

## Case 8

# Japan-Brazil Partnership Program: A Framework for Triangular Cooperation

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### 1. Introduction and Overview

This paper will attempt to give a bird's eye view of the Brazil-Japan bilateral process and framework in the Triangular Cooperation developed over the decades between the two countries. In so doing it will present some representative projects, including the ones touched on in other parts of this volume (in Chapter 3 and 4 and in Case 9).

The cooperation between Brazil and Japan has been developing through several stages. The first phase started in 1985, when the two countries started implementing triangular cooperation by means of what is called "third country training programs." The primary intention of the arrangement was to capitalize on the accumulated achievements and outputs of the bilateral cooperation carried out since 1958. Covering mainly the agriculture, health, vocational training and environmental sectors, the programs were mainly targeted at Latin American countries and Portuguese speaking African countries.

Collaboration between the two countries entered a new stage in 2000 when they introduced the Japan-Brazil Partnership Program (JBPP), seeking to conduct triangular cooperation based on a more equal partnership. Based on this framework, Brazil and Japan jointly formulated and implemented two new training programs.

Fuller cooperation enabling large scale joint projects became possible in the mid 2000s. In a high-level meeting held in April 2007, Sadako Ogata, then President of the Japan International Cooperation Agency (JICA), and Celso Amorim, Foreign Minister, Brazil, agreed that they would implement projects jointly in Africa. As the result of this meeting, JBPP proceeded to enter a full-scale execution stage. The first joint project was entitled "Training for Capacity Building of Josina Machel Hospital," which started in Angola in October 2007. In 2010, the two partners developed a new concept, the "Japan-Brazil Global Partnership for the

solution of global issues,” under JBPP. Over a period of approximately five years from the commencement of the first joint project in October 2007 to November 2012, JBPP realized 13 joint projects, 14 joint seminars, and 17 new third-country training courses. Not only has the number of joint activities been increasing, but the scale of each project has been expanding dramatically in terms of human resources, budget and materials, in such a way that projects under JBPP produce large and positive impacts for the development of the beneficiary countries.

## **2. Japan-Brazil Triangular Cooperation**

### **2-1 Trends in International Cooperation between Japan and Brazil**

While Japan’s budget for international cooperation has been following a declining trend in recent years, Brazil’s technical aid budget practically doubled every year between 2008 and 2010, reaching a record of approximately 90 million reals (about \$US 45 million) in fiscal 2011.<sup>1</sup> The number of Brazil’s partner countries has reached about 70. The basic position of Brazil, which calls itself a development partner rather than a donor, is that it will implement and promote South-South and triangular cooperation that is directly reflected in its foreign policy. Brazil regards this as a tool to achieve its diplomatic strategy.

Despite the increase in overall size of projects and budgets, Brazil is still in the middle of developing in terms of its capability and systems for implementing cooperation programs for the following reasons: it has yet to establish overseas offices specialized in international cooperation;<sup>2</sup> almost all decisions are made in Brazil rather than in beneficiary countries; Brazil still doesn’t have its own system of accounting and procurement and uses the United Nations Development Programme (UNDP) systems; and methods of formulating, monitoring, and evaluating projects are still under development. Triangular cooperation with Brazil, in the spirit of cooperation under the equal partnership, has been useful in strengthening Brazil’s capacity in international cooperation by making the traditional donors’ experience and method of international cooperation available.

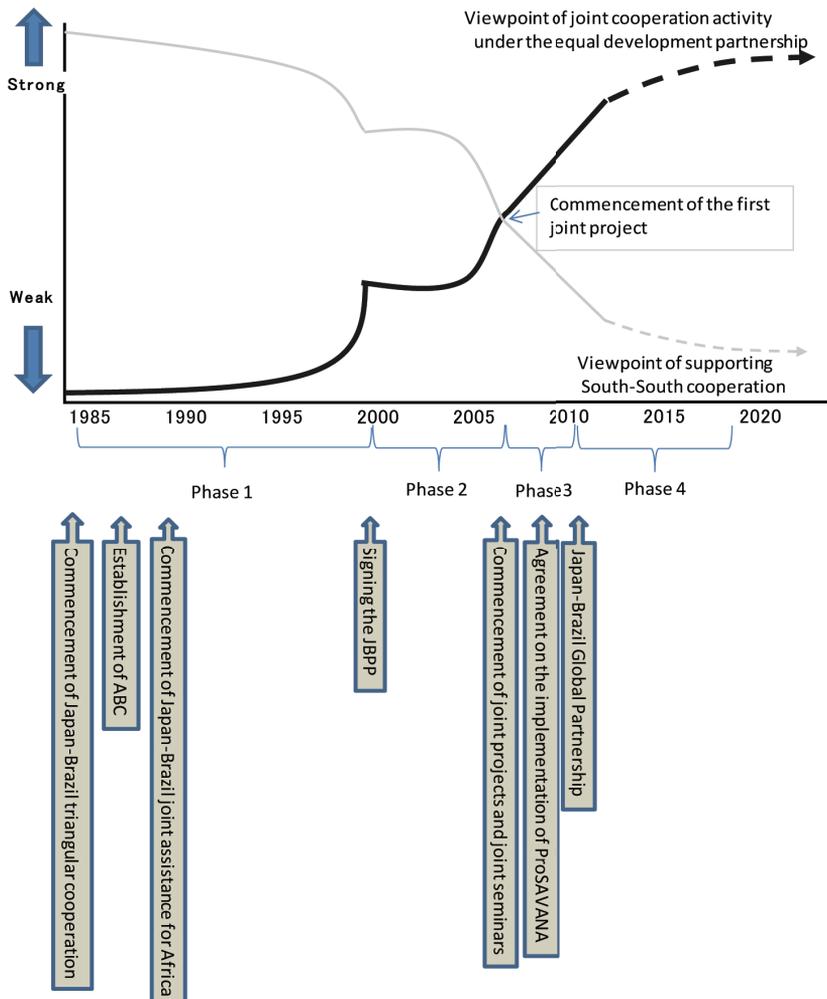
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<sup>1</sup> Brazil’s technical aid budget normally includes the travel cost and daily allowance of dispatched Brazilian experts and trainees from beneficiary countries but not such items as Brazilian experts’ salary and technical fees. (There exist exceptional cases.) If these expenses were included, the actual budget of technical aid would be five to ten times higher than the above figure (however, there is no statistical data for this).

<sup>2</sup> The contact in recipient countries is the Brazilian embassy.

As Brazil's capacity to provide international cooperation developed over the period, the meaning of JBPP for Japan has also changed; in its early years, Japan used to view JBPP primarily as a means of supporting Brazil in its capacity development for conducting SSC. In later years, however, with Brazil's ever-growing capacity as an international cooperation provider, JBPP has transformed itself into an equal partnership by which the two countries can cooperate to extend effective development cooperation.

**Figure 1: Changes in the Meaning of JBPP Seen from Japan's Perspective: From Brazil's Capacity Development for SSC to Equal Partnership**



## **2-2 Brazil as a Partner in Triangular Cooperation**

While Japan has been a strong proponent of South-South cooperation and triangular cooperation since the 1970s and was a forerunner in teaming up with Brazil, other donors, too, have begun actively being engaged in triangular cooperation programs in recent years. Countries such as Germany, the United States, France, Italy, Canada, Spain, and Israel have been strategically implementing triangular cooperation programs with Brazil. Also, the UK has recently been formulating projects. UN agencies are working with Brazil to implement South-South cooperation projects. Thus more and more actors are coming to team up with Brazil as a strategic partner in triangular cooperation. I believe the donor countries' intentions behind these movements are as follows: 1) to make use of Brazil's rich body of technology and experience; it has one of the world's highest levels of resources that can be used for development cooperation in terms of technologies developed in and applicable to tropical areas; and 2) to strengthen their bilateral diplomatic relationship with Brazil, which is experiencing strong growth as an emerging country.

Motivated by these and perhaps by other factors, many countries are showing a high level of commitment in the strategic promotion of projects. For example, US Secretary of State Hillary Clinton signed a framework document to promote triangular cooperation with the Brazilian government in 2009.

Meanwhile, Brazil seems to be promoting triangular cooperation against the backdrop of and for the purpose of the following: 1) to take advantage of the technologies and funds coming from developed donor countries for the implementation of projects with large potential impacts; 2) to learn developed donor countries' methods and know-how in international cooperation management; and 3) to strengthen its bilateral relationship with partner countries which are generally traditional developed donor countries.

## **3. Japan-Brazil Triangular Cooperation**

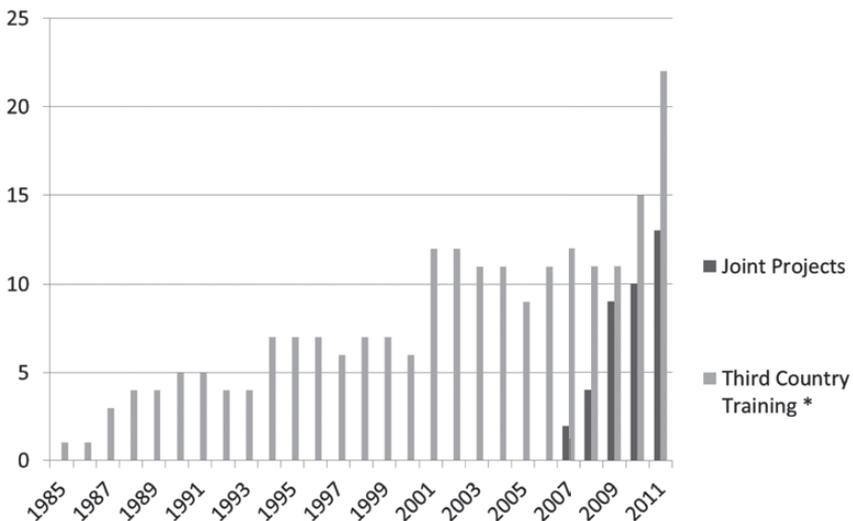
As stated above, the history of Japan-Brazil triangular cooperation can be divided into four phases (see Figure 1 for changes in the number of projects):

- ✓ Phase 1 (from the 1985 commencement of third-country training, "The Electrical and Electronics Course," to March 2000);

- ✓ Phase 2 (from the signing of JBPP in March 2000 to April 2007);
- ✓ Phase 3 (from the meeting of Ms. Ogata and Mr. Amorim in April 2007 to June 2010); and
- ✓ Phase 4 (from the launch of the “Japan-Brazil Global Partnership for the solution of global issues” in June 2010).

Japan-Brazil triangular cooperation grew dramatically in Phase 3, and the current theme of JBPP is “global issues,” or more specifically: “food security,” “environmental measures and climate change remedies,” “measures to improve health and prevention of infectious disease,” “enhancing good governance and public security,” and “disaster prevention.” Some examples are described below.

**Figure 2: Number of Projects Implemented under Japan-Brazil Triangular Cooperation**



\*number of courses provided annually

### 3-1 Triangular Cooperation Programme for Agricultural Development in African Tropical Savanna Among Japan, Brazil and Mozambique (ProSAVANA-JBM)

Japan and Brazil implemented international cooperation projects for the development of the tropical savanna in Brazil called the Cerrado, for more than 20 years (since the late 1970s). These projects have been changing the barren earth into the world’s largest green belt and have greatly helping to stabilize global food prices and food supply. The

ProSAVANA program is designed to create market oriented agricultural development models while securing the coexistence of small to large scale farmers with environmental consideration and measures for Africa's savannah areas, the last agricultural frontier on earth. By making use of past experience with the Japan-Brazil Cerrado development project, it aims to meet the growing demand for food due to the economic development of emerging countries, and contribute to Mozambican and world food security.

The program is beginning in the areas neighboring the Nacara Corridor in northern Mozambique. In Phase I, it aims to develop human resources and formulate an approximately five-year development plan by carefully joining the following elements: technical cooperation to improve agricultural research capacity, study to create a master plan for agricultural development, and technical cooperation to strengthen the capacity of agricultural extension and conduct agricultural demonstrations. The plan of Phase 2 is to implement agricultural development activities in the field and monitor the project's progress and outcomes. One noteworthy aspect of the program, not very usual in triangular cooperation, is that it started promoting cooperation between the public and private sectors in Japan, Brazil, and Mozambique immediately after the program began. This element has been emphasized because without private sector participation through the principle of Responsible Agriculture Investment (RAI), it would be impossible to achieve a development of the expected scale; Mozambique has a tropical savanna of 55 million hectares, approximately 15 times greater than Japan's cultivatable area.

### **3-2 A Japanese-Brazilian Adviser for Human Resource Development in Mozambique**

Another project under JBPP is a case where a descendant of former Japanese immigrants to Brazil has had an important role to play. Dr. Lucy Ito (Medical Department of the University of São Paulo), a third-generation Japanese Brazilian, provided expert service to Mozambique's Ministry of Health as JICA's first long-term third-country expert in the world. Dr. Ito worked to establish the groundwork for the human resources development system and supported authorization of the first Mozambican-made textbooks and manuals<sup>3</sup>, that were in a state of extreme short supply, for several technical training courses for health

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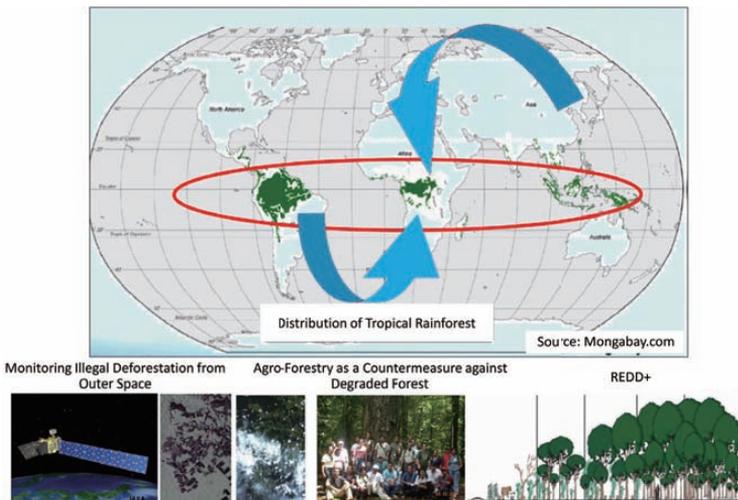
<sup>3</sup> Until then they were using learning materials developed in foreign countries, not necessarily fit to the Mozambican contexts.

professionals. The project in which Dr. Ito is working is a Japanese international cooperation program, where, along with her professional skills and knowledge, Dr. Ito can take advantage of her familiarity with cultures and traditions both of Japan and Brazil.

### 3-3 The Japan-Brazil Global Network for the Conservation of the Tropical Rainforest <sup>4</sup>

Bilateral cooperation between Japan and Brazil has also been contributing to the creation of a tropical rainforest conservation model. Amid the strong demand for Brazil's technology and experience by other countries in the world that possess tropical rainforests, Brazil, which has the largest tropical rainforest in the world, and Japan are now jointly providing technical assistance on the following three themes: "monitoring tropical rainforests from artificial satellites," "reducing emissions from deforestation and forest degradation in developing countries (REED+)," and "spreading agro-forestry as a countermeasure against forest degradation." Under these themes, the cooperation between Brazil and Japan is expanding on a global scale and is covering non-Portuguese-speaking African countries, such as those in the Congo Basin, and Southeast Asian countries, and it can be called the "Japan-Brazil Global Network to Save the Tropical Rainforests". A conceptual diagram and tangible examples of such cooperation are shown in Figure 3.

Figure 3: Vision of the Japan-Brazil Global Network to Save Tropical Rainforests



<sup>4</sup> For more details, see Case 9 of this volume.

### **3-4 Japan-Brazil Coordination and Cooperation to Improve Public Security in Central America**

Since 2000, Japan has been implementing bilateral technical cooperation with the State of São Paulo, which has suffered an extremely large number of crimes compared to other parts of the world, by facilitating community police activities based on Koban (Japanese-style police station). This has contributed to a reduction of the murder rate of the state by 70% over 10 years. Based on this achievement, the Japanese and Brazilian governments have been developing human resources to improve public security in Central American countries<sup>5</sup> that are interested in the São Paulo model, and have maintained dialogues since 2005. Even some developed countries, especially European countries, have begun to take a strong interest in learning about the successful cases in São Paulo.

#### **4. Points to Consider for Future Promotion**

Though there has been steady progress in the activities, JBPP, in my personal view, has several challenges to face for its continued progress, such as the following:

##### **✓ Strengthening the Dissemination of JBPP Activities**

The experience coming out of JBPP activities may be worthy of being shared and made known more widely. Among the JBPP activities, the ProSAVANA program cited above has become one of the best-known triangular cooperation programs in the world; it has been taken up by the mass media on occasions such as G20 meetings, the High-Level Forums for South-South cooperation, and summit meetings. However, there are more cases with interesting and important achievements/experiences, and active and constant dissemination of information and experiences of such JBPP projects are in order.

##### **✓ Looking at JBPP as an International Cooperation Instrument**

When JBPP was being advanced, top priority was placed on the implementation of projects to achieve tangible and concrete results, and efforts for publicly disseminating such achievements of this framework to the international development community have at best been inadequate. However, as the JBPP has already achieved massive results that can be disseminated and is turning a new page in international cooperation, it would be worthwhile to look back at JBPP and clarify

<sup>5</sup> El Salvador, Costa Rica, Guatemala, and Honduras

what have been its advantages and disadvantages, and what will be its further possibilities. This kind of intellectual analysis could be done from various angles in cooperation with universities and research institutes.

### ✓ Development of Practical Implementation Structure

JBPP triangular cooperation projects are planned and implemented based on an equal and horizontal partnership among three countries, but the system and capacity of JBPP for effective implementation are still under development. From a practical point of view, the following two seem essential: 1) to create sufficient and very close communication among the persons in charge of the three countries; 2) to facilitate mutual understanding through periodic communication among high-level authorities.

**Table: List of the JBPP Projects**

	Beneficiary Country	Project Name	Brazilian Institute	Implementation Period(JFY)
Joint Cooperation Project (PCJ)				
1	Angola	Capacity Development for Josina Machel Hospital	USP, UNICAMP, HSC	2007-2009
2	Angola	Vocational Training Advisor	SENAI	2007
3	Madagascar	Improvement of Maternal, Neonatal and Child Health Service in Madagascar	HSF	2008-2009
4	Mozambique	Improving the Sanitation and Sustainable Water Distribution in Zambezia State	EMBRAPA	2008-2010
5	Mexico	Development of Tropical Fruit Culture and Promotion of Small Producers	EMBRAPA	2009-2011
6	Mozambique	Advisor for Personnel Training in Health	USP	2009-2011
7	Guatemala	Strengthening of the Urban Planning Capacities	IPPUC	2010
8	Mozambique	Strengthening the Capacity of Agriculture Reseach Institute of Mozambique	EMBRAPA	2010-2015
9	Bolivia	Improvement of health service delivery at community level	NUSP /UFPE	2010
10	Paraguay	Strenghtening of Transparence and Capability Development of the Local Governments	IMAP	2009-2011
11	Angola	Strengthening the Health System through Human Resources Development in Josina Machel Hospital and the other medical facilities and revitalization of primary health care in Angola-PROFORSA	MS, FIOCRUZ, (UNICAMP)	2011-2014
12	Bolivia	Value-added Agriculture and Forestry for Improvement of the Livelihood of Small scale farmers in North of La Paz	CEPLAC, CAMTA	2011-2014
13	El Salvador	Supporting Community Police Activities	PMESP	2011-

Joint Seminar (SCJ)				
1	Central America	International Community Police Meeting (in São Paulo)	PMESP	2007
2	Mozambique	Seminar for TCTP ex-participants in Mozambique (in Maputo, Mozambique)	ABC	2008
3	Paraguay	Seminar for the Formation of Human Resources in Transports (in Assuncion, Paraguay)	CEFTRU	2009
4	Latin America and Caribbean	2nd International Seminar of Non Revenue Water Management (in São Paulo)	SABESP	2009
5	Central America	International Meeting of Community Police (in São Paulo)	PMESP	2009
6	NA	JBPP Promotion Meeting 2010 (in Brasilia)	ABC	2009
7	Mozambique	International symposium Brazil-Japan Joint Agricultural cooperation in Tropical Savannah of Mozambique-PROSAVANA JBM- (in Tokyo)	EMBRAPA, etc	2009
8	SADC	Seminar for the Promotion of the Understanding on the ISDB-T system of digital television through the Brazil-Japan collaboration (in Sao Paulo)	DCT/MRE, MC	2010
9	NA	Seminar for the 10 years of the JBPP and 25 years of Triangular Cooperation (in Brasilia)	ABC	2010
10	Latin America and Africa	International Conference on Humanized Child Birth (in Brasilia)	REHUNA	2010
11	Pan Amazon Countries	International Symposium on Agroforestry Systems (in Belem)	EMBRAPA	2010
12	Central America	International Meeting of Community Police (in São Paulo)	PMESP	2010
13	Mozambique	International Seminar on Investment to Mozambican Agricultural Sector (in São Paulo)	MRE	2011
14	Central America	4th International High Level Meeting of Community Police (in São Paulo)	PMESP	2011
Third Country Training Programme (TCTP)				
1	Various	Electric Engineering and Microcomputer	SENAI	1985-1989
2		Rescue and Fire Fighting	Corpo de Bombeiro DF	1987-1991
3		Applied Electronic Circuit and International Training Course on Microcomputer	SENAI-MG	1990-1994
4		Ceramics Technology and International Training Course on Housing Technology and Planning	IPT	1992-1996
5		Geriatrics	PUCRS	1994-1998
6		Quality Control of the Measles Vaccine	FIOCRUZ	1993-1997
7		Water Pollution Control	CETESB	1994-1998
8		Protective Relaying for Electric Power Generation and Transmission Systems	CESP	1994-1998
9		Vegetable Crops Production	CNPH/EMBRAPA	1995-1999
10		Tropical Diseases	LIKA/UFPE	1996-2000
11		Forest Watershed Management	IEF-SP	1995-1999

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12	Various	Factory Automation Systems	SENAI SP	1997-2001
13		Strengthening on the Most Advanced Gastroenterological Diagnosis Training Course	UNICAMP	1998-2002
14		Domestic Waste Water Treatment Techniques	SABESP	1999-2003
15		Study of Poisonous Animals, Diagnosis and Treatment of Accidents caused by Poisonous Animals and Production of Antivenoms	BUTANTAN	1999-2003
16		Urban Railway Transport System	TRENSURB	1999-2003
17		Geriatrics	PUCRS	2000-2004
18		Progress in Livestock Parasitosis Diagnosis	UFBA-EMV	2000-2004
19		Vegetable Crops Production	CNPH/EMBRAPA	2000-2004
20		Worker's Health	CESTEH/FIOCRUZ	2001-2005
21		The JBPP Joint Training Course for Tutors in Public Health	FIOCRUZ	2001-2005
22		Tropical Diseases	LIKA/UFPE	2001-2005
23		Productivity Integrated Management	IBPQ-PR	2001-2005
24		Manufacturing Automation Systems	SENAI	2003-2007
25		Domestic Wastewater Treatment Techniques	SABESP	2005-2009
26		Rescue and First Aid Techniques	Brigada Militar	2005-2009
27		Livestock Parasitosis Diagnosis (Prorogation)	EMV-UFBA	2005-2009
28		Development of Immunobiologicals to the Public Health	BUTANTAN	2006-2011
29		Opportunistic Infections in HIV / AIDS Patients	UNICAMP	2006-2010
30		Sustainable Vegetable Crops Production	CNPH/EMBRAPA	2006-2010
31		Tropical Diseases	LIKA/UFPE	2006-2010
32		Agroforestry Systems Technology	CPATU/EMBRAPA	2006-2010
33		Urban Railway Transport System	TRENSURB	2006-2010
34		Urban Management Practices	IPPUC	2006-2010
35		Cassava Production and Processing and Tropical Fruits Production	CNPMF/EMBRAPA	2007-2011
36		Health Promotion, Local Development and Healthy Municipalities	NUSP/UFPE	2009-2013
37		Tropical Forest Monitoring	INPE/IBAMA	2010-2013
38		Great Rivers Discharge Measurement Techniques	ANA	2010-2014
39		Humanized Maternal and Childcare	FAIS/HSF	2010-2014

40	Various	Best Practices in Non-Revenue Water Prevention and Control	SABESP	2010-2014
41		Tuberculosis Management	FIOCRUZ	2010-2014
42		Persistent Organic Pollutants of the Stockholm Convention	CETESB	2011-2014
43		Agroforestry Systems Technology	EMBRAPA Amazonia Oriental	2011-2015
44		Reduce Emissions from Deforestation and Forest Degradation	INPA	2011-2012
45		ISDB-T Method for Digital television	Ministerio of Communication	2011-2012
46		Sustainable Vegetable Production	Embrapa Vegetables	2011-2015
47		Cashew Fruit Cultivation: Production, Post-Harvest and Industrial Processing of Cashew's fruit and peduncle	EMBRAPA Agroindustry	2011-2015
48		Sustainable Urban Management Practices	IPPUC	2011-2015
49		Comunity Police Koban System	Military Police of Sao Paulo State	2011-2013
50		Strengthening of Monitoring Capabilities of Mercury in the Amazon Region according to the Minamata Convention	IEC	2012-2015
51	Strengthening of Capabilities for management of International Cooperation by LDCs	ABC	2012-2015	