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International Development Assistance Executive Summary Reports

THE CASES OF BRAZIL, CHINA, INDIA AND SOUTH AFRICA

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1 BRAZIL

Brazil has provided development assistance to developing countries since the late 1960s and expanded its development activity considerably beginning in the 1980s. In doing so, the Brazilian government has emphasized international cooperation over traditional concepts of development assistance and foreign aid.

Brazilian assistance programs focus on technical cooperation in developing countries (TCDC), a concept Brazil has promoted since the 1960s. As a result, the country does not undertake programs that involve grants or concessional loans. TCDC programs and projects represent the largest component of Brazil's cooperative activities in developing countries and are based on Brazilian scientific and technological advances.

Research for development constitutes a smaller and more recent component of Brazilian assistance. These types of programs involve Brazilian research institutes, which develop joint programs and projects with research institutes in developing countries. While research for development programs have evolved separately from development assistance projects, the programs share many similarities with TCDC policies. As such, Brazil's scientific prowess has made the country a valuable international partner in scientific and technological cooperation.

There are several important focal points in Brazil's government for assistance programs, including:

- the Ministry of External Affairs and its adjunct the Brazilian Cooperation Agency (ABC);
- the National Council for Scientific and Technological Development (CNPq), which is linked to the Ministry of Science and Technology (MCT); and
- the Ministry of Planning's Department for International Affairs (SEAIN).

Important line ministries such as health, education and agriculture also play important roles, and several other institutions are active as well. In addition, there are a whole range of unofficial programmes not examined in this report.

Development programs sponsored by Brazil have traditionally reflected the different phases of the country's foreign policy. While a consistent theme in these policies has been the emphasis on cooperation and solidarity with developing countries (a reflection of Brazil's recent experience as a recipient of assistance), some observers suggest that the country's policies are also consistent with its own economic self-interest.

As Brazilian development assistance programs have grown and matured, the country's government has sought to introduce greater coherence to these programs through coordinating institutions such as the ABC, which was created in 1987. Despite this effort, the formulation and delivery of development programs remains largely fractured and decentralized. The absence of a centralized institution with overall responsibility for development assistance programs means that it is virtually impossible to calculate the precise amount of resources devoted to these activities.

Priority areas for Brazil's TCDC programs are: agriculture, health (particularly HIV/AIDS), water, professional education, public administration, meteorology, energy, environment, electoral support, cooperation in sports, and production and use of biofuels (especially ethanol and biodiesel). Research for development priorities include health, education, agriculture, and science and technology.

Geographic priorities for Brazil have been Latin America generally and the country's Mercosur partners in particular, as well as East Timor, and the Portuguese-speaking nations of Africa. Many recent cooperative ventures, however, have been in keeping with a tripartite arrangement Brazil reached with India and South Africa. China is also fast becoming an important partner. In

addition to partnerships with these developing countries, Brazil has also engaged in many multiparty relationships with Japan, Canada, and wealthier donor countries in Europe.

While these programs may expand as Brazil's own activities grow and its status as a recipient fades, the government has been cautious not to replicate the older hierarchical patterns in which its interests may be subordinated to those of other countries. Consequently, Brazilian international cooperation policy is undergoing a gradual expansion and differentiation, and is evolving toward greater inter-agency coordination as the country consolidates its reputation as a global actor.

This report consists of four main sections. The first provides the historical background of Brazilian international development assistance programs. The second presents an overview of the political objectives, institutional framework, operational components, and disbursement patterns of the country's development assistance. Section three gives a similar overview with regard to research for development. A brief analysis of Brazil's international collaboration in development assistance and research for development is supplied in section four (click [here](#) for full report).

2 CHINA

This report examines the motivations, operations, and collaboration methods of China's development assistance policy and programming. A central focus of the report is Chinese development assistance in what the International Development Research Centre calls research for development. *Research for development is the use of science and technology to reduce poverty in developing countries through practical, long-term solutions to social, economic, and environmental problems. In addition to support for research activities, development research also includes support directed toward developing research capacity within developing countries to introduce and sustain policies and technologies needed to build healthier, more equitable, and more prosperous societies.*

Research indicates that the landscape of official development assistance is changing, as emerging donors become significant actors in providing support to developing countries. Differences of opinion exist over whether or not aid from emerging donors undercuts the position of the traditional donor community and its emphasis on good governance, environmental assessment, and poverty reduction. China's international development assistance, in particular, has received increasing attention over the past three years.

Fresh evidence gathered from field studies suggests that the total amount of Chinese aid has increased significantly during the past three years and will likely increase further, barring major unforeseen changes in the Chinese economy. While China's foreign aid is directed primarily toward large-scale infrastructure projects, energy facilities, and commercial cooperation, new emphasis is being given to supporting institutional capacity building and human resource development.

Recent shifts in the country's policy environment appear conducive for foreign donors and aid organizations to build new strategic partnerships with China in development assistance and research for development. In fact, the Chinese government has made sizeable new aid commitments and it may experience challenges in meeting them unless changes are made to the country's current approach. Indeed, although the country's recent efforts to support research for development are viewed favourably by Chinese authorities, room exists to strengthen the institutional infrastructure that supports such international cooperation to ensure long-term sustainability and engagement.

This report begins by highlighting the evolution of China's foreign aid programming. In many respects, current programs stem from the "Eight Principles for China's Aid to Third World

Countries” announced by former Premier Zhou Enlai in 1964. Chinese authorities have tended to focus on projects that achieve maximum impact both in terms of development and foreign policy.

China’s foreign assistance programming continues to be dispersed across a number of government units, although the Ministry of Commerce is, in principle, responsible for managing China’s assistance to foreign countries. With respect to China’s support for research for development, the main administrative units continue to be the Ministry of Science and Technology (MOST) and the Chinese Academy of Sciences (CAS).

This report also draws attention to several new trends in Chinese development assistance:

- China has increased its assistance to projects that build institutional capacity and develop human resources. This shift may open doors to new partnership opportunities between China and international donors in providing assistance in research for development to developing countries.
- China is devoting greater support for projects based in Africa. In terms of regional disbursements, Africa is slated for the largest increases in Chinese foreign assistance over the next five years.
- Building on the country’s experience in regional multilateral development cooperation in the Greater Mekong Sub-region and the Central Asian Region third, China is experimenting with new multi-donor development assistance partnerships via initiatives led by the United Nations Development Programme (UNDP).
- Chinese authorities are currently exploring new opportunities for international partnership in policy research and research for development around new multi-donor-supported south-south dialogue in Beijing.

On a more cautionary note, this report draws attention to the limitations in China’s recent exploratory steps in donor coordination, and the constraints that may be inherent in the new institutional partnerships that are currently being supported by the major donors in Beijing.

This report consists of seven sections. The first section discusses the historical development of China’s development-assistance programming since the mid-1950s and its guiding principles. The second outlines the basic decision-making and administrative structure of China’s development-assistance programming. The third section highlights the key agencies, policy guidelines, and program elements related to China’s support for international research for development, while the fourth draws on the most complete information available in the public domain and interviews with Chinese officials, to describe the patterns of China’s development assistance programming and disbursement. The fifth section describes the main components and disbursement patterns in China’s foreign assistance programming in research for development. Finally, the sixth and seventh sections analyze linkages and partnerships between China and international donors in development assistance in general, and in research for development more specifically (click [here](#) for full report).

3 INDIA

Over the past decade, India has quietly become a significant provider of development assistance to other less developed countries. In fact, current trends suggest that the country could become a net exporter of development assistance sometime in the next five years. This transformation is driven by India’s perception of itself as an emerging power, its competition with China for political influence and energy resources in developing countries, and the rapid growth of its domestic non-profit and private-consultancy sectors.

The broad aim of India’s development assistance programming is to increase the country’s geopolitical influence and develop a viable ‘pro-India’ constituency among key decision makers

in recipient countries. The single-most defining characteristic of this programming is the country's attempts to share its experience in poverty alleviation and economic development through an active pipeline of consultants and experts.

The bulk of Indian development assistance is devoted to training, capacity building, and other 'soft' investments in recipient nations—although the country also supports a number of capital projects through financial and technical assistance. India, however, sponsors virtually no research for development, even though almost all of what the country does abroad is carried out by the country's huge public-sector science and technology establishment.

The country's foreign policy establishment realizes that current mechanisms to provide development assistance are either vastly underdeveloped and overly bureaucratic, and a quiet debate is underway to focus the country's development assistance and establish more effective delivery channels.

The report consists of five main sections. The first will explore the historical development of India's transformation from recipient to donor of international development assistance. The second section examines the structure, flows, and priority areas of Indian development assistance. The third section looks at the emphasis placed on training, education and research for development, while the fourth section examines India's approach to international collaboration. Finally, the fifth section explores the emerging trends and future of India's development assistance (click [here](#) for full report).

4 SOUTH AFRICA

In keeping with its surging economic growth and regional influence, South Africa has become an emerging donor that is increasingly involved in Africa as a development partner—largely via peacekeeping, post-conflict reconstruction, and research for development. South Africa's apartheid-era development assistance program, which sought to buy a measure of respect for the country, has been transformed by the advent of democratic rule in 1994 into an instrument to advance the so-called African Renaissance. South Africa has tried to avoid following traditional North-South donor hierarchies by fostering cooperative engagement with its African partners.

Development assistance is still a recent innovation embedded within the broad framework of the New Partnership for Africa's Development (NEPAD) and the vision of an African Renaissance. As such, South Africa has no centralized agency to manage the country's burgeoning development assistance programs. Assistance is provided through the African Renaissance Fund of the Department of Foreign Affairs; a variety of government departments [especially Defence, Education, South African Police Services (under the Department of Safety and Security), Foreign Affairs, Minerals and Energy, and Trade and Industry]; and parastatals, government agencies, and other statutory bodies.

South Africa has no systematic database to track the country's development assistance, no separate financial reporting lines for development projects, no overall government strategy to direct aid, and no generic operating guidelines (outside of the African Renaissance Fund) to facilitate the overall provision of aid. However, suggestions have been made recently by the ruling African National Congress to create a South African International Development Agency (SAIDA), which would be located within the Department of Foreign Affairs.

Inspired by the idea of African Renaissance, South Africa's development assistance is directed almost entirely toward other African nations, and focuses on general improvements in governance, and on local priorities such as conflict prevention, resolution, and remediation. Within Africa itself, the bulk of South African's development assistance (some 70 percent) is focused on South African Development Community member states. Implicitly, security concerns are a priority and peacekeeping is a key element of South Africa's assistance efforts.

Development assistance activities for 2006 amount to between US\$363 million and US\$475 million, or 0.18 percent of GDP. The Department of Defence (55 percent) and the Department of Education (36 percent) accounted for the bulk of these expenditures. Assistance is not formally tied; however, most projects rely on South African inputs (skilled labour and technology), which form integral parts of project activities.

Research for development is a small component of South African development assistance and is structured under the Department of Science and Technology (DST) and its family of affiliated institutions: the National Research Fund (NRF), the Council for Scientific and Industrial Research (CSIR), the Africa Institute of South Africa (AISA), and the Human Sciences Research Council (HSRC).

Most research for development directly involves South African personnel, but the country provides very little, if any, direct funding. Although not tied formally, research for development projects typically involve South African inputs in collaborative endeavours based on specific expertise and capacity. For instance, South Africa participates in programs and projects of NEPAD as part of the African Union's (AU) Science and Technology Consolidated Plan of Action. In some cases, South Africa also provides practical support by hosting the secretariats and headquarters of NEPAD/AU science and technology programs and by providing facilities for their operations.

Since 2000, South Africa has increasingly experimented with tripartite partnerships, collaborating with a traditional donor to deliver development assistance to a recipient country (usually in Africa). Although each party's roles and responsibilities vary from case to case, these arrangements enable South Africa to play an increasing role in the continent without incurring high costs or engendering resentment from its neighbours. In fact, many donors consider South Africa a valuable partner because of its location, culture, history, and identity.

While several such partnerships are being developed, trilateral partnerships with multilateral agencies and institutions are not yet common. As such, there are no policies to direct trilateral cooperation. Individual departments establish trilateral partnerships with little overall coordination with other departments and agencies. However, to help formalize such efforts, the South African National Treasury drafted a trilateral policy in early 2007.

The limited number of bilateral and trilateral research for development projects in Africa, compared to the larger number of traditional projects, has been ascribed to the limited number of African governments and departments that request and can carry out research for development partnerships. The majority of projects appear to be implemented either by using donor funds and South African expertise or co-funded by donors and South Africa, and using South African expertise. Partnering occurs with university departments and research affiliates.

Much could be done to improve the tracking and assessment of South African development assistance. The country's development assistance is highly decentralized and can in no way be described as a single national program. However, if the country's development assistance were monitored, coordinated, and channelled, its impact and effectiveness could be vastly improved and it could play an enormous role in enhancing South Africa's role and profile on the continent.

Despite this challenge, South Africa's contribution to development assistance (as a percentage of GNI) is equal to that of several leading developing nations. And with the recommendations of the ANC Policy Conference and the support of the National Treasury to further formalize development assistance, it appears that South Africa's activity as a development partner will increase rapidly. The challenge for South Africa is to manage the evolution of its development assistance in a way that mitigates some of the negative perceptions and concerns about the country's motives on the continent, while advancing peace, stability, and development, and increasing its political leverage and furthering its commercial interests.

This report consists of seven main sections. The first provides a historical overview of South Africa's development assistance programs. The second and third sections provide an overview of the institutional mechanisms, components and disbursement patterns of South African development assistance, while the fourth and fifth sections shed light on the institutional mechanisms, components and disbursement patterns of South Africa's aid specifically focused on research for development. This is followed by an examination of the international linkages in South Africa's development assistance and research for development programs in the sixth and seventh sections (click [here](#) for full report).