

BRAZIL AND THE DEVELOPMENT COOPERATION

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International development cooperation is a field of study which is gaining more importance in the last decade. A new development in this field is the emergence of South-South cooperation perceived as a different strategy from that applied in North-South Cooperation. Brazil has been actively engaged in development cooperation across various regions, including South Asia, Africa, and Latin America. The augmentation of actions related to and resources earmarked for Brazil's International Cooperation for Development policy was followed by a governmental discursive formulation, which emphasizes the guiding principles of Brazilian international development cooperation such as solidarity, horizontality, acting according to demands from partner countries, respect for sovereignty and absence of conditionality. This study will focus on technical cooperation provided by Brazilian institutions to developing countries. It is an analytical approach to technical development cooperation in Brazil, especially in the context of South-South cooperation. The main objective is to depict the reality of development cooperation in Brazil, how it is managed, the institutional setup, the principal challenges faced by the country and the lessons that can be learned from the Brazilian experience. Is the Brazilian type of assistance a better fit to the realities of recipient countries than those brought by Northern donors, owing to cultural and socioeconomic affinities? Brazilian cooperation is said to be demand driven, thereby offering solutions tailored to beneficiaries' needs.

INTRODUCTION

New trends in development pose challenges to development cooperation and in particular to cooperation among developing countries. The face of development has changed, with diverse

stakeholders involved and implicated in what is more and more seen as global and interlinked concerns. At the same time, there is an urgent need to mobilize unprecedented resources to achieve the ambitious Sustainable Development Goals (SDGs).

According to IPEA (2010) four modalities are used in Brazilian development cooperation: humanitarian aid, scholarships for foreigners, technical cooperation and contributions to international organizations.

In this paper, Brazilian technical cooperation with developing countries will be analyzed in terms of its policy framework, institutional set up and implementation modalities. Brazil has gained increasing prominence in international affairs, which, over recent years, has been reflected in an unprecedented increase in resources to technical cooperation with the South. As a result, the country is gradually switching from a position of recipient to a position of provider of development assistance.

The nuclear position of the Ministry of Foreign Affairs seems to have weakened because the development assistance landscape is marked by fragmentation and low coordination in terms of modalities, vision, procedures and institutional setting.

Brazilian development cooperation is very particular, due to the focus in the approach of technical cooperation based on principles of solidarity, respect to other countries' sovereignty and non-conditionality.

BRAZILIAN ECONOMIC PERFORMANCE

Brazil is the largest country in both South America and Latin America. It borders all other South American countries except Ecuador and Chile.

In the economic sphere, the period of the New Republic is marked by a number of different economic situations. Following the debt crisis of the early 1980s, the country carried out various economic stabilization plans.

According to Faller (2011), the first plan of 1986 was the Cruzado Plan (named after changing Brazil's currency from the Cruzeiro to the Cruzado) which ended a general price freeze, but was not successful in stabilizing Brazil's economy. Hence, it was followed by several other stabilization plans: The Bresser Plan (1987), the Verão Plan (1988) and the Collor Plan (1990). The Collor Plan was marked by the seizure of 80 percent of financial assets, plunging the economy into a recession. In July 1994, the successful Real Plan was launched. With the Real Plan

of 1994, the exchange rate was fixed, which brought down inflation, reduced commercial interest rates, and finally stabilized Brazil's economy.

Despite some progress, inequality and poverty remain serious problems in Brazil. Poverty becomes more relevant today, given the economic expansion and positioning of Brazil as an emerging power in the international arena. The administration of President Luiz Inacio Lula da Silva had implemented various programs to fight poverty; all of them directed at key factors of social development such as providing access to food, health and education.

KEY CONCEPTUAL DEFINITIONS

Development

According to Swirmai (2015) two general approaches can be distinguished:

- The fight against poverty - this approach focuses on the problems of widespread poverty, hunger and misery in developing countries and on the question of what can be done in order to realize improvements of the situation in the short term.
- The analysis of long-term economic and social development - this approach concentrates on comparing developments in different countries, regions and historical periods in order to gain a better understanding of the factors that have long-term effects on the dynamics of socio-economic development.

One of the characteristics of the first approach is a strong involvement with the problems of developing countries and their inhabitants. Most people who study development issues do so because they feel that present levels of poverty, misery and injustice are simply unacceptable. Their aim is to arrive at concrete recommendations for action. This approach is closely linked with development policies and strategies at international, national, regional or local levels. One group of people choose a technocratic interpretation, focusing on policies, instruments and projects. Other groups choose a more radical—political interpretation. The latter argue for political action in order to achieve dramatic changes in the existing order of things.

The long-term approach to development is more detached and tries to comprehend why, in the long term, such great differences in

development have occurred in different parts of the world. It tries to identify the factors that may help to explain different patterns of development, such as the accumulation of production factors, the efficiency with which these factors of production are being used, technological changes, external political and economic influences, historical factors, institutions and cultural differences. Economic and social policies figure are among these factors, but considering policy as only one of many relevant factors may help to deflate immoderate pretensions and hopes of policy makers, politicians and scientific advisers.

According to Todaro (2000) development has to do with acceleration of economic growth in a multidimensional process involving changes in social structures, popular attitude and national institutions, as well in inequality reduction and poverty eradication.

Stiglitz (1998) argues that development represents the transformation of the society from a traditional stage to a modern one, assuring that the changes mean more capabilities of individuals and societies to lead their own destinations.

Today, the concept of development is broader; it is no longer related to just economic growth it includes human development as well. It doesn't mean that economic growth is less important. Actually, no country can maintain or improve its population welfare for long time if there is not economic growth.

DEVELOPMENT COOPERATION

Different terms are adopted by the countries to define the interaction they have with other countries regarding development. Usually, it is common to hear terms such as assistance for development, foreign aid, development cooperation or partnership for development. According to Alonso and Glennie (2015), development cooperation can be defined as an activity that meets the following four criteria.

- *Aims explicitly to support national or international development priorities:* Not all international public non-profit activity is development cooperation. For instance, internationally coordinated security maneuvers or support to a developing country's military capacity may require plenty of international cooperation but it would not be classified as development cooperation. In order to help classify activities by whether they are developmental or not, there will always be grey areas. We should rely on globally agreed goals,

namely the internationally agreed development goals, such as the Millennium Development Goals/SDGs, and other international or regional development agreements.

- *Is not driven by profit:* This is the critical added value of development cooperation, in that it means doing something that is not-for-profit, or that accepts a lower profit than the market would offer. It would not happen if profit incentives alone were followed, or at least not in the same way. It is about correcting market failures and rules that impede or undermine developmental objectives. That said, development cooperation can also play a role in incentivising genuine for-profit activities with positive developmental impacts.
- *Discriminates in favour of developing countries:* Only if an action aims deliberately to create new opportunities for developing countries, in a discriminatory way, and taking into account the structural impediments that limit the development of poor countries, can it be considered development cooperation. This criterion will be increasingly important when it comes to implementing the post-2015 development agenda, since it distinguishes developmentcooperation from international action on sustainable development more generally.
- *Is based on cooperative relationships that seek to enhance developing country ownership:* Development cooperation should be based on cooperative and non-hierarchical relationships between international partners that seek to complement resources and capacities in favor of development purposes. These relationships should be respectful of countries' sovereignty in defining and steering national development strategies. In fact, development cooperation should seek to widen developing countries' room for maneuver, limiting the restrictions and enhancing the opportunities that condition their development process.

Any activities complying with all four of these criteria should be regarded as "development cooperation" (DC). In the case of Brazil, there is not a determined or official terminology, but the terms that are more used are partnership for development and cooperation for development.

According to the ABC, the concept of "partnership for development" consolidates the idea that the cooperation relationship entails, on both sides, sharing efforts and benefits. The proposed initiatives are

evaluated in light of impact and outreach on recipient communities. This involves improving negotiation, evaluation and project management mechanisms in order to bring them into line with national priorities.

As was mentioned before, one of the modalities of development cooperation is technical cooperation. Brazil understands international technical cooperation as a strategic partnership modality, which represents an instrument capable of producing positive impacts on populations, changing and raising living standards, modifying realities, promoting sustainable growth and contributing to social development.

SOUTH – SOUTH COOPERATION

According UNDP, South-South cooperation is a broad framework for collaboration among countries of the South in the political, economic, social, cultural, environmental and technical domains. Involving two or more developing countries, it can take place on a bilateral, regional, sub regional or interregional basis. Developing countries share knowledge, skills, expertise and resources to meet their development goals through concerted efforts. Recent developments in South-South cooperation have taken the form of increased volume of South-South trade, South-South flows of foreign direct investment, movements towards regional integration, technology transfers, sharing of solutions and experts, and other forms of exchanges.

South-South cooperation is initiated, organized and managed by developing countries themselves. Often, Governments play a lead role, with active participation from public-sector and private-sector institutions, non-governmental organizations and individuals. It involves different and evolving forms, including the sharing of knowledge and experience, training, technology transfer, financial and monetary cooperation and in-kind contributions. South-South cooperation can include different sectors and be bilateral, multilateral, sub regional, regional or interregional in nature.

South-South cooperation is a manifestation of solidarity among peoples and countries of the South that contributes to their national well-being, their national and collective self-reliance and the attainment of internationally agreed development goals, including the Millennium Development Goals. The South-South cooperation agenda and South-South cooperation initiatives must be determined by the countries of the South, guided by the principles of respect for national sovereignty, national ownership and independence, equality, non-

conditionality, non-interference in domestic affairs and mutual benefit. The basic objectives of South-South cooperation are interdependence and mutually support that contribute to the broader objectives of international development cooperation. These objectives are to:

- Foster the self-reliance of developing countries by enhancing their creative capacity to find solutions to their development problems in keeping with their own aspirations, values and special needs;
- Promote and strengthen collective self-reliance among developing countries through the exchange of experiences; the pooling, sharing and use of their technical and other resources; and the development of their complementary capacities;
- Strengthen the capacity of developing countries to identify and analyze together their main development issues and formulate the requisite strategies to address them;
- Increase the quantity and enhance the quality of international development cooperation through the pooling of capacities to improve the effectiveness of the resources devoted to such cooperation;
- Create and strengthen existing technological capacities in the developing countries in order to improve the effectiveness with which such capacities are used and to improve the capacity of developing countries to absorb and adapt technology and skills to meet their specific developmental needs;
- Increase and improve communications among developing countries, leading to a greater awareness of common problems and wider access to available knowledge and experience as well as the creation of new knowledge in tackling development problems;
- Recognize and respond to the problems and requirements of the least developed countries, land-locked developing countries, small island developing States and the countries most seriously affected by, for example, natural disasters and other crises
- Enable developing countries to achieve a greater degree of participation in international economic activities and to expand international cooperation for development.

RATIONALE OF BRAZILIAN SOUTH-SOUTH COOPERATION

Brazil is seeking to deepen its insertion in the global stage. This has led to the intensification of its role as a development cooperation provider, an evolution that can be illustrated by the fact that a range of ministries and governmental institutions have, in different capacities, broadened their participation in international cooperation over the last eight years.

In terms of SSC background, it's important to underline that Brazil's action in the international scenario is a result of learning acquired over many years of received technical cooperation, which helped consolidate model entities that have become the very base of the Brazilian technical cooperation with other developing nations. Other advantages include geographical location, cultural heritage, social and economic challenges common to those of beneficiary countries – factors that have favored the expansion of Brazil's South-South cooperation.

South-South cooperation contributes to consolidating Brazil's relations with partner countries as it enhances general interchange, generates, disseminates and applies technical knowledge, builds human resource capacity, and mainly, strengthens institutions in all nations involved. For instance, in the case Brazilian cooperation with Mozambique, in 2003, a Protocol of Intentions in the Health Area was signed, foreseeing bilateral cooperation for the implantation of a Manufacture of Antiretrovirals and other medicines in Mozambique. The factory has already been installed, and with the support of ABC Mozambican professionals who will be responsible for manufacturing the medicines were trained.

One action related to SSC which Brazil is implementing is triangular cooperation. There is no internationally agreed definition or common understanding of what "triangular co-operation" is. In fact, even the term "triangular co-operation" has several variations. Some countries, such as China and the United States, refer to "trilateral co-operation". The lack of an international agreed definition or understanding of triangular cooperation has to do with the interests of each country. Every definition is made according to interests and objectives. Because the objectives are not convergent, the definitions are going to be different as well.

According to ABC, trilateral cooperation can be defined as a form of international development cooperation, complementary to bilateral South-South cooperation, with shared governance, with added value

and identifiable comparative advantages, which can take different implementation arrangements involving developing countries, developed countries and / or international organizations. These arrangements can take the following formats: South-South-South; South-North-South; South- I.O -South.

According to ECOSOC (2008:16), one example of triangular development cooperation is the case of Argentina which has been funding projects in collaboration with Brazil, Canada, IFAD, Italy, Japan and Spain, and it anticipates extending this support to new initiatives in collaboration with UNICEF and WHO. In principle, third party funding can only account for up to 30 per cent of project funding, with the remaining 70 per cent being Argentinean. One example of such triangular cooperation is the Haiti Food Security Project, funded in conjunction with Brazil, Canada, Spain and IFAD, whereby experts were trained in Creole with the aim of teaching Haitian women in the countryside how to strengthen food security.

THE CHARACTERISTICS OF BRAZILIAN TECHNICAL DEVELOPMENT COOPERATION

In 1987, Brazil's Cooperation Agency (ABC) was created to coordinate Brazilian technical cooperation. It is institutionally located within one of MRE's seven sub divisions, the General Sub secretariat for Cooperation and Commercial Promotion. The Agency is mandated with the coordination of both technical cooperation received from bilateral and multilateral agencies and technical cooperation provided to Southern countries, i.e. South-South cooperation (SSC). It oversees the conception, approval, execution and monitoring of SSC projects, in strict accord with foreign policy objectives laid out by MRE.

Despite its coordination mandate, ABC's centrality in this system is fragile. Although much technical cooperation received by Brazil is channeled through the Agency, a range of ministries, public and private organizations is involved in design, negotiation and provision of technical cooperation through their own International Affairs Units, sometimes with limited involvement of ABC.

According to Cabral and Weinstock (2010), Foreign policy objectives determine the availability and allocation of technical cooperation. Thus, there is no formal strategy guiding geographic policy priorities in the medium or in the long term. While this makes it hard to find consistent patterns across time, Africa often appears as a top destination for Brazilian technical cooperation.

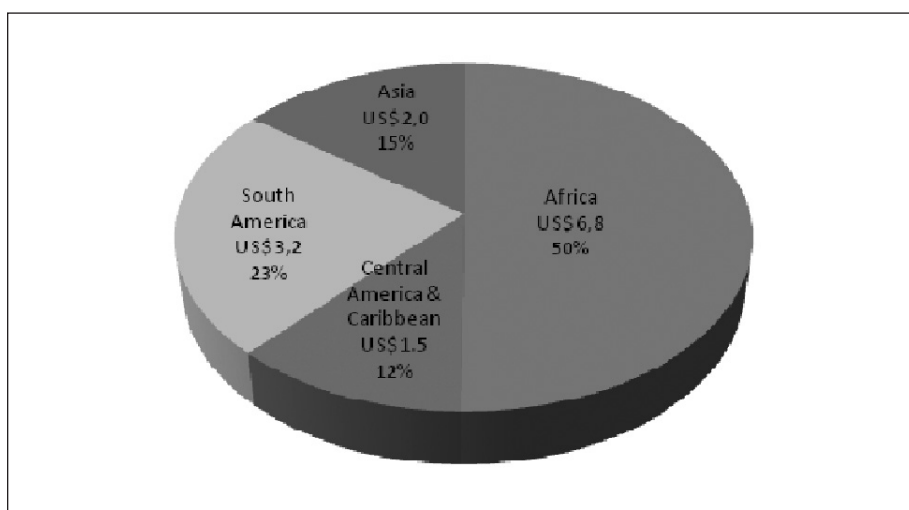
Brazil borders all other South American countries except Ecuador and Chile. The peaceful relation which Brazil has with its neighboring countries is an aspect which boosts cooperation for development amongst them. The Brazilian Constitution adopts principles of friendship and peace in the relations with other nations, for instance, Article 4.VI – defense of peace; and Article 4.VII – Peaceful settlement of disputes.

Besides Latin America, Brazil maintains technical cooperation relations with the Caribbean and Africa, and has specific actions in Asia (Timor-Leste, Afghanistan and Uzbekistan), the Middle East (Lebanon and the Palestinian Territories) and Oceania.

The countries of Africa are important partners in South-South technical cooperation in Brazil. Brazilian cooperation serves more than thirty-three countries in Africa. Portuguese-speaking countries (including East Timor) bring together the largest number of projects and budget, according to the priority of the Brazilian foreign policy. Africa is currently a top destination, with Portuguese speaking countries accounting for the bulk of resources allocated to the region. In 2009, the continent received most of ABC's annual budget (50%), followed by South America (Chart 4).

Figure 1 – Execution of technical cooperation projects per world region, 2009 (million US\$ and percentage)

Source: ABC.



In Brazil, there are more than 120 entities that work in Brazilian South-

South cooperation in areas such as agriculture, education and vocational education, health, environment, public administration, transportation, energy, among others in the most diverse areas of knowledge, and this number grows each day.

Figure 2 – List of Brazilian partner countries

Lista dos 100 Países Parceiros pela Cooperação Sul-Sul Brasileira					
América Central, Norte e Caribe (21)	América do Sul (11)	África (42)		Ásia e Oriente Médio (23)	Europa (3)
Antigua e Barbuda	Argentina	África do Sul	Mali	Afganistão	Geórgia
Bahamas	Bolívia	Angola	Marrocos	Arábia Saudita	República da Armênia
Barbados	Chile	Argélia	Mauritânia	Azerbaijão	Ucrânia
Belize	Colômbia	Benin	Moçambique	Bangladesh	
Costa Rica	Equador	Botsuana	Namíbia	Cazaquistão	
Cuba	Gulana	Burkina Faso	Nigéria	Coreia do Norte	
Dominica	Paraguai	Burundi	Quênia	Fiji	
El Salvador	Peru	Cabo Verde	República Democrática do Congo	Filipinas	
Granada	Suriname	Camarões	República do Congo	Indonésia	
Guatemala	Uruguai	Chade	Ruanda	Líbano	
Haiti	Venezuela	Costa do Marfim	São Tomé e Príncipe	Jordânia	
Honduras		Egito	Seicheles	Mianmar	
Jamaica		Gabão	Senegal	Nepal	
México		Gâmbia	Serra Leoa	Palestina	
Nicarágua		Gana	Sudão	Papua-Nova Guiné	
Panamá		Guiné Bissau	Tanzânia	Paquistão	
República Dominicana		Guiné Equatorial	Togo	República do Quirguiz	
Santa Lúcia		Lesoto	Tunísia	Sri Lanka	
São Cristóvão e Neves		Libéria	Uganda	Tailândia	
São Vicente e Granadinas		Madagascar	Zâmbia	Timor Leste	
Trinidad e Tobago		Malauí	Zimbábue	Tonga	
				Vanuatu	
				Vietnã	

LESSONS LEARNED AND CHALLENGES

According to De Renzio (2013), some of the lessons-learned identified by the agencies involved in Brazil's growing participation in promoting international development cooperation are legal, institutional, political, and human and financial resources. In legal terms, the absence of comprehensive legislation, particularly with regard to the establishment of partnerships with developing countries, presents a number of difficulties.

As mentioned earlier, basic functions such as making small purchases, hiring abroad or sending money out of the country are often carried out through other institutions, such as UNDP.

De Renzio argues that another institutional challenge concerns intra-governmental articulation. Through the historical trajectory of Brazilian cooperation, different ministries and agencies, at federal, state and municipal level, promote international cooperation. Decentralization, in the absence of effective and adequate coordination to deal with the already consolidated autonomy of various bureaucracies in the sector, may limit the potential of Brazilian cooperation.

CONCLUSION

Brazil has more than 60 years dealing with development cooperation issues but the actual format of development cooperation comes from the 1980s. Considered a medium-level country and a regional geopolitical power, Brazil has assumed ever more functions and responsibilities congruent with the role to which it aspires or already performs internationally. As the result of its model of integration and its foreign policy directives, Brazil has peaceful relationship with the neighboring countries and this is one of the principal factors contributing to successful development cooperation amongst them.

Brazil focuses on International technical cooperation; the country understands that it comprises an important development tool, helping countries to promote structural changes, including State actions, through institutional strengthening initiatives. The programs implemented within its framework allow the transfer or sharing of knowledge, experiences and good practices through the development of human and institutional capacities with the aim of achieving a long-lasting qualitative leap.

Although Brazil is a powerful country in terms of development cooperation, both in regional and South-South contexts, it is facing the problem of corruption inside the country and it reaches the governmental level. As a result of this, there is an increased civil society pressure for transparency in relation to the definition of partners, resources spent and results achieved.

The conclusion is that there are some lessons that can be followed from Brazilian experience in development cooperation processes, namely, the institutional setup, the focus on technical cooperation, the use of friendship ties and geographical strategy to configure the partners and the use of triangular cooperation as a privileged instrument.

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