooperation for development and affirms Uruguay's participation in all international decision-making arenas.

III.3. Values, Principles and Approaches

Values

The Cooperation Policy and its implementation strategies are a response to the values that are mentioned below. They are based on and supported by the Charter of the United Nations and Uruguay's internal and foreign policies' traditions that represent the country's highest aspirations regarding its cooperation for development relationships:

- Equality as a requirement for development.
- Human rights, democracy and citizen participation.
- Commitment to sustainable development.
- Commitment to regional integration.
- Solidarity.
- Sovereignty and self-determination of peoples.

Principles

This policy document proposes a set of principles that shall rule the way cooperation practices are carried out by Uruguay and with Uruguay. They moreover stem from the principles shared by all international cooperation stakeholders.

Alignment with demands: The cooperation that Uruguay receives and provides is the result of a genuine demand. Thus, it is aligned with all development priorities set out by the receiving country.

Horizontality: The cooperation that Uruguay receives and provides is based on acknowledging the other party as a partner in development, as an equal in legal terms, and in respecting partners different contexts.

Equity: Each one of the partners contributes in accordance with its responsibilities and capabilities.

Non-conditionality/Untied Cooperation: The cooperation that Uruguay receives and provides is not conditioned to the implementation of certain policies or connected to the purchase of certain equipment or services.

Articulation: The definition, monitoring and evaluation of cooperation policies require an intra-governmental, multi-level and multi-actor articulation. It also requires the participation of civil society's organizations as partners in the initiatives of international cooperation for development.

Integrity/Consistency: The design of international cooperation actions foresees positive results in all three dimensions of sustainable development or, at the very least, it guarantees that the actions in one dimension do not harm the other.

Transparency and Results Evaluation: All international cooperation actions are transparent/accountable and respect the agreed administrative procedures. We need to account for the resources and processes which are applied in every implemented initiatives within the framework of the international cooperation policy. Also, development results are to be evaluated.

Quality and Focus on Development Results: The cooperation that Uruguay receives and provides draws from a precise identification of the problems and aims for development results. Results, in turn, are sustained by the commitment of every involved stakeholder.

Sustainability in Time: Initiatives supported by international cooperation seek to anticipate mechanisms so that their effects do not weaken or fade away once they are over.

Cross-sectoral Approaches

The implementation of Uruguay's International Cooperation Policy by 2030 shall include the following cross-sectoral approaches:

- *Human Rights Approach*: This implies working in order to fight inequality in civil, political, economic, social, cultural and environmental rights realization by paying special attention to communities, groups and territories whose rights are being undermined.
- *Addressing cooperation from intersectionality*: This means to take into account the different inequalities, discriminations and disadvantages, caused by the combination of identities, into the whole project cycle, from its design to its results evaluation. For this purpose it is necessary to assimilate the gender equality approach (taking into account that women in any vulnerable community face more disadvantages compared to men), as well as discrimination due to age, ethnicity/race, sexual orientation, disability or for belonging to any other minority group¹.
- *Environmental sustainability*: This concept arises from the idea that the environment is the foundation of development. The meaning of this is that the environmental dimension has to be included in the process of identifying problems and solutions that international cooperation seeks to address. It also means that we should foresee all changes that might happen in the environment as a consequence of the actions of the cooperation initiatives and avoid their negative effects. In order to apply this approach it is necessary to consider the previous ones in the identification of problems and in the management of possible environmental impacts.

¹ This does not mean that all cooperation actions directly promote overcoming all above mentioned discriminations: it means that they are taken into consideration when planning the intervention.

IV. Strategic Objectives and Guidelines

Uruguay's cooperation policy by 2030 has four strategic objectives (SO). These objectives reflect the main strategies to achieve the vision and its rationales by 2030. The four objectives are the following:

- SO1: Position Uruguay's political priorities in the international cooperation and sustainable development agenda.
- SO2: Create new international cooperation opportunities for Uruguay.
- SO3: Expand Uruguay's capabilities as cooperation offerer.
- SO4: Consolidate alliances and tools for sustainable development.

In turn, these objectives and strategic guidelines may serve as a guide for the NSIC actors in Uruguay in order to design their own strategic plans.

S01: Position Uruguay's Political Priorities in the International Cooperation and Sustainable Development Agenda

Rationale

Historically, Uruguay has been committed to multilateralism and internationalism, the unrestricted defense of international law, respect for States' sovereignty, fostering peace by means of international cooperation (in its widest sense) and the construction of an inclusive international system that does not reproduce structural inequalities among countries.

Its active participation in international fora and networks related to sustainable development and cooperation provides Uruguay the chance to position its political priorities, build trust with other stakeholders and gain peer recognition for the innovative nature of some of its public policies. Opportunities are thus open to elaborate common interests' agendas, to agree on international and regional standards, to share what has been learned, and to advance development.

Uruguay shall keep on working towards a comprehensive and inclusive international cooperation system that accompanies all countries in its transition towards development, according to their needs and capabilities, and to position its dual role as offerer and receiver that accounts for this transition phase and the country's contribution to global development. This is a task that Uruguay undertakes together with other countries of the region, and of the South, so as to develop common standpoints that shall later be carried forward to global arenas.

Strategic Guidelines

- a) Strengthen the participation and positioning of Uruguay in cooperation debate fora promoted by the United Nations (UN) and in other regional and global fora for the negotiation of ICD rules.

- b) Position Uruguay as a dual country in the field of ICD.
- c) Reinforce Uruguay's participation in regional, inter-regional and global development theme networks.
- d) Promote the reinforcement of regional and Ibero-American spaces as platforms for the positioning of Latin America within the international cooperation scenario.
- e) Lead, together with other countries and partners, the global debate about "development in transition" and the conceptualization of development as a multidimensional process.
- f) Identify key debate instances of international cooperation and sustainable development and plan Uruguay's participation in order to position the country's political priorities in each of them.
- g) Produce background papers for debate and organize meetings with all stakeholders of the NSIC (public entities, civil society, academia, cooperation partners and the private sector), to inform Uruguay's positions in the most relevant instances of the international arena.

S02: Create New International Cooperation Opportunities for Uruguay

Rationale:

As a result of the progress made, during the last few years Uruguay has changed its participation in the international cooperation arena. Nowadays, the country has a dual role. While still receiving cooperation to strengthen its capabilities in priority issues for its sustainable development, it has also begun to offer technical assistance to other countries, through South-South and Triangular Cooperation (SSTC) in public policies areas in which it has accrued experience. At present, Uruguay also has a dual role in SSTC, which has become a singular feature in the region.

International cooperation in Uruguay has been historically valuable for the strengthening of public policies, academia and civil society, as well as for the development of human capital. In the current development context of the country, cooperation is still strategic for the consolidation of achievements and to continue reducing its structural gaps.

An accurate definition of the international cooperation that the country receives to address national particularities and needs, is strategic to support Uruguay's transition to development, process to which the country is highly committed. Hence, Uruguay's international cooperation policy by 2030 must enhance the country's ability to find innovative ways to keep on receiving the cooperation of its traditional partners after the graduation from ODA and of other strategic partners.

Strategic Guidelines:

- a) Identify other countries' experiences, policies and regulatory frameworks regarding issues that constitute pending challenges for Uruguay.
- b) Leverage the SSCT that Uruguay receives.
- c) Promote new work schemes and cooperation instruments for graduated countries with traditional partners (countries and agencies).
- d) Boost cooperation with non-traditional partners.
- e) Coordinate and enhance Uruguay's participation in regional cooperation (MERCOSUR and other regional and interregional schemes and networks).
- f) Enhance Uruguay's participation in decentralized cooperation.

- g) Articulate cooperation actions for Uruguay in matters of humanitarian aid and in-kind donations for sustainable development.
- h) Articulate and potentiate scholarships funded by international cooperation actors (academic scholarships, executive/professional training scholarships and professional internships).

S03: Expand Uruguay's Capabilities as Cooperation Offerer

Rationale:

Uruguay's SSCT program is a cornerstone of the country's international cooperation policy. In the last few years, other countries (mainly from Latin America) have become interested in Uruguay's achievements in some development areas. Thusly, Uruguay has become an offerer of SSCT by means of exchanging its innovative experiences and its successful public policies from the development results' point of view.

These exchanges are based on the premise that we live in an increasingly complex and interdependent world where giving is necessary in order to receive and where we must learn from one another to overcome obstacles to sustainable development.

Currently, the SSTC that Uruguay provides is composed of initiatives for capabilities' development, such as training activities (courses, workshops, and conferences), technical assistance from Uruguayan experts and the offering of short internships or training instances. Until now this mostly consists of technical cooperation for institutional strengthening or knowledge exchange among public administrations.

This is how most of these initiatives are designed, executed and financed, in part by national public institutions and its counterpart in the partner country, sharing costs between them. Many initiatives get technical and financial support from AUCI, within the framework of the foreign policy priorities set by the Executive Power by put into effect by the MRREE.

Therefore, currently there are opportunities to expand the SSCT that Uruguay offers: a) increase the number of national governmental and non-governmental stakeholders that participate as offerers in the SSCT program; b) enhance the systematization of Uruguay's capabilities to make SSCT, i. e. its innovative experiences and successful policies; and c) increase financing, as fiscal space allows, to expand Uruguay's cooperation to other regions according to the foreign policy guidelines.

Strategic Guidelines:

- a) Integrate subnational and non-governmental Uruguayan stakeholders to the SSTC program.
- b) Regularly identify and systematize the capabilities of Uruguay's governmental and non-governmental stakeholders (good practices and experiences of sustainable development and advances in the full realization of human rights).
- c) Position Uruguay's cooperation capabilities in line with the geographical priorities defined by its foreign policy and generate a mechanism to be systematically informed about the demands of developing countries.
- d) Explore the implementation of a scholarship program for students of developing countries to come study in Uruguay.
- e) Create innovative ways to transfer capabilities/knowledge to overcome Uruguay's scale limitations (e. g. e-learning, regional seminars, etc.)
- f) Coordinate and enhance Uruguay's cooperation actions in matters of humanitarian aid and in-kind donations for sustainable development.

S04: Strengthen Alliances and Tools for Sustainable Development

Rationale:

International cooperation is the quintessential tool for the expansion of sustainable development alliances. Challenges are becoming increasingly complex and it is necessary that the different cooperation partners, government sectors and levels, academia and non-governmental stakeholders work in a coordinated and interdisciplinary way.

Interaction between local and global challenges is gaining more and more acknowledgment. Therefore, it is increasingly clear that subnational governments have a key role in sustainable development, as they impact on urban and territorial development regulation and on the protection of common goods.

Furthermore, in Uruguay, civil society organizations have accumulated knowledge and experience in the identification and approach of social, economic and environmental problems and have a fundamental role as State's watchdogs, in citizenship formation and awareness and in political advocacy in favor of human rights and sustainable development. Uruguay's classification as a high income country and its recent graduation from ODA have reduced financing that part of these organizations used to receive from international cooperation in order to perform their advocacy and watchdog roles.

Also, the private sector plays a key role in sustainable development through job creation, its potential to move forward or backwards in the protection of the environment and respect for human rights. Some companies already have a social or environmental perspective in their mission. Others contribute through corporate social responsibility or by joining public private partnerships for sustainable development. At the same time, in order to build a knowledge society it is necessary to foster synergy between the academia and the innovation systems so that public policies enhance their quality and, in turn, support the generation of scientific knowledge for sustainable development. In this sense, international cooperation and exchange with the rest of the world are necessary for those policies to flourish and expand its reach. For small scale countries in transition such as Uruguay, academic and technical cooperation are strategic, as well as the possibility of getting scholarships and grants to be at the cutting edge of social, political, economic, productive and environmental innovation.

The incorporation of local, non-governmental, and academic stakeholders into the International Cooperation Policy shall help to reach the vision by 2030. Each one of these stakeholders play a relevant role in the country's development and have knowledge and resources so that the international cooperation that Uruguay receives and provides has greater impact. For that to be possible, incorporation has to be promoted respecting the differentiated autonomies and responsibilities of each individual stakeholder.

With regard to alliances, one of Uruguay's strategic partners for sustainable development, the United Nations System (UNS), is undergoing a reform in order to better support its member countries in the implementation of the 2030 Agenda for Sustainable Development. The reform envisages a comprehensive and articulated response among UN agencies in the field through the work of the Resident Coordinator. This represents a historical opportunity to think about the strategic role that the UNS can keep playing in our country while it transitions to development and to generate the necessary mechanisms to seize this alliance to its fullest potential.

Regarding international cooperation instruments, there have been some mixed natured developments (blended finance involving non-refundable and refundable flows to leverage investments or others) and global funds to finance sustainable development, whose terms and conditions shall be studied in depth from the point of view of Uruguay's cooperation policy in order to evaluate its potential benefits/impacts on sustainable development. Some of the emerging instruments are focused towards economic cooperation, the leveraging of commerce and investment and the promotion of public-private partnerships for development.

The challenge of these new instruments is to guarantee that the promoted development is sustainable in effect and that the benefited private sector is not solely that of the donor countries nor transnational corporations that do not need the leveraging of ICD.

Strategic Guidelines and Actions:

- a) Identify and conduct a systematic analysis of innovative instruments and cooperation opportunities for sustainable development.
- b) Redefine the alliance with the UNS to better support Uruguay's new development challenges and the country's dual cooperation role.
- c) Enhance the dual role of the subnational governments in the field of ICD:
 - Encourage the participation of subnational governments in the international cooperation initiatives.
 - Ensure that the impact of actions for sustainable development supported by international cooperation is equally distributed in the territory.
 - Support the work of cities' networks.
 - Promote decentralized South-South Cooperation.
- d) Guarantee organized civil society's participation in international cooperation:
 - Institutionalize participation channels within this international cooperation policy.
 - Promote its participation in ICD's actions and projects, from their design to evaluation.
 - Incorporate the capabilities/expertise of civil society in the SSTC program.
 - Strengthen their access to financing and their capacities so they can perform its advocacy role with autonomy.
 - Map international cooperation opportunities for civil society.
 - Ensure that a percentage of international cooperation initiatives support projects promoted by non-governmental organizations.
- e) Promote academia's participation in international cooperation initiatives:
 - Encourage knowledge generation and exchange with the diaspora in order to solve innovation problems • and to apply knowledge for Uruguay's sustainable development.
 - Reinforce research, development and innovation (R&D+i) programs for sustainable development.
 - Promote academic exchange programs as an instrument of the ICD.
- f) Promote, through Uruguay's International Cooperation Policy, the contribution of the private sector to sustainable development:
 - Encourage public companies' participation in ICD's initiatives, and that of private companies which include social or environmental purposes, or that alternatively pursue collective interest in their missions.
 - Encourage collaboration between public and private entities for the national implementation of the 2030 Agenda.

V. Necessary conditions and means for implementation

The necessary conditions to implement Uruguay's cooperation policy by 2030 refer to institutional arrangements, regulatory frameworks and to roles and interactions among stakeholders within this public policy arena. There is also a set of means of implementation that encompass capabilities and resources that the country must further strengthen towards 2030 in order to achieve the strategic objectives set out for the period.

At the same time, work must be done in order to generate a cultural change that allows all stakeholders and citizens to understand the relevance and strategic value of everybody's contribution - to the extent of each one's possibilities and responsibilities-, to national and global sustainable development.

V.1. Governance, Institutionalality and Legal Framework

Rationale:

Governance is interpreted as the institutional and political stability as well as the effectiveness in decision-making; it is a sine qua non condition to achieve Uruguay's international cooperation policy by 2030. In that respect, it is essential to have qualified institutions and people who can manage these tasks, with defined roles and responsibilities in the matter and with legal and administrative frameworks adapted to Uruguay's dual role in international cooperation.

Currently, the country has a specific institution with resources and capabilities to coordinate international cooperation, and to strengthen the NSIC. This is why at this stage it is imperative to work in order to consolidate AUCI's role as the governing body of this public policy and to align institutional agendas and stakeholders, to be able to fully seize international cooperation's contribution.

This means to work harder, in an interdisciplinary and coordinated fashion, linking the various cooperation partners, State organizations, civil society, academia and the private sector. For this purpose, the strengthening of Uruguay's NSIC is still a challenge. On the one hand, there is the need to give status and professionalism to some of the cooperation units of public organizations, so that they can have equal access to cooperation opportunities as receivers and as offerers. On the other hand, it is necessary to fully incorporate non-state actors to the NSIC.

The application and evaluation of the international cooperation policy requires an effective participation of society as a whole, including the scientific and academic community, specialized networks and minority groups through the institutionalization of a coordination space.

Strategic Guidelines:

- a) Consolidate AUCI's role as the governing body in the Cooperation Policy to ensure the alignment of institutional agendas based on coordination and articulation between stakeholders and cooperation levels.
- b) Incorporate the MEF to AUCI's Board of Directors.
- c) Create and reinforce the ICD units in all public institutions.

- d) Regularly summon AUCI's Advisory Council as a consultation and participation mechanism for cooperation policy stakeholders. This includes representatives of local governments, academia, research centers, civil society, public organizations, private sector and Parliament.
- e) Ensure coordination and complementarity mechanisms for international cooperation initiatives.
- f) Reinforce the administrative/procedural frameworks and non-monetary incentives to perform South-South and Triangular Cooperation.
- g) Strengthen transparency and accountability mechanisms.
- h) Analyze Uruguay's framework agreements with countries and organizations and promote its update whenever deemed necessary in order to apply this Policy and Uruguay's ICD priorities.

V.2. Cultural Change and Education for Sustainable Development

Rationale:

The recognition of development as a multidimensional phenomenon and of Uruguay's place in an interdependent, globalized world is essential to visualize the importance of the country's dual role in international cooperation. In order to achieve that, it is necessary to work with citizens in general and with the NSIC national stakeholders to foster cultural change: to recognize ourselves not only as "receivers" of cooperation but also as "offerers" in those development areas where we have made progress.

Education is this main tool to forge values, skills and knowledge. Therefore, it is the driving force of all social and cultural changes needed to create sustainable development for everybody.

The application of this cooperation policy will enable Uruguay, together with other relevant stakeholders, to lay foundations and generate conditions that prompt education for sustainable development and global citizenship through education's formal, non-formal and informal systems; this is one of the objectives of SDG 4 of the 2030 Agenda. At the same time, this enables the empowerment of citizens to critically think about the structural conditions behind development challenges and identify their rights and responsibilities regarding sustainable development at the local, national and international levels.

Strategic Guidelines:

- a) Create the conditions to systematically work in a strategy for education for sustainable development and global citizenship with all relevant stakeholders from NSIC and the citizenship in general.
- b) Raise awareness of Uruguay's dual role in ICD among NSIC actors, and the need to elaborate on their own role as cooperation offerers.
- c) Raise awareness among citizens about the value of cooperation and the reasons why Uruguay plays a dual role in international cooperation.

V.3. Knowledge Production and Management

Rationale:

Cooperation policy must be built upon a knowledge platform to support decision-making and planning. This platform must be based on exchange and mutual learning, the systematization of actions and results, research,

and the analysis of international cooperation instruments and practices, as well as strategies for sustainable development.

It should also nurture all stakeholders cooperating in Uruguay, thus strengthening their skills. Particularly, within Uruguay's SSTC framework, it is necessary to strengthen actors' policy transfer capabilities, as well as other good practices.

Apart from that, since 2016, Uruguay has a special software, the "Integrated System of International Cooperation - Uruguay (SICI-Uy, in Spanish)", created to support the NSIC. Right now it has four modules: Initiatives (including the National Registry for International Cooperation, established by law in 2013), Scholarships, Cooperation Opportunities and Finances. It is necessary for all Uruguay's cooperation stakeholders to work together in order to reach the full capacity of the software's potential, to keep it up to date, and to upgrade it.

Strategic Guidelines:

- a) Promote research about international cooperation and about challenges for sustainable development in Uruguay.
- b) Analyze -in collaboration with government stakeholders, international organizations, academia and civil society- the effects of Uruguay's graduation to generate anticipation and mitigation strategies, and search for alternatives.
- c) Balance and strengthen the cooperation skills of NSIC's national stakeholders (e. g. project cycle management, human rights approach and intersectionality, etc.)
- d) Incorporate the human rights approach and the gender perspective in the tools used to design, approve, monitor and evaluate SSTC's projects.
- e) Strengthen knowledge management capabilities and pedagogic tools for those actors who transfer experiences within the framework of the SSTC's program.
- f) Identify and systematize good practices regarding cooperation, based on the experience of Uruguay and its partners and at the international level.
- g) Create meeting points among NSIC stakeholders in order to share/update knowledge and discuss the changing context and the implications for their work.
- h) Enhance the National Registry for International Cooperation and the SICI-Uy with timely information from all stakeholders, to facilitate coordination, decision-making and to better profit from scholarships and cooperation opportunities.
- i) Disseminate and value both quantitatively and qualitatively the cooperation that Uruguay provides and receives.
- j) Promote cooperation initiatives' monitoring and evaluation actions/systems.

V.4. Resources

Rationale:

To move forward with its international cooperation policy, Uruguay has to reinforce its human and material resources in order to achieve the proposed goals. These shall depend on the Government's fiscal capabilities (and its sustainability) in each budget cycle, reassignment and mobilization of other resources (international cooperation, private sector, or other).

Strategic Guidelines:

- a) Ensure the availability of human resources and incentives to perform SSTC.
- b) Promote the designation and continuity of cooperation focal points in each one of Uruguay's public organisms/ levels/branches of Government that:
 - have training or experience in international cooperation;
 - work closely with their institution's authorities;
 - can identify the demands and capacities of their institutions/public policy arenas;
 - act as focal points at the NSIC;
 - are competent in articulation, knowledge systematization, project cycle management and budgeting.
- c) Ensure, consistently with the Government's fiscal capabilities and sustainability, the availability of financial resources to strengthen Uruguay's dual role in international cooperation:
 - Maintain the contributions to bilateral, regional and global cooperation funds.
 - Keep contributing to civil society's regional funds.
 - Increase AUCI's fund to strengthen Uruguay's contributions to SSTC and expand its impact, on sustainable development terms.
 - Explore innovative financing instruments to perform SSTC.
 - Explore the creation of a foreign students' scholarship fund as a part of the SSC strategy.
 - Explore the creation of a fund to promote the knowledge/experience exchange with Uruguayans living abroad (the diaspora) to advance sustainable development.
 - Explore the creation of international cooperation mixed funds with traditional and/or Southern partners.

VI. Implementation, Monitoring and Evaluation

VI.1. Five-year Planning of International Cooperation

Rationale:

The cooperation that Uruguay receives and provides must be strongly aligned with all sustainable development priorities and with the country's foreign policy. Also, it must be based on a genuine demand. In order to abide by these principles, Uruguay must have suitable capabilities and mechanisms to identify, within the set of demands and according to the countries' priorities, the strategic areas/topics and pending agendas in which cooperation might make a difference.

Also, to consolidate its role as offerer of SSTC, it has to permanently systematize the policy areas/topics that have achieved development results that are valuable to share with other countries and to generate mechanisms to reveal capabilities and identify demands.

Finally, these priorities must be depicted in a 5-year plan at the beginning of each government period in order to be able to concretize this policy in a national plan of international cooperation that guides the actions of all actors.

Strategic Guidelines:

- a) Identify the demands of NSIC's stakeholders according to development plans and strategies.
- b) Identify the demands of the counterparts in partner countries that are interested in the transfer of Uruguay's capabilities and experiences.
- c) Plan the negotiation instances for South-South and Triangular Cooperation.
- d) Plan the key debate instances of international cooperation to position Uruguay in this scenario.
- e) Develop national cooperation plans at the beginning of each government period aligned with this policy and the priorities of the corresponding period.

VI.2. Monitoring and Evaluation Systems

Rationale:

The monitoring and evaluation system must systematically analyze the degree to which actions and results obtained adapt to what has been set out in Uruguay's international cooperation policy by 2030 with the aim of detecting what needs to be adjusted in the planning and execution.

Having a policy monitoring and evaluation system strengthens policy management; at the same time, it generates information and evidence about its implementation and impact and this favors innovation and improvements in objectives, processes and/or institutions.

Strategic Guidelines:

- a) Designate a monitoring and evaluation team for this cooperation policy made up of representatives from the Government, the civil society, the academia and the private sector.
- b) Design and implement a monitoring and evaluation system for this Policy in collaboration with public organizations with experience in the matter.
- c) Perform a mid-term evaluation by 2022.
- d) Publish the results of the evaluation and make all necessary adjustments to the policy.

VII. Annexes

VII.1. Note about International Cooperation Contributions for Uruguay

Since its return to democracy, in the mid-1980s, Uruguay has received international cooperation to address issues that, due to different limitations (budgetary, technical, etc.), had not been incorporated into the public policy agenda. International cooperation supported the institutional reform and transformation of several organizations and agencies in Uruguay. Down below are some emblematic examples.

International cooperation has reinforced the inclusion of gender equality and women's rights in the political agenda, supporting academia, non-governmental organizations and the Government itself. It promoted a comprehensive and interinstitutional approach to the subject. Moreover, it supported the creation and professionalization of a gender institutionality both at the national and local levels. Also, it supported the study and update of the legal framework in several areas such as political participation, domestic violence, sexual and reproductive health and human trafficking.

The National Care System is another example of the way international cooperation can articulate key governmental and non-governmental stakeholders to identify solutions to development problems and support evidence-based discussions for decision-making. Thus, international cooperation helped create a public policy directed to gender equality and the promotion of co-responsibility that places Uruguay at the forefront. Lessons learned are already being shared with other developing countries through South-South and Triangular Cooperation.

Another example has been the contribution of international cooperation to the environment and the preservation of biodiversity; the creation of state capacities to generate renewable energies; to monitor the quality of water and the management of water resources, to coastal management and adjustment and mitigation actions in the face of climate change. International cooperation has been an essential tool for the positioning of this agenda, for the implementation of country studies and the development of skills in this area and it also has covered important funding gaps.

At a territorial level, international cooperation has strengthened local governments' skills for the social, economic and environmental development of their territories, with the aim of reducing poverty and inequality and enhance the quality of life of their people. Also, it has supported the country's decentralization policy by means of budget support programs for territorial cohesion and through decentralized cooperation.

VII.2. Note about Uruguay's graduation from ODA

Uruguay's "graduation" from the list of eligible countries for receiving ODA from Member countries of the DAC of the OECD as of January 2018 represents a contradiction with the 2030 Agenda, that aims to "leave no one behind".

Graduation presupposes that the country already reached a "developed country" status because it crossed an arbitrary threshold of per capita income for three consecutive years. This does not acknowledge that development is a process and not a finish line. It hides the need that we, as a country, have to consolidate achievements and build resilience in

light of possible systemic shock threats in an increasingly globalized and interdependent world. It is even more so for a small economy that faces challenges already overcome by developed countries, and which also has new challenges related to this transition stage.

Taking all the above into consideration, graduation has positive, negative and still unknown aspects. The positive aspects are related to the international prestige brought by the achievement in economic growth and the opportunity to set the international agenda, to innovate with cooperation partners and formats and to assume new responsibilities in global development.

Although not all the effects of “graduation” are known at present, some of the negative ones can already be perceived, e. g. the gradual cessation of non-refundable financial and technical resources coming from ODA and from academic and professional training scholarships. Likewise, other effects already manifested are the increase in fees paid by the country to several international organizations to maintain its membership and retain the presence of those organizations in Uruguay, as well as the increase of participation costs in international fairs.

Even more, graduation exacerbates another contradiction. In spite of the sustained economic growth, civil society organizations (which greatly contributed to development, advancement of human rights and democracy) suffered due to the discontinuation of funds granted by North-South cooperation and the lack of other means for their strengthening to maintain their autonomy to advocate in the public arena.

Due to all the aforesaid, graduation from ODA represents a significant change in the traditional way of giving and receiving international cooperation in Uruguay and, in that sense, it also represents an opportunity to reposition the country in the international scenario, in close dialogue with its Latin American and global partners.

VII.3. Methodological Note

By the end of 2016, AUCI's Board of Directors agreed upon the drafting of a roadmap for the adjustment of the country's strategies and capabilities regarding international cooperation in face of the new national and international scenario. On that basis, in the beginning of 2017, AUCI summoned an Inter-institutional Reference Group (IRG)² composed by of government technical officials, academia and civil society members. Together, they reached the necessary agreements for each phase of the process. Also, an external consultancy was recruited for methodological assessment and to conduct the consultation process.

This work was carried out with a prospective approach and incorporated different techniques for data, perceptions and suggestions gathering from national stakeholders, prioritized according to their activity in international cooperation. Three consultation instruments were defined: exploratory interviews to qualified informers; a self-administered and anonymous questionnaire to national experts and practitioners in international cooperation; and workshops with a prospective approach.

This process was implemented with an approach of anticipation of the future by 2030 for the purpose of identifying strategies or lines of action to enhance the country's opportunities in face of the new international scenario and foresee risks and opportunities. The year 2030 was set as a time horizon, marked by the 2030 Agenda's commitments and the SDGs, strongly undertaken by Uruguay's Government and by the international cooperation community.

In the first phase of the project there were interviews with qualified informers. The IRG suggested 15 people with distinguished careers and participation in different realms of cooperation in Uruguay. Secondly, more than 200 people identified by AUCI and the IRG received a self-administered and anonymous questionnaire; the purpose was to gather points of view about the past and the current situation, identify views of the future and test some strategies. 86 people answered this survey.

² The IRG consisted of one representative of the following institutions: Ministry of Foreign Affairs, Ministry of Housing, Territorial Planning and Environment, National Education Administration, Office of Budget and Planning, National Organization of Non-governmental Organizations and Universidad de la República (public university).

To conclude the participation phase, there were three prospective workshops: a pilot workshop with AUCI's team to test the methodology, and another two where 60 key stakeholders participated. These stakeholders came from 48 national, subnational, governmental and non-governmental institutions (civil society, academia and private sector), all international cooperation practitioners or field experts. It is worth mentioning that AUCI decided not to participate in the workshop in order to prioritize the other stakeholders' voices and the dialogue among them, and to not condition the results of the participation phase.

After analyzing the participation of the different stakeholders in the consultation, it was deemed necessary to reinforce the points of view of the civil society and the private sector. In order to achieve this, stakeholders from these sectors were interviewed.

By the end of 2017, AUCI's Board of Directors appointed a validation group composed by political representatives of AUCI, the OPP, the MRREE and the MEF. AUCI, in consultation with the Inter-institutional Reference Group, made a draft document based on the roadmap's results; then, that document was enriched and consolidated by the Political Validation Group. The final result is this document regarding Uruguay's International Cooperation Policy by 2030.

VIII. Term Glossary

Official Development Assistance

OECD's DAC, which brings together the main traditional donors, defined ODA as those flows to countries and territories on the DAC List of ODA Recipients and to multilateral development institutions which are:

- i. provided by official agencies, including state and local governments, or by their executive agencies; and
- ii. each transaction of which:
 - a) is administered with the promotion of the economic development and welfare of developing countries as its main objective; and
 - b) is concessional in character. In DAC statistics, this implies a grant element of at least:
 - 45 per cent in the case of bilateral loans to the official sector of LDCs and other LICs (calculated at a rate of discount of 9 per cent).
 - 15 per cent in the case of bilateral loans to the official sector of LMICs (calculated at a rate of discount of 7 per cent).
 - 10 per cent in the case of bilateral loans to the official sector of UMICs (calculated at a rate of discount of 6 per cent).
 - 10 per cent in the case of loans to multilateral institutions (calculated at a rate of discount of 5 per cent for global institutions and multilateral development banks, and 6 per cent for other organisations, including sub-regional organisations).

International Cooperation for Development (ICD)

The ICD concept underwent some changes, as well as its objectives, principles and methodologies, closely linked with changes in the development concept. In turn, the concept of development is the consequence of a collective construction that reflects the structural distribution of power in a certain time.

Even though there is no current international consensual definition, the term ICD usually refers to resource transfers, whether financial or in kind (technologies, equipment, knowledge, scholarships), of concessional or non-refundable nature, aimed to support the efforts of developing countries to achieve the wellbeing of their people. These transfers can come from a developed country (Official Development Assistance), another developing country (South-South Cooperation) or from both, acting jointly (Triangular Cooperation). They can also come from a local government (Decentralized Cooperation), an international organization (Multilateral Cooperation) and, as of recently, from non-governmental stakeholders (non-official or private cooperation).

South-South Cooperation

Also known as “horizontal cooperation” or “technical cooperation among developing countries” (TCDC). Even though there is no current consensual definition about South-South Cooperation (SSC) among developing countries, it is

possible to interpret, from international documents, that this is “a conscious, systematic and politically motivated process, developed with the aim of creating a multilink structure among developing countries”. This comes from shared experiences and sympathies and is based on common goals and solidarity; it is guided, among other things, by the principles of respect for sovereignty and national ownership, free from any conditionalities.

Other definitions point out that, through SSC, two or more developing countries obtain individual or collective capabilities by means of cooperative exchanges of knowledge, qualification, resources and technological know-how. SSC performed by Latin American countries consists mainly of knowledge exchange among public administrations. In these cases, costs are shared, according to each country's possibilities.

South-South Cooperation's agenda and initiatives must be defined by Southern countries themselves and guided by principles of national sovereignty respect, national ownership and generation of national and collective self-sufficiency, non-conditionality and non-interference in internal affairs and mutual benefit. Also, South-South Cooperation of Latin American countries is ruled by principles of horizontality (meaning that the countries cooperate with one another as partners); equity, that involves the equitable sharing of benefits and costs of this cooperation; consensus (meaning that initiatives must be set within a mutual consented framework); solidarity and respect for national priorities within a reciprocity logic and aiming towards knowledge and experience exchange among countries that face similar challenges.

Decentralized Cooperation

This comes from regional or local governments and it is aimed towards other local public administrations or non-governmental actors (non-profit organizations and social movements, universities or research centers, commerce chambers).

Triangular Cooperation

The Ibero-American Program to Strengthen SSC (PIFCSS, in Spanish) defines it as a SSC format with the participation of a set of stakeholders who, being able to make all kinds of different collaborations (technical, financial or other), divide among themselves the execution of three roles: first offerer, second offerer and receiver.

The differential featured is determined by the role of first offerer, who becomes the main responsible party for capacity strengthening. However, the role of second offerer is not mainly that of a financier: it also has to contribute, from its comparative advantage, with capacities' development, thus enhancing knowledge transfer, good practices and lessons learned.

National System for International Cooperation (NSIC)

The National System for International Cooperation is composed by International Cooperation Offices from the Executive, Legislative and Judicial Powers, from Autonomous Entities and Decentralized Services, from Departmental Government and oversight organizations, as well as by development agencies, funds and organizations and diplomatic representations from cooperative countries in Uruguay, civil society organizations, private sector's organizations and Uruguayan academic institutions.

IX. Acronym Glossary

AUCI	Uruguayan Agency for International Cooperation
DAC	Development Assistance Committee
GDP	Gross Domestic Product
ICD	International Cooperation for Development
IRG	Inter-institutional Reference Group
MEF	Ministry of Economy and Finances
MRREE	Ministry of Foreign Affairs
NSIC	National System for International Cooperation
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
OPP	Office of Budget and Planning
SDG	Sustainable Development Goals
SICI-Uy	Integrated System of International Cooperation – Uruguay
SO	Strategic Objective
SSC	South-South Cooperation
SSTC	South-South and Triangular Cooperation
UN	United Nations
UNS	United Nations System

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Political validation group

Andrea Vignolo, executive director, AUCI; Santiago Soto, deputy-director, OPP, (alternate Juan Dorrego); Gustavo Pacheco, general director, International Cooperation Directorate, MRREE; Gabriel Papa, advisor, MEF.

Inter-institutional reference group

Martina Lejtregger: Administración Nacional de Educación Pública; Lucía Hornes: AUCI; Pedro Delprato and Adriana García: Asociación Nacional de Organizaciones No Gubernamentales Orientadas al Desarrollo (ANONG); Gabriela Ortigosa: MRREE; María Gracia Delgado: Ministerio de Vivienda, Ordenamiento Territorial y Medio Ambiente (MVOTMA); Pablo Álvarez and Juan Dorrego: OPP; Cecilia Fernández and Lincoln Bizzozero, Universidad de la República (UdelaR).

Coordination and writing up

Andrea Vignolo, Karen Van Rompaey and María Dutto (AUCI).

External advisors

María Elena Lournaga (first stage) and Cecilia Alemany (second stage).

Technical assistance and logistical support

Alessia Bianco: Universidad Complutense de Madrid (UCM); Lunia Figueredo: UdelaR; Nadia Dos Santos: AUCI and Yuriria Salvador: UCM.

Participants in at least one of the consultation instances

Daniel González: Administración de los Servicios de Salud del Estado; Gonzalo Tortorollo: Agencia de Gobierno Electrónico and la Sociedad de la Información y el Conocimiento; Laura Di Giovanni: Agencia Nacional de Investigación e Innovación; Inés Invernizzi: Amnistía Internacional; Alfonso Contreras, Andrea Castrillo, Carolina Barrutti, Cecilia Giffuni, Cynthia Padrón, Elaine Godoy, Felipe Ortiz de Taranco, Gabriela Fernández, Gimena Pérez, Lorena Cousillas, Lourdes Fernández, Mathias Escotto, Nathalie Pugin, Rubens Medina, Santiago Rebellato, Virginia Renau and Viviana Mezzetta: AUCI; Silvio Ríos: Cámara de Representantes; Andrés Lalanne: Centro Latinoamericano de Economía Humana; Ricardo Pisciotto: Confederación Uruguaya de Entidades Cooperativas; Nicolás Canessa: Congreso de Intendentes; Eduardo Shaw: DERES; Gabriela Aguirre: Fiscalía General de la Nación; Estefanía Da Costa: Instituto Antártico Uruguayo; Analuisa Díaz and Lucía Pierrri: Instituto del Niño y Adolescente del Uruguay; Ana Zaballos: Instituto del Tercer Mundo; Carola Comas: Instituto de Promoción Económico Social del Uruguay; Gabriela Garbarino: Instituto Nacional de Inclusión Social Adolescente; Verónica Muselli: Instituto Nacional de Investigación Agropecuaria; Vania Méndez, Instituto Uruguayo de Meteorología; Igor Santander: Intendencia de Canelones; Lucy Larrosa: Intendencia de Cerro Largo; Andrea Angenscheidt and Mariana Varela: Intendencia de Colonia; Carlos Luján and Martín Olivera: Intendencia de Montevideo; Gabriela Gómez: Junta Nacional de Drogas; María Borthagaray: Laboratorio Tecnológico del Uruguay; Nicolás Pons: Ministerio de Educación y Cultura, Cecilia Mejeses and María Eugenia Vázquez: MEF; Ivana Resnichenko and Rosario Moreira: Ministerio de Industria, Energía y Minería; Leticia Benedet and Pedro Schinca: Ministerio de Desarrollo Social; Denise Muñoz: Ministerio del Interior; Oriana Piperno: Ministerio de Ganadería, Agricultura y Pesca; Ignacio González: MRREE; Pablo Tailanián: Ministerio de Salud Pública; Ana Santestevan, Natalia Regalot and Susan Weizel: Ministerio de Trabajo y Seguridad Social; Paola Bianchi: Ministerio de Turismo; Claudia Torrelli and Paula Pellegrino: MVOTMA; Alejandra Scampini: Mujer y Salud en Uruguay; Lucía Cavada: Plan Ceibal; Florencia López: Secretaría de Derechos Humanos; Daiana Ferraro: Secretaría de Transformación Productiva y Competitividad; Fabiana Bianchi and Luciana Haller: Secretaría Nacional de Ambiente, Agua y Cambio Climático; Sandra Rodríguez: Secretaría Nacional del Deporte; Fernando Traversa and Soledad Rodríguez: Sistema Nacional de Emergencias SINAE; Andrés Coitiño and Macarena González: OPP; Raquel Martínez: Poder Judicial; Gregory Randall, Juan José Calvo, Omar Defeo and Oscar Noboa: UdelaR; Laura Diaz Arnesto: Universidad ORT; Elianne Elbaum: Universidad Tecnológica del Uruguay; Cecilia Juambeltz: Uruguay XXI.

Qualified informants interviewed

Adriana García, Luis Guirín, María Mira, Cristina Prego and Jorge Vera: Board of Directors of ANONG; Anabel Cruz: Instituto de Comunicación y Desarrollo and CIVICUS; Bernardo Greiver: MRREE; Carola Saavedra: Cámara de Industrias del Uruguay; Cecilia Alemany: expert in prospective and international cooperation; Enrique Iglesias: Fundación Astur, former Secretary General at SEGIB and former President of the Inter American Development Bank IADB; Enrique Loedel: MRREE; Gustavo Pacheco: MRREE; Ivonne Passada: Senator; Jorge Rucks and Ignacio Lorenzo: MVOTMA; Juan José Taccone: consultant and former Chair at IADB Uruguay; Lucy Garrido: Cotidiano Mujer and Articulación Feminista MARCOSUR; Mariella Maglia and Gabriel Papa: MEF; Michele Snoeck and Nora Peralta: Centro de Extensionismo Industrial; Miguel Fernández Galeano: PAHO and former deputy director at the Ministry of Health; Rodrigo Arocena and Judith Schutz: UdelaR; Virginia Varela: UNDP Uruguay.

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