



Scoping a Strategic UK-Brazil Global Development Partnership: Mapping of Trilateral Cooperation Potential

Final Report Summary:
Findings and Recommendations for Best Bets

November 2019

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1. Overview

This document summarises the findings and recommendations of the project ‘Scoping a Strategic UK-Brazil Global Development Partnership: Mapping of Trilateral Cooperation Potential’, under which the UK Department for International Development DFID and Agência Brasileira de Cooperação (ABC) commissioned the Institute of Development Studies (IDS) and Articulação Sul (ASUL) to ‘map the key areas of complementarity between UK’s official development and Brazilian cooperation interventions’.

Brazil’s development successes in recent decades have attracted increasing interest from African stakeholders, and the country’s growing diplomatic and commercial presence on the continent has been complemented by an expanding programme of development cooperation. This has included both South-South Cooperation (SSC), informed by a longstanding set of principles and delivered through a range of mainly governmental agencies coordinated by the Brazilian Cooperation Agency (ABC), and Trilateral Development Cooperation (TDC), which has incorporated contributions from bilateral donors and / or international organisations. Under a new government, Brazil is seeking to develop a stronger set of Global Development Partnerships with OECD countries, beginning with the UK.

The UK has long been a major contributor of Overseas Development Assistance (ODA) to African countries, and the Department for International Development (DFID) has also supported some TDC initiatives with Brazilian and African stakeholders through its Brasília office. The UK recently launched a new Africa Strategy which incorporates a number of strategic shifts for British government engagements with the continent. At the same time, DFID is reviewing its strategy for cooperation with rising powers, including Brazil, and exploring the lessons learned from existing TDC experience.

Section 2 presents an overview of these trends along with a summary of the findings of the First Draft Mapping Report (approved by the DFID-ABC Oversight Group for this study in March 2019), which presented a synthesis of secondary data on existing patterns of UK-Africa and Brazil-Africa cooperation and identified areas of strategic sectoral and geographical convergence.

Section 3 presents the findings from a set of six case studies and three country visits, which were carried out between March and May 2019. The country visits included both interviews conducted by the IDS/ASUL team with African policymakers, DFID offices and other in-country stakeholders and a series of round-tables convened by ABC and the in-country Brazilian diplomatic missions with partner government departments and other invited specialists. The case studies combined key informant interviews with document analysis and evidence review to identify key lessons learned and impacts achieved by existing SSC and TDC initiatives in strategic sectors.

Section 4 presents the recommendations for areas where the UK, Brazil and African countries could work together to tackle pressing development challenges in a way that draws on complementary strengths and experiences from all three sides. The study was required to recommend ‘at least 3 “best bet” areas where both countries’ development expertise could enhance each other to deliver poverty reduction in Africa at scale’ through future TDC. In the event, the study has identified five areas where there is potential for this to be achieved; the rationale for each area is summarised in this section along with proposals for implementation modalities and initial country-level entry points, before the document concludes with brief reflections on the broader implications for the UK-Brazil partnership for global development.

2. Profile of UK-Africa and Brazil-Africa cooperation

2.1 UK-Africa cooperation

The UK was the third largest contributor of Overseas Development Assistance (ODA) amongst the OECD nations in 2017 in absolute terms, and one of only five OECD members to meet the 0.7% of GNI target (OECD, 2019). This target, which was enshrined in law in 2015, has been reached each year since 2013. In 2015 the UK Government set out a new strategic approach to ODA with a clearer ambition to present and deliver UK ODA in ways that emphasise the UK's national interests. Alongside this, the strategy established the desire to diversify aid modalities and delivery channels, including engaging a wider range of government departments in managing and delivering ODA. One result is that a larger share of UK aid resources for Africa is being spent by ministries other than DFID and/or through 'global fund' arrangements. Funds with a major current or potential significance for development cooperation with Africa include the Conflict, Security and Stability Fund (CSSF), International Climate Finance (ICF) and the Prosperity Fund.

The UK has recently been reviewing its strategies for engaging with rising powers in pursuit of DFID's mission to deliver poverty reduction in low-income countries and other fragile and conflict-affected states in Africa and Asia. In recent years the principal initiative for engagement with the BRICS and other globally influential middle-income countries on development cooperation has been the Global Development Partnerships Programme (GDPP), which has now ended. DFID has established a new Rising Powers Hub, and recently brought the DFID Brazil cooperation programme into the same department as the DFID programmes with China and India, as well as undertaking a review of the UK's TDC experience with these and other rising power countries.

In 2019 the UK began to implement a new strategy for its engagements with the African continent, following the general outline set out in a speech by then Prime Minister Theresa May during a visit to Cape Town in August 2018. Under this strategy poverty reduction remains a priority for the UK in general and DFID in particular, but its approach is changing as more Sub-Saharan African countries reach middle-income status while still having large pockets of poverty. DFID's focus is therefore increasingly shifting towards a set of key long-term challenges for sustainable poverty reduction.

Within this logic, four thematic areas and one geographical one have been identified for new or intensified attention. These thematic shifts are towards greater emphasis on: prosperity (including encouraging private sector investment in middle-income countries); security and stability (including strategic partnerships with the African Union and other countries on conflict prevention and peacekeeping); climate and natural resources (including international climate change negotiations as well as local adaptation); and dealing with demographic challenges (including demographic data, urbanisation, and the growing numbers of unemployed young adults). The geographical shift is towards a greater focus on the Sahel region of West Africa, which combines a very high level of climate stress and extreme poverty with rapid population growth and widespread conflict and security challenges.

Work in each of these focus areas and regions is still at a relatively early stage, but new programmes are already being established and specialist advisors are being recruited with a remit to coordinate work on the different pillars of the strategy across specific regions. DFID has also stated an intention to develop synergies across its new Africa portfolio. This could include, for example, providing support to link social protection with climate resilience in the Sahel with a view to reducing the risk of conflicts over natural resources. In all of these areas DFID is also working to strengthen integration between its programmes and relevant activities (including global fund spending) led by other departments, including the Foreign and Commonwealth Office, the Ministry of Defence and the Department for Business, Energy & Industrial Strategy.

2.2 Brazil-Africa SSC and TDC

Brazil is a long-established South-South Cooperation (SSC) partner not only for countries in Latin America and the Caribbean but also for several African countries. For historical reasons, the country has had close links with African states that are members of the Community of Portuguese-speaking Countries (CPLP), as well as North African countries with which Brazil has engaged via inter-regional agreements such as the South America / Arab Countries (ASPA) forum. Brazilian foreign policy has a longstanding interest in Africa that has included periods of intense activity, from support in the early days of African decolonisation in the 1950s and 1960s, to Presidential visits during the military regime in the 1970s and 1980s, to the scaled-up engagement of the early 21st century (D'Ávila 2010; Marcondes and Alencastro 2019). Brazil's growing engagement with TDC with African countries has emerged from a period during which the country has become an increasingly visible and influential player in international development cooperation (Leite et al. 2014).

Under previous governments Brazil did not develop an explicit national strategy for development cooperation, allowing for SSC to be demand-driven, in line with the country's cooperation principles. These principles are laid out in a strategy document issued by ABC in 2016. Since the current government took office in January 2019, ABC has been relocated to sit within a new Secretariat for Commercial and Economic Foreign Policy, sitting alongside departments responsible for trade-focused policy areas such as the promotion of agribusiness. Recent official statements on development cooperation and relations with Africa have placed greater emphasis on Brazil's own commercial interests in general and on certain key sectors – including agribusiness – in particular. However, this has yet to be formalised in a strategy document.

Brazilian cooperation is operationalised through various modalities: bilateral South-South partnerships, trilateral cooperation (South-South exchanges with the participation of a multilateral organization or a traditional donor), decentralised cooperation (between subnational entities) or cooperation within regional and cross-regional blocs, such as the Southern Cone Common Market (Mercosur) or the CPLP. Each of these modalities has specific potentials and challenges and may involve very different institutional arrangements and governance structures.

In addition to expanding its broad range of SSC activities with countries in Africa, Asia and Latin America, Brazil has increased its engagement with TDC in the last 10 years. ABC defines trilateral technical cooperation as partnerships which, guided by the principles of SSC, seek to join forces to facilitate the exchange of knowledge and experience among developing countries (ABC 2017b). Brazilian trilateral cooperation includes both tripartite arrangements between countries and arrangements involving international organisations, particularly in sectors such as food and agriculture, climate change and decent work. Its key characteristics as summarised in relevant ABC documents are presented in Table S1 below.

Table S1 Trilateral Technical Cooperation: key characteristics identified by ABC

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- Guided by SSC principles
 - Complementary to bilateral SSC efforts
 - Anchored in the value added and identifiable comparative advantages of each partner and provides complementarity between the technical, human and financial contributions of the different actors involved
 - Takes advantage of synergies between the parties to increase the scale of South-South technical cooperation initiatives and to favour actions achieving greater impact for developing countries
 - Implemented through the technical and political participation of all partners
 - Values shared governance and management spaces
 - Allows closer political relations and joint reflection on partnership
-

In June 2011, Brazil and the UK signed the MoU for a global development partnership, agreeing to cooperate for the promotion of global poverty reduction through improved international development policy and sharing resources. The Brazilian Cooperation Agency (ABC) and DFID are the agencies responsible for coordinating the partnership and the engagement of other Brazil and UK actors. Since then, the two countries have jointly developed TDC activities with African countries in a number of sectors through programmes funded by the GDPP, including Building Brazil's Development Impact (BBDI) and Climate-Smart Agriculture for Africa (ClimAA). Recent evaluations of these programmes have identified several positive impacts and promising innovations, including the use of a 'marketplace' approach for identifying and managing African demand for cooperation with Brazil, a 'TDC+1' modality for including the participation of an international organisation in implementation and a 'parallel tracks' strategy for combining practical interventions and local pilots with higher-level policy engagement.

TDC was emphasised as a key area for future collaboration in the 2017 UK-Brazil Development Dialogues, which resulted in the commitment to commission this Mapping Study. The Development Dialogues and subsequent Brazil-UK exchanges have cemented ABC's commitment to piloting with the UK a new approach to global development partnerships. This approach is also expected to generate significant learning opportunities for the UK side, as DFID develops its updated strategy for working with rising powers in the field of international development cooperation.

2.3 Patterns of UK and Brazilian development cooperation with African countries

In line with the requirement of the Terms of Reference for this study to 'map the key areas of complementarity between UK's official development and Brazilian cooperation interventions', the first Mapping Study Report produced by IDS and Articulação Sul analysed the existing evidence on sectoral and geographical patterns of UK and Brazilian development cooperation with African countries in recent years.

This mapping exercise was technically challenging for a number of reasons. On the UK side, while DFID follows OECD guidelines and makes available transparent data, there are differences in reporting conventions for other government departments and global funds receiving UK aid funding, and as a result some current spending is either missing from the International Aid Transparency Initiative (IATI) database or not attributable to a specific country or sector. This meant that it was not possible to compile a dataset with up-to-date country- and sector-level figures which included all spending not only for DFID but also for some other key funding instruments such as the CSSF and the Prosperity Fund. On the Brazilian side, quantification of the volume of Brazil-Africa cooperation remains challenging due the institutionally decentralised structure of Brazilian cooperation, its complex legal framework and the predominance of in-kind contributions (notably the time of Brazilian civil servants involved in development cooperation projects and the knowledge sharing and transfer that takes place as part of their contribution).

Reflecting these factors and the logic of the country's SSC principles, Brazil's financial reporting conventions and systems for development cooperation are distinct from those used by the UK. Brazilian cooperation activities also follow sector/cluster classifications that differ from the OECD-DAC ones that are used in classifying UK aid. The study team therefore compiled an equivalence table to harmonise Brazilian and UK sectoral classifications for the purpose of comparison (while recognising that differences in cooperation approach mean that such comparisons are not always exact). Data provided by ABC on Brazilian development cooperation projects was combined with data from the IATI database on UK aid programmes to permit a comparison of the profile of the two countries' development cooperation activities in Africa.

Given the emphasis placed by the UK on the volume of financial commitments and by Brazil on the depth and breadth of technical cooperation relationships, the team mapped both the allocation of funds and the volumes of projects and programmes across different African countries. The results by country are presented in Figures S1 and S2 below.

Figure S1: Distribution by country of Brazilian and UK development cooperation initiatives

Brazil-Africa cooperation (no. projects)

UK-Africa cooperation (no. programmes)

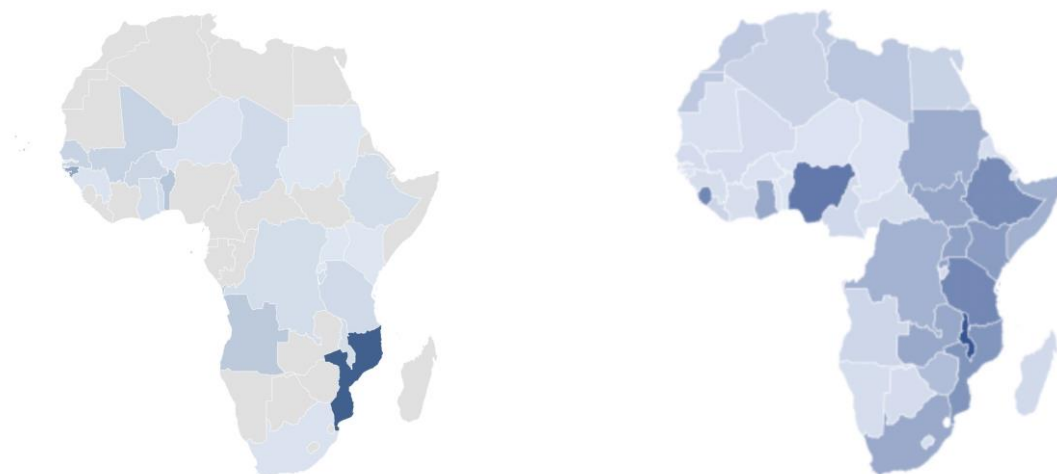
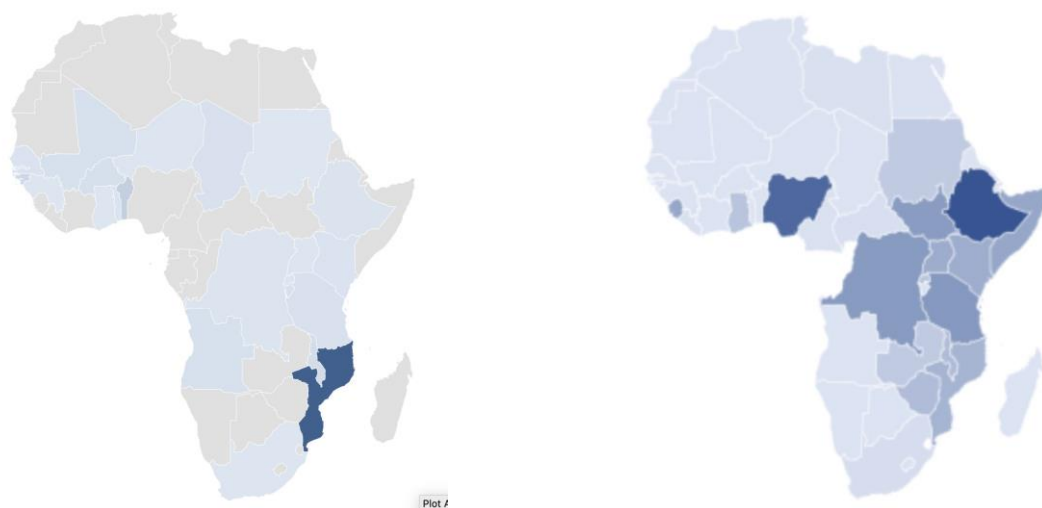


Figure S2: Distribution by country of Brazilian and UK development resource investment

Brazil-Africa cooperation (budget)

UK-Africa cooperation (budget)



The pattern of UK-Africa cooperation since 2011 indicates a wide geographical distribution of coverage but also a significant concentration of resources in a relatively small number of countries. Two countries (Ethiopia and Nigeria) each received more than £1.5bn in UK aid over this period, while seven (Tanzania, DRC, South Sudan, Sierra Leone, Somalia, Uganda and Kenya) received between £1bn and £1.5bn and a further five (Mozambique, Malawi, Zimbabwe, Rwanda and Ghana) received between £500m and £1bn. While more recent trends in resource allocation (particularly for conflict, security and humanitarian work) have influenced this concentration, the UK has traditionally allocated a greater volume of funding to countries that are members of the Commonwealth; of the total of 14 countries that received over £500m in UK aid over the period, ten are Commonwealth members.

The available data on current patterns of Brazil-Africa technical cooperation indicate a significant concentration in four Portuguese-speaking countries: Cape Verde; Guinea Bissau; Mozambique; and São Tomé and Príncipe. Of the four, Mozambique has by far the largest volume of engagement, whether measured by budget or by number of projects. Aside from these four countries, Angola has long been a key focus of Brazilian development cooperation activities, and five Francophone West African countries (Benin, Senegal, Chad, Mali and Burkina Faso) have also received a significant number of Brazilian cooperation projects. Four other countries (Malawi, Tanzania, Ghana and Burundi) can be classified as significant recipients of Brazilian development cooperation either by number of projects or by total budget allocation.

Overall, there is a predominance of Brazilian cooperation activity in low-income rather than middle-income countries and a fairly even distribution of activities across the continent, with a greater presence in West, Central, East and Southern Africa than in North Africa (where engagements tend to be short-term missions rather than long-term projects). Proportional to its overall portfolio, Brazil has a more significant engagement with West Africa as a whole than does the UK, but this is offset by the UK's massive commitment to Nigeria, where Brazil has limited engagement.

The analysis of this data showed that in recent years a total of ten African countries have had both a significant number of Brazilian cooperation initiatives and a substantial UK aid commitment and/or planned increase in UK presence. Ordered by their level of recent and current Brazilian resource allocation, these are:

1. Mozambique
2. Malawi
3. Mali
4. Angola
5. Tanzania
6. Burundi
7. Senegal
8. Ethiopia
9. DRC
10. Ghana

At the sector level, the most significant UK aid budget allocation is to emergency response, which includes activities related to emergency food aid and building resilience, while the largest number of UK development (rather than emergency) aid programmes are to be found in the government and civil society sector, and in particular in the area of public sector policy and administrative management. Other key sectors for UK development aid to African countries are health, education, agriculture and forestry.

The sectoral distribution of Brazilian cooperation activities includes a strong emphasis on agriculture, but there are also significant concentrations of activities in the health, education and social protection sectors. Within the broad area of agricultural development, Brazil has been expanding its cotton sector portfolio with initiatives that have a range of different entry points (from agricultural research to labour standards to logistics) across a large number of African countries. Brazil also has a well-established portfolio of school feeding projects across multiple African countries, which have been supported by TDC with international multilateral and bilateral organisations, including DFID.

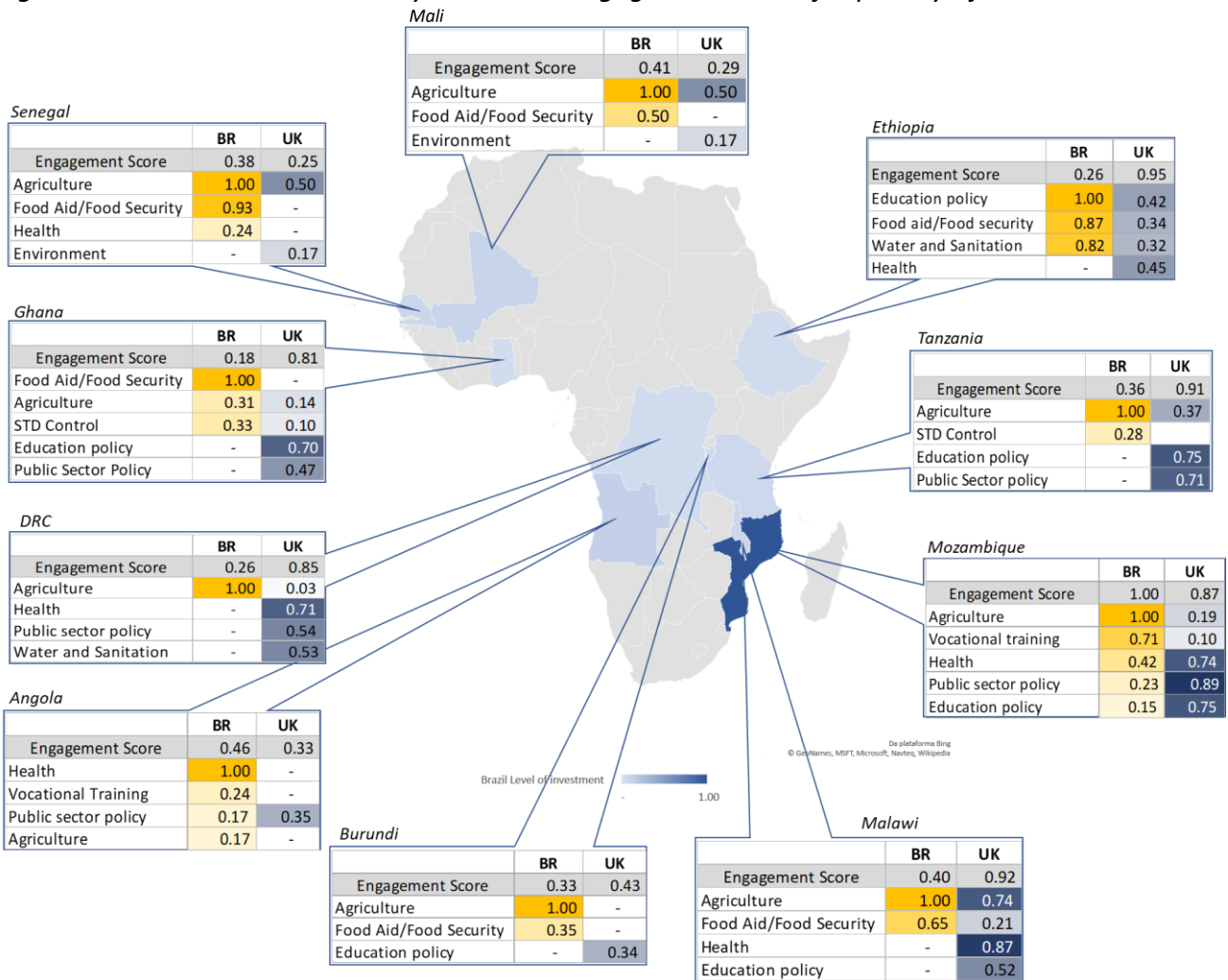
When sectors that currently have low levels of either UK or Brazilian engagement are excluded, there are six areas that emerge as having the most significant potential for inclusion in any list both of case study areas and of best bets for future cooperation.

Ranked according to their level of recent and current Brazilian resource allocation, these are:

1. Agriculture
2. Food security and social protection
3. Health (including HIV/AIDS)
4. Education and skills training
5. Environment and natural resource management
6. Public administration (including demographic data collection and urban planning)

The first phase of the Mapping Study concluded with the development of a 'level of engagement' indicator for both Brazil and the UK, based on relative levels of investment with different countries and sectors. The application of this indicator to the ten priority countries and seven priority sectors identified above resulted in the patterns shown in Figure S3 below.

Figure S3: UK and Brazilian country and sector engagement scores for priority African countries



3. Findings from the country visits and case studies

3.1 Case study and country selection

The Mapping Study methodology was designed to combine primary and secondary and qualitative and quantitative data. The findings outlined in Section 2 above were based on analysis of existing quantitative data on UK and Brazilian development cooperation activities in Africa, supplemented by document analysis and interviews with ABC and DFID staff. The second phase of the study was mainly qualitative in nature and centred on primary data collection through (a) field-based studies of UK and Brazilian development cooperation experience and priorities in a small number of African countries and (b) in-depth case studies of examples of Brazilian South-South or Trilateral Development Cooperation experiences in relevant sectors. Country visits and case studies were designed with a view to generating insights not only on possible country- and sector-specific entry points for future TDC but also on high-potential ways of working that could maximise opportunities for synergy between UK, Brazil and African contributions to TDC initiatives.

The countries to be visited were selected by DFID and ABC from the ‘top ten countries’ list identified by the First Draft Mapping Report, according to a combination of selection criteria including: (a) the accumulated volume of UK and/or Brazilian development cooperation experiences in that country; (b) the relevance of that country to new or potential UK and/or Brazilian development cooperation initiatives; (c) the location of the country on the continent (in order to include a range of different African regions); and (d) the presence in the country of one or more of the initiatives selected as case studies (in order to ensure that interviews with African policymakers and other in-country stakeholders could complement Brazil-based case study data collection).

The selection of case study initiatives was based on a multi-criteria analysis (MCA) methodology. This combined identification of relevant criteria (defined by the research team on the basis of available evidence), and weighting of criteria (attributed by the DFID-ABC Oversight Group on the basis of the priority attributed to the proposed individual criterion). The criteria included the level of UK and Brazilian engagement with that sector, the countries in which activities had been carried out, the potential for lesson-learning, the inclusion of innovative modalities and the availability of evidence of impact.

3.2 Country study findings

The countries visited were Ethiopia, Senegal and Mozambique. The visits included key informant interviews conducted by the IDS/ASUL team (including local DFID offices / UK Embassies and Brazilian diplomatic missions, government officials, front-line staff involved in cooperation projects and specialists from multilateral organisations, academic institutions and civil society) and country round-tables with government officials and other stakeholders (organised by ABC along with the respective Brazilian Embassies).

The findings from both types of stakeholder interaction were combined with a review of secondary documentation to summarise the profile of UK and Brazilian engagements with each country, highlight key results and evidence of impact from Brazilian development cooperation activities and identify potential entry points for TDC in ‘best bet’ sectors for that country. Key findings are summarised in Tables S2, S3 and S4 below.

Table S2. Best bets for trilateral cooperation in Ethiopia and the UK's role

Thematic area	Brazilian strength and/or innovation	Opportunity to enhance policy and impact on poverty and structural change	Links with ongoing in-country UK aid programmes	Links with current or potential funding through DFID-HQ or DFID Brasília	UK plays enabling role (funds other complementary initiatives)
Social protection (focus on linkages across development objectives)	Virtuous link between social protection, nutrition, agricultural development and local market development objectives demonstrated by Home Grown School Feeding model	PSNP - Ethiopia's largest social protection intervention – needs to strengthen links with children's nutrition and livelihoods promotion objectives	DFID is one of the largest funders of PSNP LIFT UP focuses on wealth generation for secure land tenants Potential through supporting research on how to expand integration within PSNP framework.	Relevant experience of BBDI	PSNP
Rural livelihoods (focus on bottom-up development and linkages across development objectives)	Agriculture-forestry-livestock systems Participatory methodologies for community-led development	Integrating environmental, economic and rural development objectives Opportunity for mutual learning Brazil-Ethiopia	Building Resilience programme		
Science and technology for structural transformation (focus agriculture and industry development)	Applied research capability in areas of soils improvement, sustainable forest use and improved cotton	Connection between agriculture and NRM and industrial development (lime, timber, textiles)	Marketplace LIFT UP Industrialise	Relevant experience of ClimAA - Marketplace	
WASH and urban development	Public-private partnerships and regulatory framework	One WASH	UNICEF		Already in place
Statistics	Model of Centre of Excellence on e-Census and multiplier effect	CSA role	Support to Ethiopian Census by DFID		Already in place

Table S3: Best bets for trilateral cooperation in Senegal and the UK's role

Thematic area	Brazilian strength and/or innovation	Opportunity to enhance policy and impact on poverty and structural change	Links with ongoing in-country UK aid programmes	Links with current or potential funding through DFID-HQ or DFID Brasília	UK plays enabling role (funds other complementary initiatives)
Social protection	The success of Brazil's social development in the last decade still resonates in many African countries. Social policies have driven this development and triggered Brazilian cooperation initiatives abroad, including in Senegal. Senegal's <i>Bourse Familiale</i> Programme was inspired by Brazil's <i>Bolsa Familia</i> .	GoS aims at expanding <i>Bourse Familiale</i> programme to providing trainings and developing business activities of beneficiaries	DFID is the main funder of the World Bank Sahel Adaptive Social Protection Program (ASP). The programme covers six countries in the Sahel and aims to support design / implementation of Social Protection Programmes. In Senegal, ASP has supported the existing mechanisms in developing ways of addressing crises and promoting resilience.	DFID-B could potentially facilitate knowledge sharing activities between Brazilian and Senegalese policy makers.	Sahel Adaptive Social Protection Programme
E-Census	Brazilian Geographical and Statistics Institute (IBGE) was the first to conduct a completely digital census in the world in 2010. IBGE has a long experience in international cooperation, including Senegal.	With IBGE support, Senegal conducted a completely digital census in 2013. The government is now preparing for the next census in 2023 and raising funds for training and equipment.	Population and demographics are a priority for UK support to Sahelian countries.	Real potential in contributing to multi-donor trust fund for the Census in 2023	DFID is already an important provider of non-core funds for census programmes in UNFPA.

Thematic area	Brazilian strength and/or innovation	Opportunity to enhance policy and impact on poverty and structural change	Links with ongoing in-country UK aid programmes	Links with current or potential funding through DFID-HQ or DFID Brasília	UK plays enabling role (funds other complementary initiatives)
Cotton	Major world producer of cotton with similar geography and solid experience in international cooperation in the cotton sector.	Cotton production in Senegal is reviving, but remains one of the lowest in the Sahel's region. In spite of government incentives, there is no specific mention of cotton in the national development strategy, <i>Plan Sénégal Emergent</i> .	Cotton is mainly produced by smallholder farmers in rural areas and could be considered as a business opportunity in the cotton-producing areas.		
School Feeding and local purchase programmes	Three approaches from the Brazilian experience shaped the programme: intersectoral perspectives on policies; strengthening linkages among social protection, school feeding and social development; and the importance of institutional frameworks. The Brazilian successful experience was the trigger for the creation of the Centre of Excellence Against Hunger.	The provision of food for school feeding by local producers has been adopted as a development strategy by the government.	General alignment with Adaptive Social Protection Programme in reducing poverty and increasing reliance of vulnerable population.	The UK supported the first phase of Brazil's Purchase from Africans for Africa (PAA) local food procurement initiative.	Potential facilitator role for the UK in scaling-up the programmes and strengthening institutional capacity of Senegalese government

Table S4. Best bets for trilateral cooperation in Mozambique and the UK's role

Thematic area	Brazilian strength and/or innovation	Opportunity to enhance policy and impact on poverty and structural change	Links with ongoing in-country UK aid programmes	Links with current or potential funding through DFID-HQ or DFID Brasília	UK plays enabling role (funds other complementary initiatives)
Statistics and analysis for managing demographic change	Data collection expertise (IBGE) linked to highly-developed ecosystem of state and non-state institutions for data analysis and application to development planning (e.g. IPEA, FJP, Cebrap, Cedeplar)	Recently-established cross-government committee on demographic dividend with high-level political buyin GoM interest in strengthening capacity for SDG monitoring	Major new Business Case developed for Demographics support to Government of Mozambique, with UNFPA and think-tank/ University involvement DFID is a major source of donor support to Mozambican Census	Potential for building on Africa Centres of Excellence initiative with UNFPA	Potential for DFID HQ (Statistics for Development team) to broker collaboration with OECD-hosted Paris21 data use capacity strengthening initiative
Urban development	Participatory planning and budgeting Slum upgrading (including housing and sanitation) Urban transport (including BRT)	Decentralisation has created appetite for innovation among elected city mayors in Mozambique Growing policy focus on urbanisation as part of demographic transition	Potential urban governance component of Transparency & Accountability for Inclusive Development (TAcID) programme	Potential link with Prosperity Fund 'Smart Cities' initiatives in Brazil	
Health system strengthening	Brazil's Unified Health System is a widely-admired model for delivery of affordable Universal Health Coverage and reducing health inequalities, supported by world-class public health research and training capacity	Mozambican health policymakers committed to UHC and familiar with Brazilian models through CPLP cooperation and Fiocruz-INS partnership	Ongoing Improving Reproductive Maternal and Child Health programme	BBDI supported Mozambique Human Milk Bank programme	Substantial UK contribution to World Bank led Global Financing Facility (GFF) for health sector

Thematic area	Brazilian strength and/or innovation	Opportunity to enhance policy and impact on poverty and structural change	Links with ongoing in-country UK aid programmes	Links with current or potential funding through DFID-HQ or DFID Brasília	UK plays enabling role (funds other complementary initiatives)
Vocational education and training	SENAI system of industry-led skills development	Growing focus in Mozambique on problem of youth unemployment and need to broaden the base of those benefiting from extractives-sector growth	Strong potential complementarity with Skills for Employment programme DFID is a major funder of private sector development initiatives in Mozambique and supports an initiative (MUVA) to improve employment opportunities for young urban women		Potential link to UK private investment in Mozambique's oil & gas sector as well as to DFID-funded initiative to strengthen capacity and governance in key public sector institutions for improved management of the mining and gas sectors; potential link to existing DFID financial inclusion programme
Agricultural science, technology and extension models	Applied research capability in key export crops including cotton and soybeans, and proven success with agricultural extension to enhance productivity	Continued demand from Mozambican policy actors and technical specialists for 'Brazilian models' to boost agricultural productivity	Strong potential complementarity with proposed Agriculture / Private Sector programme	Relevant experience from ClimAA and BBDI	DFID has made major investments in supporting agribusiness development in the Beira Corridor

3.3 Case study findings and lessons on ways of working

Through the MCA process outlined in Section 3.1 above, the agreed criteria were applied to a pool of 19 potential case study initiatives that had been identified through the initial mapping process to generate an aggregate score for each. This scoring process resulted in the identification of the six highest-potential cases.

The cases were distributed across a range of sectors including agriculture, natural resource management, health, social protection, urban development and demographics. They also reflected a range of different development cooperation modalities, ranging from SSC programmes fully funded and managed by Brazil to TDC or 'TDC+1' initiatives involving bilateral co-funding and/or delivery through an international organisation. These initiatives were then studied using a combination of secondary data (published literature and documentation made available by ABC) and primary research (interviews with project stakeholders and other specialists) conducted both in Brazil and in the three African countries visited as part of the country study process.

The case studies examine the evidence base, implementation arrangements and results achieved by the following experiences:

1. Brazil's track record of sharing its pioneering experience of developing **Human Milk Banks** with African countries, with a particular focus on Mozambique;
2. Brazil's extensive and influential **home-grown school feeding** cooperation programme;
3. ABC's portfolio of **Cotton Projects**, which makes up the largest set of agriculture sector cooperation initiatives that Brazil has with African countries;
4. Brazil's experience of sharing with African cities the innovations that it has developed in the course of responding to the challenges of rapid **urbanisation**;
5. Brazilian cooperation activities in the field of **sustainable natural resource-based economic development**, with a focus on the Brazil-Ethiopia sustainable forest use and management technical cooperation project; and
6. Brazil-Africa cooperation in **electronic census data collection** and its potential for use in informing policy.

The case studies generated a range of indications of impact and findings on appropriate strategies for development cooperation in specific sectors, which can be drawn upon in designing future SSC and TDC initiatives. They also generated a number of more general findings on Brazilian development cooperation, informed both by evidence review and by interviews with African stakeholders.

Cooperation with Brazil was seen by stakeholders interviewed during the case study process as adding value because the country offers an inspiring combination of: (1) political commitment to key development-related policy areas, for instance in the priority previously accorded to ending hunger; (2) policy ideas, programmes, institutions or processes that have proven to be successful in the country's own development trajectory; and (3) technical knowledge, as a result of Brazil's consolidated experience in implementing policies and programmes.

The Brazilian "twin track" approach, which combines political dialogue and policy development with provision of first-hand technical expertise, has proven to be effective in influencing partners' decisions and improving sustainability and impact. The acceptability of Brazilian technical cooperation is reinforced by a perception that the country's horizontal approach leads to ownership through inspiration and not imposition. Personal rapport is seen as an important aspect of the country's cooperation, which was contrasted with the more top-down and heavily-formalised relationships associated with most OECD-DAC donors.

The strength of organisational ties built up over time between Brazilian implementing agencies and their counterpart organisations in partner countries contributes to institutionalisation of learning and sustainability of initiatives after projects end. The evolution of such relationships also allows for more complex and specialised knowledge to be shared among partners. Although projects tend to have modest budgets and a relatively limited set of research and training activities, they are often seen as potentially having an important multiplier effect.

Changes in the national and international contexts have affected Brazilian cooperation in terms of its impact potential and ways of working. Country demands have become more specific and evidence-based. This results in project proposals that are potentially more relevant to partner countries' needs, but also more complex to deliver. On the Brazilian side, key implementing agencies such as the agricultural research agency Embrapa and the health research and training institution Fiocruz have reached the limits on their institutional ability and willingness to respond to growing cooperation demands. However, the fact that Brazil has a strong ecosystem of institutions involved in public policy development, implementation and analysis/monitoring means that ABC is likely to be able to identify a range of implementing agencies to meet the emerging patterns of African demand.

4. Best Bets for future UK-Brazil-Africa TDC

The final task of the Mapping Study team was to draw on the key conclusions from the secondary data analysis, the country visits and the case studies to make a series of recommendations for ‘best bets’ for future UK-Brazil-Africa TDC that could combine (a) availability of proven Brazilian expertise directly relevant to key African development challenges and (b) modalities that leverage both UK/Brazil complementarities and Brazilian cooperation approaches.

The initial list of Best Bets was shared with DFID and ABC and discussed by the Oversight Group in June 2019, and subsequently revised in the light of the initial feedback from this process. The final list is presented in the table below, which summarises the recommendations for “what” (the thematic focus), “how” (possible modalities) and “where to start” (promising locations for initial work in this area), with the rationale for TDC (the “why”) in each area, expressed in terms of African priorities, Brazilian capacities and potential linkages to key UK programmes and strategies.

What?	Why Africa?	Why Brazil?	Why the UK?	How?	Where to start?
1. High-quality data for managing demographic change	Planning, delivery and monitoring of SDGs, Agenda 2063 and national development plans will require increased investment in ‘production, dissemination and use of statistics’ (recommendation of StatCom-Africa VI meeting, October 2018)	First major country to deliver a fully electronic census; existing experience of e-census cooperation with UNFPA and several African countries; highly developed data use ecosystem including both public and private bodies	Africa Strategy Demographics pillar; DFID has strong Data for Development team; UK already supporting African national statistics offices; interest from new DFID Mozambique demographics programme	UNFPA-hosted Secretariat connecting African partners with peer Brazilian data generation (IBGE) and use (IPEA, universities, think-tanks) institutions and international networks (e.g. PARIS21)	Mozambique for wider data use ecosystem, plus ongoing support for electronic data collection centres in Lusophone, Francophone and Anglophone Africa
2. Effective city management for inclusive urbanisation	Africa is the world’s most rapidly-urbanising continent (with West Africa as the most rapidly-urbanising region)	Lessons from development of innovative models in response to Brazil’s own initially chaotic urbanisation process; recent fast progress on slum upgrading, sanitation, smart transport etc.; ABC investing in ‘decentralised cooperation’ to tap into broad and deep networks of urban service delivery and governance innovators and analysts.	Cities portfolio and urbanisation work as part of the broader demographic transition addressed by the Africa Strategy; potential for link to Smart Cities component of UK-Brazil Prosperity Fund portfolio	ABC-managed network of decentralised cooperation providers supported by Brazilian universities and think-tanks with links to international networks (e.g. UCLG)	Sahel and wider West African region

What?	Why Africa?	Why Brazil?	Why the UK?	How?	Where to start?
3. Climate-resilient agriculture for social protection	Africa has some of the world's highest levels of vulnerability to the impact of climate change; Agenda 2063 vision document states that African nations will 'address the global challenge of climate change by prioritizing adaptation in all our actions... to ensure implementation of actions for the survival of the most vulnerable populations'; African Union has led recent continent-wide learning exercises on social protection policy	School feeding strategies linked to institutional purchase of food from smallholders played a big role in enabling to go Brazil from having almost 40 million people living with chronic hunger to formally leaving the WFP's World Hunger Map; this experience has been shared with African countries through Purchase from Africa for Africans (PAA) and WFP Centre of Excellence Against Hunger; Brazilian progress in strengthening climate resilience of smallholder agriculture not yet fully integrated with these initiatives	DFID is supporting the Ethiopian PSNP and World Bank adaptive social protection work in West Africa; DFID Brasília has supported Brazil-Africa cooperation on school feeding through PAA and the Centre of Excellence and climate-smart agriculture through the ClimAA programme	Brazilian expertise sourced through Brazil-WFP Centre of Excellence with enhanced links to FAO and UNICEF	Ethiopia (with wider diffusion via African Union) and/or Senegal (as hub for adaptive social protection work in the Sahel)
4. Natural resource-based innovation for structural transformation	Agenda 2063's first aspiration is the pursuit of prosperity based on inclusive growth and sustainable development; many African countries have developed natural resource-based structural transformation strategies; existing African examples of using science and local technological innovation to add value to natural resources without compromising ecological sustainability.	Evidence from diverse regions of Brazil (including semi-arid zone, savannah and tropical forest areas) of innovation in inter-sectoral linkages, appropriate technology and diversification of rural livelihoods; Embrapa has experience of linking Brazilian and African agricultural researchers and technologists.	The Prosperity pillar of the Africa Strategy includes support for smallholder inclusion in value chains; DFID Brasília has supported Brazil-Africa cooperation in agricultural science and technology through the Agricultural Innovation Marketplace	Marketplace function hosted in Brazil at arm's length from government (e.g. by a university)	Ethiopia (with rapid scale-up across the continent via demand-driven matching strategy)

What?	Why Africa?	Why Brazil?	Why the UK?	How?	Where to start?
5. Health system strengthening for Universal Health Coverage	Recent health shocks such as the West African and DRC Ebola outbreaks have demonstrated the critical importance of strengthening the resilience of the continent's health systems; the AU's African Health Strategy 2016 – 2030 aims to strengthen health systems' performance, increase investments in health, improve equity and address social determinants of health to reduce the burden of priority diseases, in line with the Universal Health Coverage by 2030 (UHC2030) framework.	Brazil's national health system (SUS) has delivered increased health service use, better health outcomes, and improved health equity within a UHC framework at low per capita cost, by combining decentralisation with innovative national initiatives such as the Family Health Strategy; the SUS has proved to be resilient to health and policy shocks, continuing to innovate and expand coverage even in periods of intense fiscal austerity, and adapting rapidly to public health emergencies such as the recent triple outbreaks of dengue fever, chikungunya and Zika virus; both broader SUS strategies and specific innovations (e.g. Human Milk Banks, ARV access programmes) have been shared with African countries by the MoH, Fiocruz and other research and training institutes.	DFID supports the UHC 2030 partnership and funds the Global Financing Facility; DFID Brasília supported the Human Milk Banks initiative in Africa through the BBDI programme.	Fiocruz-brokered sourcing of expertise from universities, independent research institutes and state-level schools of public health	Mozambique as pilot for other African countries where UK is a major GFF contributor

Evidence of the potential for impact in each of these areas was collected as part of the case study process. One key area of Brazil-Africa cooperation covered by the case studies did not make it onto the final list of potential 'best bets'. This area, cotton sector development, is a rich source of lessons learned (and could inform DFID programming in cotton-producing African countries) but would have little to gain from TDC, given the limited UK activity in this area and the substantial financial and technical resources already allocated to it by the Brazilian government.

The 'best bets' reflect discussions with DFID and FCO centrally and in-country on the UK government's new strategy for development cooperation with Africa. With the exception of the conflict and security dimensions, all the key pillars of the strategy are reflected in the choice of 'best bets', including the geographical focus on the Sahelian region as well as the prosperity, demographics and climate change agendas.

The relevance of the 'best bets' to key development challenges for the continent was emphasised by African stakeholders consulted during the Mapping Study field visits, though there is a need to validate this with stakeholders from a wider range of African countries as well as continent-wide development actors such as NEPAD and the African Development Bank. The conference that is being organised by Wilton Park with ABC, DFID and the African Union Development Agency (AUDA)-NEPAD in Maputo in November 2019 is expected to play a key role in this process.

The implementation modalities proposed for the 'best bets' also reflect the fact that Brazil's evolving development cooperation policy is moving away from reliance on line ministries and flagship agencies such as Embrapa and Fiocruz towards a diversified 'ecosystem' of technical cooperation providers, including universities and subnational governments. They include a range of different proposed implementation modalities that are designed to maximise the opportunities for ABC to develop further in its coordination role within this more decentralised approach, and for DFID to support this process by sharing relevant UK planning, procurement and cooperation management expertise, while also learning from Brazil's approach to SSC. Realising the full potential of the 'best bets' will require exploring innovative arrangements and approaches that capitalise on the existing value-added of both partners while also helping to strengthen both UK and Brazilian capabilities for responding to other demands as new African priorities emerge.

In each of the areas identified for the 'best bets', the Mapping Study team examined the evidence of potential both for delivery at scale and for accelerated innovation. While this potential has been identified for all of the areas, further analysis will be required to develop a robust business case for each 'best bet'. Different levels of readiness and risk for the different 'best bets' also indicate that a phased approach will be necessary, rather than beginning work on all five at the same time. The final report recommends that future UK-Brazil-Africa TDC activities should be designed to combine consolidation and scaling-up of proven approaches with rapid innovation and learning. The TDC programme as a whole will therefore need to take an adaptive learning approach, developed over a series of phases, in order to maximise the potential for innovations emerging from one area to inform interventions in others, particularly in relation to ways of working.

The 'best bets' are one specific element of a wider process designed to inform the conception of a new joint Brazil-UK strategy, centred on the principles of the 2011 global development partnership agreement and responding to developing country priorities. The partnership will need to develop new coordination mechanisms with implications for the design, validation and application processes followed by both Brazilian and UK development cooperation systems. Both Brazil and the UK are committed to lead to a step-change in the quality of the governance models, coordination effectiveness and quality of the implementation processes that characterise current experiences (bilateral and / or trilateral). The strategy for delivering this new vision will include identifying appropriate mechanisms for ensuring the engagement of the wider international cooperation / development aid ecosystem of both Brazil and the UK, as well as tapping into the networks of experience and expertise of African partner countries. Working in ways that go beyond the limited division of labour in traditional TDC programmes, DFID and ABC will learn and innovate together with African stakeholders to deliver greater impact and forge new partnerships for achieving the SDGs and Agenda 2063.