



**Federative Republic of Brazil  
Ministry of External Relations  
Brazilian Agency for Cooperation**

**Policy Dialogue on Development Co-operation  
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**Session II – Triangular Co-operation**

(Intervention made by Márcio Lopes Corrêa, Coordinator-General  
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Mr./Mrs. Chairperson,

On behalf of the Brazilian Cooperation Agency (ABC) I would like to thank the Government of Mexico, the Ibero-American Secretariat and the OECD for this opportunity to share with you our views and approaches concerning the modality of "triangular cooperation".

2. Development is the centerpiece of the cooperation provided by Brazil. The motivations are strong: the close cultural and historic relationship with developing countries, especially in South America and in Portuguese-speaking African countries. This commitment goes beyond Latin America and Africa, reaching other regions where cooperation is a necessary tool to foster

development. For instance, in 2008, ABC managed the approval and implementation of 236 technical cooperation projects with 46 countries in Latin America, the Caribbean, Africa, Asia and Oceania. At least 43% of the resources were directed to African countries. The main areas covered by our technical cooperation to developing countries are: agriculture, health, education, professional training, e-government, environment, urban development, bio-fuels and justice.

3. We don't label ourselves as "emerging donors". The fact that Brazil is more and more providing technical and financial support to developing countries does not change the basic policy of Brazil towards development cooperation, which favors a horizontal approach rather than a vertical one.

4. Our cooperation is motivated by solidarity to other developing countries, demand-driven, non-profit, and aimed at helping our partners to strengthen their institutions and human resources. Focusing capacity development, we believe that partner countries benefit from an effective transfer and absorption of knowledge, and from an exchange of experiences developed in Brazil under quite similar socioeconomic realities. Brazil has acquired a relevant asset of technical knowledge, which can be, in many occasions, better adapted and applied to developing countries, compared to traditional aid available elsewhere. In this context, South-South cooperation has proven to be highly effective and significantly low-cost.

5. As a background before addressing the issue of Triangular Cooperation, I would like to say that Brazil recognizes the need to create synergies and better coordination among development partners. The usual mechanisms to

plan the international cooperation, such as the bilateral South-South joint-committees, donor countries' country reports and strategic plans, and the multilateral organizations' programming exercises, many times do not exchange information among themselves. The negative impact of this lack of coordination and harmonization falls upon the beneficiary countries, which have the burden of keeping track of many parallel negotiations and procedures.

6. Everybody should commit to promote harmonization, but this endeavor must respect the particularities of each modality of development cooperation, without the imposition of models or principles that are not bound by multilateral consensus. This aspect should be taken into account when debating triangular cooperation and the establishment of partnerships between the developed countries and the more advanced developing countries.

7. Now talking about the modality of triangular cooperation, the successes obtained by Brazil through the implementation of sound domestic policies, innovative programs and new development approaches, many of them converted into forms of international cooperation, have prompted a handful of developed nations to come up with proposals for triangular operations. Although the bilateral South-South technical cooperation is a priority, today, for the Brazilian foreign policy, and will continue to be that in the future, ABC believes that triangular partnerships are valuable mechanisms to strengthen the impact of development initiatives, as far as the differences in terms of practices and procedures between the partners do not jeopardize the process.

8. Brazil's comparative advantages in terms of culture, ethnic diversity, commitment with the peaceful resolution of conflicts and of using development as an instrument of reducing asymmetries, offer very positive conditions towards its composition with the traditional North-South cooperation. Besides, it is worth mentioning the fact that Brazil has knowledge and technology of easy adaptation to the realities of other countries.

9. Triangular cooperation favors the optimized use of the comparative advantages of the Partners involved. On the non-traditional provider's side, the dissemination of knowledge already adapted and tested in similar conditions to those found in the beneficiary country. On the "third-party" side, the mobilization of larger amounts of resources and technical inputs, widening the scale of the projects, and favoring actions of bigger impact. This last point is very important: widening the scale. If we could say that there is a "vocation" or "mission" for Triangular Cooperation, it would be the conception of joint strategic programs or projects, that may go a step ahead from the bilateral cooperation provided through North-South and South-South modalities. As for "strategic programs or projects", I could mention the establishment or improvement of regional, sub-regional or national institutions, that may perform a germinal role in the development of the beneficiary countries or regions, whatever the thematic area involved.

10. We believe that the triangular cooperation should always incorporate the following elements, most of them already present in any South-South initiative, namely:

- triangular projects must be complementary to the existing bilateral South-South cooperation, since the latter precedes the former.
- react to demands originated in developing countries;
- there must be an effective transfer of knowledge between the developing countries necessarily involved in a triangular partnership);
- do not interfere in the beneficiary country's internal affairs;
- triangular projects must feature a structuring approach, a larger scope, avoiding punctual activities that have already been assisted through bilateral channels;
- project proposals should be prepared by the interested countries, with the advice of experts coming from the institutions designated by the development partner. In case of the least developed countries, even the smallest contribution from the beneficiary country should be praised, because such efforts denote commitment and represent the first manifestation of ownership;
- in the case of triangular initiatives supported by ABC, Brazilian institutions must act as the main source of the knowledge to be shared;
- ABC must bear part of the costs of the triangular cooperation project;
- ABC does not favor the creation of "trust-funds" to be administered by international organizations, in order to avoid the risk of having resources with low rate of disbursements and no capacity of ABC to fix things. ABC prefers to finance triangular projects one-by-one, even under an umbrella program.

11. There are cases that the Brazilian government has difficulties to classify as triangular cooperation. For instance, when a developing country is invited by a partner solely to provide funds for a project in benefit to a third country, we consider this a donor-recipient relationship, with no elements of South-South exchange. The same understanding applies to the situation where donor countries or international organizations approve a project with a developing country and, later, hire experts from Brazil to provide short-term expertise abroad, without the involvement of Brazilian institutions and government. In this case, we consider it as a "service contract", not a triangular partnership. In such examples, there is not an effective contact and exchange of experiences between the two developing countries, where the particularities of the beneficiary side could be adequately assessed by the other partner.

12. As Brazil does not consider itself as an "emerging donor", the South-South components present in triangular cooperation schemes with developed partners are based on different standards compared to the North-South cooperation. But such differences should not be a major challenge, because we believe that both modalities are convergent in the promotion of local ownership, alignment with national development policies and coordination and transparency among partners.

13. For the success of triangular partnerships, it is essential that traditional donor countries and international organizations get familiar with the basic elements of South-South cooperation. It is important to stress that triangular cooperation should not be seen as a different way of doing North-South

cooperation. Brazil and a given donor country cannot decide by themselves which projects will be approved and implemented in a developing country, without full engagement and participation of the latter.

14. Triangular cooperation in Brazil has been growing up fast, entailing partnerships with Japan, the USA, Germany, France, the UK, Italy, Spain, and a host of multilateral agencies, such as UNDP, ILO, IICA and UNODC. New arrangements are being prepared with the OHCHR, UNESCO, UNICEF, ITC, OAS, PAHO and UNITAR. Amongst the sectors covered by this mode of operation it is worth quoting the Agriculture, Public Administration, Environment, Food Security, Bio-fuels, Health, Urban Development and Management of Water Resources.

15. ABC has tried to implement, since 2008, a new strategy of action for Brazil's South-South cooperation that focuses on the conception, as long as the conditions for that are present, of "structuring" projects rather than the automatic reproduction of the traditional model of punctual projects. The referred projects entail many advantages for Brazilian cooperation and, in particular, for the beneficiary countries. Firstly, the social and economic impact on the targeted public of the cooperation is bolstered, achieving more sustainability of the technical cooperation outcomes. Secondly, such approach facilitates the mobilization of Brazilian institutions for the implementation of the different components of the projects. This strategy favors a lot the negotiation of triangular partnerships with other international partners.

16. The challenge that we believe triangular cooperation faces today is how to articulate South-South Cooperation and North-South Cooperation using mechanisms that are efficient and that make the most of the contribution of each partner. Different timings, different procedures, different understanding about the role of each side, are all elements that have already troubled some of the triangular projects between Brazil and foreign partners.

17. The new triangular cooperation programs in negotiation between Brazil and Japan and Brazil and the United States in the areas of agriculture and health in Africa, are based on broader frameworks and results, with the intention of reaching structural actions which bring about local development process. The success of those initiatives could be transformed in case-studies for the conception of more effective models of triangular cooperation, which could be evaluated as a contribution to the general debate on how to improve development cooperation.

Thank you.