



Department
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African Union Development Agency-NEPAD



Report

**Enhancing effective development cooperation
between the UK, Brazil and Sub-Saharan African
partners**

Thursday 21 – Friday 22 November 2019 | WP1640

Held in Maputo, Mozambique



Wilton Park



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Summary

This Wilton Park dialogue, organised by the Brazilian Cooperation Agency (ABC), the United Kingdom Department for International Development (UK DFID) and the African Union Development Agency (AUDA-NEPAD), gathered approximately 50 participants in Maputo to exchange views on how the UK and Brazil can strengthen and maximise opportunities for effective trilateral development cooperation (TDC) to promote sustainable development in Africa¹.

The three main goals for the meeting were: (i) to identify sectors and interventions where partners' efforts can be synergic, (ii) to identify knowledge and capacity gaps for TDC to act on, and (iii) to agree on a first draft of a road-map for future UK-Brazil strategic TDC in Africa.

Six major thematic areas/sectors were debated during the event, namely (a) Data collection and analysis for managing demographic changes, (b) Sustainable and inclusive agri-food systems, (c) Building human capital for inclusive growth, (d) Natural resource-based innovation for structural transformation at local level, (e) Urbanisation, service delivery and decentralised collaboration, and (f) Health challenges. Discussions sought to identify pressing issues and past examples of Brazilian bilateral South-South Cooperation (SSC) and TDC in Africa, with or without the UK to be replicated, scaled up and/or adjusted to meet those challenges.

Statistics/data collection and analysis emerged as a key cross-cutting topic across all sectors and a policy area where both Brazil and the UK have a recognised valuable technical offer for African partners.

Key recommendations

- Build more evidence around the multiplicity of existing TDC arrangements involving Brazil and the UK, and their added-value, and build on their diversity to devise new context/sector appropriate innovative partnerships in Africa, along the priorities set by Agenda 2063.
- Steer the new partnership to areas where there is synergy among the three partners, availability of technical expertise along the continuum and potential for multidirectional mutual learning. Make use of the broader national ecosystems (public and private, national and subnational) to foster the sustainability of initiatives; such as to further involve UK technical institutions beyond DFID (e.g.

¹ Participants included representatives from governments, research centres and academia, non-governmental organisations, private sector and independent experts from the UK, Brazil, 10 African countries (Burundi, Ethiopia, Ghana, Kenya, Malawi, Mozambique, Senegal South Africa, Tanzania and Uganda) and representatives from international organisations (OECD, UNDP, IGAD-Intergovernmental Authority on Development, Islamic Development Bank).

Public Health England, Office of National Statistics, and others);

- Learn from successful national and regional experiences in Africa. Embed future Brazil-UK TDC on wider regional initiatives in Africa, making use of existing multi-stakeholder networks;
- Invest in initiatives related to demographic data and data for development: recognised as a priority for the African Union and also as an area where Brazil and the UK have good national and development cooperation experiences to offer;
- Keep building knowledge on what works and how for TDC in Africa, but also on what has not worked and why.

Background

1. This dialogue in Maputo happened against the background of a solid partnership between Brazil and the UK on global development issues, first formalised in 2011. In response to contextual changes in both countries and the need to better meet the current challenges in Africa, this meeting provided a space² to discuss a joint vision for the partnership, in particular from the perspective of African partners.
2. Critical inputs from a Mapping Study provided a new evidence base for the discussions. The study (Scoping a Strategic UK-Brazil Global Development Partnership: Mapping a Trilateral Cooperation Potential), commissioned by DFID and ABC in 2018 and conducted by the Institute of Development Studies (IDS), in the UK, and Articulação Sul (ASUL), in Brazil, aimed at aggregating intelligence to support Brazil and the UK to re-design their joint collaboration on global development with African counterparts³.

Why and how to work together? The value of the diversified trilateral partnerships

Why? The value of pursuing trilateral partnerships

3. UK-Brazil strategic TDC with African partners is geared to contributing to the implementation of SDGs in Africa and Agenda 2063 in particular. In line with SDG 17, and as recently emphasised in the Final Outcome Document of the BAPA+40 conference on South-South and Triangular Cooperation, global partnerships such as Brazil-UK TDC have a role to play in supporting Africa to achieve its development ambitions and aspirations. Trilateral partnerships have become more common in Africa⁴, with Brazil among the major pioneers and in several occasions having the UK as the third partner.
4. Lessons from past TDC experiences highlight the added value of complementary roles played by different partners and the mobilisation of knowledge and resources from their broader national ecosystems. Although high transaction costs are often raised as a drawback of TDC, there is scope to assess costs as investments in partnerships, through changes in TDC management to better plan for, and factor in, partnership management.

² In 2016, the UK and Brazil hosted the first iteration of this Wilton Park event on TDC in Brasilia. See Improving the impact of development projects in Africa through increased UK/Brazil cooperation (WP1492), 17 - 18 November 2016. Report available at <https://www.wiltonpark.org.uk/wp-content/uploads/WP1492-Report.pdf>

³ A copy of the executive summary of this study can be found at: <https://www.wiltonpark.org.uk/dfid-abc-mapping-study/>

⁴ See UNDP, AUDA-NEPAD, the IsDB and SEGIB (2019). First African South-South Cooperation Report. Available at: <https://www.africa.undp.org/content/rba/en/home/library/reports/first-african-south-south-cooperation-report.html>

5. **An updated partnership** can better support African stakeholders in dealing with the changing socio-economic dynamics in Africa and promoting inclusive development and economic transformation ahead, with a particular focus on African youth.
- Current challenges identified by the African Union include demographics, technology, natural resources, human development and inequality. For AUDA-NEPAD, TDC operationalisation must be assessed against the priorities of Agenda 2063, which sets clear and decisive objectives on the African side and two provisions: focus on visible results and on using African resources (people and knowledge).
 - In the case of Brazil, updating the partnership is also important, to give a clearer vision of the potential for joint and coordinated action in striving for more focus, impact and relevance of its technical cooperation's conception and execution. Brazilian participants, from different national public institutions, expressed their willingness and readiness to do more and in a more dynamic and result-oriented manner, including through developing new trilateral partnerships with OECD countries, like the UK, from which they can partner to innovate, scale-up and learn on how to build impact.
 - Updating the partnership is also important for the UK, in light of its new strategic approach to Africa and current efforts at revisiting partnerships with so-called rising powers like Brazil to strengthen joint global development efforts. UK stakeholders emphasised their interest in making this partnership demand-led, built on long term trust and flexibility, and also delivering on mutual benefits and mutual learning for all, including on doing TDC with Southern partners and on engaging UK experts in enhanced trilateral dialogues.

Key features of a successful trilateral partnership include:

- i. alignment of national priorities and development goals and strategies;
- ii. the need for the partnership to be long-term, flexible and adaptable;
- iii. projects/initiatives' clarity and simplicity and their potential for mutual learning and mutual benefits for all parties;
- iv. timely planning and mobilisation of the right people and experts (looking for relevant experiences everywhere – in all partners – and mobilising knowledge beyond the classic developmental expertise);
- v. the inclusion of the productive/private sector as well as engagement of local governments, communities and academics;
- vi. the engagement of regional/continental organisations, such as the AU, NEPAD and/or Regional Economic Commissions, and
- vii. policy coherence.

Enabling factors include:

- i. political and policy commitment by all parties to innovative solutions at the national level and regional/continental level⁵;
- ii. settings and networks that can promote long-term engagement, long-term vision for the cooperation and foster trust-building⁶;

⁵ The role of the AU commitment was particularly highlighted, giving as examples issues such as building human capital among the youth, but also school feeding

⁶ The case of CPLP, particularly in dialogues on health, was raised as a model of this kind of engagement.

- iii. partners' openness to innovative initiatives and arrangements which might demand time/efforts to be co-designed/constructed;
- iv. greater availability and communication of evidence and research on the sector/theme of the cooperation as well as on SSC and TDC effectiveness;
- v. and increased linkages between development cooperation initiatives and governmental priorities and between the private sector and development cooperation.

Different roles UK-Brazil trilateral partnerships could play in Africa range from

- i. trilateral co-operation to replicate, adapt and/or scale up existing bilateral SSC initiatives;
- ii. TDC to set-up innovative projects and pilots, and
- iii. TDC to build evidence.

TDC can either foster innovation, through studies and pilots, or structure long-term knowledge exchanges between partners. The choice between those models remain context, country and sector specific. From a programming side, there are considerations to balance for all parties between experimenting with new pilots or embedding those in existing programmes and partnerships⁷. Also, not all bilateral SSC initiatives can or should be scaled-up. Factoring in the ability to go to scale, sustainability prospects and exit strategies is key when assessing the potential for turning existing bilateral initiatives into trilateral ones.

How to work together? Diversifying partnership modalities of existing TDC arrangements

- 6. Future partnerships in Africa **have to draw and build on the multiplicity of existing TDC arrangements**. Alternative arrangements, such as (i) TDC with an international organisation or another development partner, (ii) TDC+1 involving bilateral co-funding and/or delivery through an international organisation, (iii) decentralised TDC and/or (iv) matchmaking platforms, can innovatively create the synergies between partners in a dynamic and context-sensitive manner.
- 7. Partnerships shall enable **different and changing roles for trilateral partners and focus on the mobilisation of the broader national level institutions and national ecosystems**⁸ in all partners. Whereas this has been more clearly mobilised by Brazilian technical cooperation so far, there is a potential of having the wider ecosystems of African countries and the UK integrated into future TDC. On the Brazilian side, knowledge can be shared by Brazilian technical/expert institutions (for example Fiocruz and Embrapa whose added value is knowledge and training), but also through innovative matchmaking platforms (such as the one used in the Marketplace). On the UK side, considering the value of dialogues between technicians in the context of those trilateral partnerships, UK technical expertise from institutions like Public Health England, but also the Office of National Statistics and UK experiences with using data for Smart Cities, should also be more consistently mobilised.

⁷ Brazil-UNICEF pilot on low-cost sewage systems for urban condominiums in Ethiopia (and potentially in Angola, in a near future), which is comprised within a larger DFID-funded programme on urban WASH in Ethiopia, is a good example of how pilot and structured programmes can also interact.

⁸ For more on national ecosystems, see Islamic Development Bank and South Centre. 2019. Developing National Ecosystems for South-South and Triangular Cooperation to achieve the Agenda 2030 for Sustainable Development.

8. This updated partnership can allow for **a new mutual learning system** to be built. This means placing the trilateral knowledge-sharing in a continuum. The roadmap for future engagement should include a variety of models and flexibility to understand the most appropriate arrangement for each country/sector, in consonance with SSC principles. Transactions would be seen more as investments in the partnership and less as costs. This mindset change should allow for partnership management to be planned for and factored-in, in order to reduce the amount of unexpected frustrations.
9. **There are, nonetheless, challenges related to the sustainability of partnerships**, including: (i) more clarity on mutual benefits and mutual learning to all parties, (ii) the recognition of partnership-related outcomes, and (iii) more clarity on what national institutions have and can offer as expertise and their willingness to participate in those trilateral exchanges in coming years. Accordingly, greater strategic planning efforts by Brazil to better organise and communicate its offer/supply of SSC and TDC can enhance its strategic contribution to the Africa 2063 Agenda. On the African side, agreeing on a continental guideline for TDC in Africa could assist external partners, such as Brazil and the UK, in this task.
10. **Knowledge management** is another key area. Documentation and evidence on what worked, including appraisals of value for money and human capital development, and particularly on what does not work is still insufficient. The increased recognition of the importance of measuring SSC and TDC has led to a growing body of Monitoring and Evaluation (M&E) efforts on Brazilian SSC and TDC, alongside reports by IsDB, UNDP, SEGIB, and OECD, among others, about SSC and TDC in Africa. Making better use of those resources can assist Brazil and the UK to capture existing initiatives and fill the gap. Evidence is also needed to support decision-making on whether to scale up existing SSC between Brazil and African partners. There is a solid body of knowledge about how many of those sectorial policies and programmes work in Brazil, but less so on results and evidence of SSC/TDC. There is also a knowledge gap on African policies. Likewise, from a mutual learning perspective, understanding of what knowledges and capacities Brazil got from its cooperation with African partners is still limited. Finally, collecting data on SSC/TDC is also formative and capacity building exercise that help partners to find institutional gap and strengthen their own national ecosystems for SSC/TDC.

On what to work together? Key areas for future trilateral collaboration

11. Six major thematic areas/sectors were debated during the event, namely (a) Data collection and analysis for managing demographic changes, (b) Sustainable and inclusive agri-food systems, (c) Building human capital for inclusive growth, (d) Natural resource-based innovation for structural transformation at local level, (e) Urbanisation, service delivery and decentralised collaboration and (f) Health challenges.
12. Each thematic cluster has its own sector-specific recommendations for future TDC (see below). However, a topic that emerged across all-sectors and an opportunity for future engagement, considering current UK and Brazil technical expertise offer, was **demographic data**.
 - a. **Data collection and analysis for managing demographic changes**
 - Strategic investments in governance and high-quality data are needed as part of the range of policy responses to demographic changes. This area ranks high in AU priorities and also in the UK-Africa strategic approach. Demographic statistics is an area where trilateral partnerships could contribute with knowledge sharing, technology transfer and capacity building/skills development to foster African countries' statistical capacities and ownership.

- Brazil has an offer of expertise of statistical and GIS-knowledge and technologies - in institutions like IBGE and Fiocruz - and also has lessons from its cooperation with African countries (together with UNFPA on e-census and through Community of Portuguese-Speaking Countries (CPLP) on vital statistics). The UK has its Office of National Statistics, DFID country offices in Africa and its data4dev expertise.
- Scaling-up existing TDC by IBGE-UNFPA on digital data collection in Africa (currently in Senegal and Cape Verde) can be used to expand the regional centres methodology to other localities in the continent and also to search for synergies with existing initiatives including IGAD, Afristat/Stat Afrique or other development cooperation initiatives.

Future collaboration could include:

- i. focusing on data needs, such as vital statistics and statistics for policy (including for health and urban policy planning);
- ii. focusing on data quality in surveys and post-survey data uses;
- iii. capacity-building, strengthening national institutions and promoting linkages with academia.

b. Sustainable and inclusive agri-food systems

- TDC should focus on strengthening agri-food systems that can work both as humanitarian support and food security and as agricultural value chains for growth opportunities, to build resilience in territories and opportunities for rural youth.
- Future TDC should be long-term to foster sustainability and the development of adequate policy-legal frameworks and national and subnational governments' engagement and commitment. It should also be embedded in other ongoing regional dialogues and platforms⁹.
- There is merit in scaling up existing/past successful peer-to-peer agricultural exchanges (such as the Marketplace programme, Embrapa's food security flexible crop-livestock system for small-holder farmers - 'sisteminha') and also exchanges on home-grown school feeding (such as those promoted by the Centre of Excellence Against Hunger and PAA Africa).

Future collaboration could include:

- i. training and entrepreneurial opportunities for rural youth;
- ii. agricultural modernisation for food processing in Africa;
- iii. cash transfers for particularly vulnerable farmers, and
- iv. climate-zoning in African countries.

c. Building human capital for inclusive growth

- Inclusive education for development is a major area for Africa. Traditionally the UK has focused its efforts on education and skills, whereas Brazil has focused on vocational training and on technical capacity building (including through demonstration centres) in sectors such as agriculture, health and social policies.
- A potential added value of TDC would be for DFID to scale up Brazilian vocational training partnerships with African countries, led by SENAI, expanding its current geographical outreach and also adding dimensions so far overlooked, such as soft skills and gender-related M&E.

⁹ Participants raised the examples of FARA - Forum for Agricultural Research in Africa and CORAF (West and Central African Council for Agricultural Research and Development)-Embrapa dialogues

- Learnings from Brazilian past collaborations with Portuguese-speaking countries in Africa highlighted the importance of training trainers in-country to build self-sustaining systems and boost training and employment adapted to local contexts. Other learnings from national TVET systems in African countries is to develop apprenticeship systems that deliver competency-based trainings and are able to meet shifting market demands.

Future collaboration could include:

- TVET applied to key strategic sectors (such as the natural resource industry);
- focusing on skills development in the informal sector (entrepreneurial and soft skills or skills to improve livelihoods);
- considering skills mobility across borders in Africa and promoting inter-country exchanges;
- considering going beyond TVET institutions towards IT-internet based learning.

d. Natural resource-based innovation for structural transformation at local level

- TDC should focus on natural resource-based innovation at the local level in sectors such as water, energy, agriculture and forestry. It should also go beyond the logic of natural resource abundance and management and look at the opportunities to diversify the economy in a sustainable way and to develop local capacities in Africa.
- Future interventions should focus on fostering capacity building through pairing experts and building relations, integrating public and private sector and focus on youth and youth entrepreneurship.
- Considering past cooperation initiatives, similarities on the ground between Brazil and African countries have been key to foster capacity development and experience sharing exchanges, but clear tangible opportunities with the UK shall also be pursued.

Future collaboration could include:

- scaling-up Brazilian SSC in agriculture (such as the Marketplace, projects related to registering small-holder farmers and innovative technologies for pest and disease control) and also renewable energy projects (such as the micro-generation plants for health facilities);
- joining efforts with other global initiatives that seek to integrate nature into planning in cities or innovation schemes directed at the 'bottom-of-the-pyramid' to transform smallholder agriculture into sustainable business enterprises¹⁰;
- exploring innovative initiatives on energy and climate change to promote structure transformation through green energy and most notably solar energy. A proposition in that regard was for the UK-Brazil strategic partnership to invest in setting up new solar power farms in African countries to increase employment in Africa using African natural resources through green energy.

¹⁰ Examples of successful initiatives include, for the former, the ICLEI project Interact Bio currently being implemented in Brazilian, Tanzania and Indian cities. For the latter, Invent, an initiative connecting India and African countries funded by DFID

e. Urbanisation, service delivery and decentralised collaboration

- Rapidly growing cities in Africa need integrated planning for sustainable and smart urbanisation at both national and city level, making use of good quality data (such as population statistics and GIS systems).
- TDC in this sector should be operationalised at the city-level, in a decentralised manner, in order to contribute to localising the SDGs. The experience of all partners should be mobilised. Brazil and African rapid urbanisation management initiatives and UK collection, management and use of data are potential strengths for future trilateral exchanges.
- Partnerships should connect with wider global networks, including existing city networks where Brazilian, African and UK cities are already active, and synergies should be made with programmes such as the UK Smarts Cities and Prosperity Fund Global Future Cities Programme.

Future collaboration could include:

- i. paying greater attention to urban and peri-urban areas, focusing on provincial cities rather than mega-urban;
- ii. focusing on issues such as green cities (green spaces and their linkages with agriculture, including for school feeding), water sensitive urban planning (participatory and resilient);
- iii. fostering city-to-city partnerships/twinning/matchmaking and the creation of knowledge/evidence hubs. A concrete suggestion of initiative was to develop a 'Local Government Clearing House', a centre of excellence on city growth.

f. Health challenges

- Strong and resilient universal health systems are at the core of health challenges in the decade ahead. Brazil and the UK have developed and sustained unique social contracts to promote universal health systems that can be valuable to African peers.
- Brazil and African countries, particularly those from CPLP, have engaged in long-term strategic policy and technical dialogues to strengthen health systems, including through exchanges on health systems' governance, management and legislation and through individual capacity-building of health professionals.
- Learnings from past exchanges include: (i) the value of agreeing on a long-term vision for the trilateral partnerships, based on a holistic approach to health challenges, (ii) the value of creating spaces for technical and political exchanges among peers, (ii) combining interventions that seek to resolve both practical and pressing issues and structural, long-term, issues through institutional building dialogues.

Future collaboration could include:

- i. documenting best-practices and learnings from past cooperation;
- ii. scaling up pilots of highly innovative projects, such as the Milk Banks (in Mozambique);
- iii. creating new partnerships for existing health challenges elsewhere, such as in the compensation scheme for migrant workers from Southern Africa that worked in South Africa;
- iv. fostering peer-to-peer dialogue on access to medicine and regulatory systems for medicines.

Conclusion

Renewing and updating the tools and means for UK-Brazil strategic TDC with Africa in the decade ahead is key to responding to new challenges in Africa and new political and developmental priorities in both the UK and Brazil. TDC brings an important 'value added' to existing bilateral and multilateral initiatives implemented in the continent. This partnership has already yielded successful developmental and partnership outcomes for a range of countries and sectors in the past, but striving for greater impact requires updated commitments and strategic thinking.

In order to build the roadmap for future collaborations, partners should build on the diversity of ways of working already explored by Brazil, the UK and by both countries working together in Africa, where partners can play different and complementary roles. There is a key opportunity to make this updated partnership a model for meaningful trilateral partnerships with Africa that can foster mutual learning systems and take advantage of each partner's technical expertise and knowledge, pairing experts and building trust for sustainable development.

Laura Trajber Waisbich

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