

IDS

EVIDENCE REPORT

No 33

Rising Powers in International Development

DFID-IDS Learning Event Report, December 2012: Understanding Health, Social Policy and Civil Society in the BRICS Countries

Rising Powers in International Development (RPID) Programme, IDS

October 2013

The IDS programme on Strengthening Evidence-based Policy works across seven key themes. Each theme works with partner institutions to co-construct policy-relevant knowledge and engage in policy-influencing processes. This material has been developed under multiple themes.

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DFID-IDS LEARNING EVENT REPORT, DECEMBER 2012: UNDERSTANDING HEALTH, SOCIAL POLICY AND CIVIL SOCIETY IN THE BRICS COUNTRIES

Rising Powers in International Development (RPID) Programme, IDS

October 2013

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Contents

1	Introduction	2
2	Agenda	2
3	Summary	2
	Annex 1: List of participants at learning events (4–6 December)	6
	Annex 2: Rising Powers in International Development (RPID) Programme Overview	7
	Annex 3: Learning from the experiences of Rising Powers in health and social policy	9
	Annex 4: China and Brazil in African agriculture	11
	Annex 5: Thematic Scoping Study: Civil Society from the BRICS	14

Tables

Table 1	Structure of the IDS Thematic Scoping Study on Civil Society in the BRICS	4
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Introduction

This document presents a summary of a series of meetings held at the DFID offices in London on 6 December 2012. The meetings, attended by DFID and IDS staff, constituted a learning event that aimed to communicate key IDS findings at this stage of the Rising Powers in International Development (RPID) programme. A number of presentations were delivered by IDS fellows, followed by general discussion.

1 Agenda

The following agenda was discussed:

- Key strands of the RPID programme;
- Health and social policy: experiences of the Rising Powers;
- China and Brazil in African agriculture;
- Civil society in the BRICS.

2 Summary

1. The IDS RPID programme, which comprises three categories (evidence, learning and influence), each of which contains multiple strands, was outlined. The fluidity of the process was discussed, and it was observed that there is a learning process for all partners in this relatively new field. Questions had been raised on how to manage a relationship with local partners who see the study primarily as an opportunity for advocacy and not simply research. It was pointed out that the BRICS countries do not present a strong grouping and have as yet sustained only limited networks between each other.
2. The increasing global influence of the BRICS was discussed in the context of their significance as new centres of social and health policy innovation. The BRICS states are increasingly engaged in low-income countries, and increasingly playing a leadership role in international organisations. They have shown capacity in the management of rapid social and economic change. They have also demonstrated a reduction in poverty, and innovative health and social sector reforms. Some of the states have shown the ability to channel major investments in poor regions – Western China Development, for example, was the largest development initiative of the late 1990s and early 2000s. For these reasons, there is also growing interest in the Rising Powers amongst policymakers in low-income countries.
3. A number of constraints to mutual learning were identified. The short history of rapid development in these countries has not yet yielded a sufficient evidence base with which learning can take place, especially given the lack of systematic evaluations. These countries also possess limited experience of training researchers to produce studies that are aimed at generating lessons for other countries. There exist limited links and mutual understandings between the Rising Powers, and limited experience with the transfer of lessons from development to low-income countries. Meetings of BRICS heads of state and ministers of health are creating a framework for mutual learning, but it will take a long time to translate this into effective practice. Informal connections remain highly nascent.

4. Some possible areas for DFID engagement were discussed in the context of Brazilian–Chinese mutual learning. These included: support for studies aimed at identifying lessons for mutual learning that are also relevant to low-income countries; helping Brazilian and Chinese policy analysts learn from international experience about the effective transfer of development lessons to low-income countries; supporting studies by Brazilian and Chinese policy analysts of their country’s engagement in the health systems of low-income countries; supporting informal arrangements for mutual learning between policy analysts in the Rising Powers, the UK and low-income countries; and facilitating engagements between those with technical skills on key global health issues.
5. Differences between the BRICS in health and social policy were discussed. It was suggested that South African health policy is likely to be substantially different from that in Latin America, as the size of the South African state is not comparable to Latin American states. China and Brazil have meanwhile made universal health coverage a top priority for prominent politicians. An examination of the internal political agenda of these countries shows that universal health coverage is considered highly important to the senior leadership.
6. There was a discussion of the role of China and Brazil in African agriculture. Brazil remains a relatively minor player in ODA terms, but compelling success stories across a range of development issues highlight its symbolic value as a ‘Southern’ power. Development cooperation has functioned as an instrument of foreign policy with a strong impulse from Lula, the former president. A number of principles have characterised Brazil’s role, including no association with commercial interests, no imposition of conditions, no interference in domestic affairs, and demand-driven action. This has taken place within a particular institutional setting characterised by disputed scope and fragmentation. Brazil’s successes have been prominent in agriculture, bioenergy, social protection and public health. However, Brazilian development aid remains highly fragmented.
7. China has been present in Africa for more than 40 years. There has been a rapid growth in Chinese aid, trade and investment in Africa during the past ten years; China is now the largest trading partner with Africa. While Chinese aid is rapidly growing, it remains small compared to aid from OECD countries. The agriculture sector remains small in this context, but it is a ‘focus’ sector for future Chinese strategy. There remains, however, an imbalance of impact. While China commands a huge presence in African countries, such presence is still marginal to China. Trade, aid and investment are all explicitly and deliberately mixed in official Chinese discourse on ‘cooperation’ with Africa. This is framed as South–South collaboration, emphasising the long history of ‘Chinese African friendship’.
8. Some limits of policy and technology transfer were discussed. It was suggested that the ‘land grabbing’ issue may have been overstated in analysis of this topic. Countries like China are not subject to Western sanctions in countries like Zimbabwe, which provides them with an advantage in this area. ‘North–South’ and ‘South–South’ concepts may no longer be useful in a complex world. It was emphasised that there is no single Brazilian or Chinese model. The technical bias of both donors and recipients in this context has led, it was argued, to a highly technocratic approach. This approach has drawn criticism from civil society. Rising Powers have shown that they can be ill

prepared to deal with the local context in Africa. Some engagements, like India's presence in Ethiopia, are conducted via many small-scale projects. These can be more influential and important than big bilateral agreements. South–South Cooperation discourse relies on a sense of mutual advantages, and a non-predatory approach to collaboration. By contrast, Northern donors can often seem 'slippery' and can appear to disguise their real intentions.

9. There was a discussion on civil society in the Rising Powers. Blurring North–South boundaries calls for reassessing civil society roles. A rapidly changing scenario requires new capacities, resources, and spaces for dialogue – all in short supply in the context of shrinking Northern funds. There is a dual imperative for policy-oriented NGOs to engage: follow traditional opponents overseas and respond to a funding crisis for work at home. Beyond a few global players, CSOs from the BRICS are starting from a very low base of knowledge and collective organisation.
10. Further problems were observed for civil society in the BRICS. First, despite differences, across the BRICS, governments share statist and nationalist perspectives that question the rationale for civil society inclusion. Second, BRICS development cooperation modalities leave little room for instrumental inclusion of CSOs via 'neoliberal outsourcing'. Third, the regional dominance of individual BRICS countries brings a political risk of associating CSOs engaged in development activities with hegemonic strategies. Fourth, development cooperation policy influence is wielded by academic institutions. CSOs therefore need academic allies to gain traction.

Table 1: Structure of IDS Thematic Scoping Study on Civil Society in the BRICS

Brazil	<ol style="list-style-type: none"> 1. Partnership with CSO networks via Articulação SUL, LogoLink. 2. Actors, spaces, discourses identified in 'State of the Debate' study. 3. Workshops and key informant interviews – civil society and government. 4. Track engagement up to 2014 BRICS Summit.
Russia	<ol style="list-style-type: none"> 5. Partnership with IORI/HSE: Civil Society G20 forum as entry point. 6. Study starting December 2012.
India	<ol style="list-style-type: none"> 7. Partnership with PRIA (FIMForum network coordinators). 8. Learning from civil society/Gol dialogue around 2012 BRICS Summit. 9. Workshop planned for January 2013.
China, South Africa	<ol style="list-style-type: none"> 10. Studies starting 2013 (partnerships through FIMForum/LogoLink).

11. CSO engagement in innovation was seen as fundamental to key areas of South–South Cooperation. However, many innovations are not being exported, including migrant welfare support (China), health system accountability (Brazil), inclusive local governance (India). There is a mismatch between CSO engagement in BRICS' domestic policy spheres, and CSO absence from the export of policy innovations in South–South Cooperation. This presents a number of research, practice and policy challenges.
12. Further discussion took place on transparency and accountability in South–South Cooperation. Country-level engagement efforts are stimulated by the emergence of new agencies, but constrained by the sensitivity of cooperation as a 'foreign policy' issue. There have been civil society calls for a formally

recognised network for civil society engagement with BRICS stimulated by the anticipated BRICS Bank. CSO engagement is framed around a development role, with an emphasis on social and human development, sustainability as counterpoint to dominant infrastructure, technology and trade discourse. Inequality is a key issue that links social justice with governance, growth and development effectiveness.

13. It was observed that there can be tension between international and national NGOs, which are often competing for the same funding, and have varied political standpoints. Many wish to be known as development organisations and not NGOs, it was noted. The discursive framework with regard to CSOs can change quickly: there was, for example, quite a successful 'global civil society' discursive frame until Busan.
14. British funding of civil society in BRICS countries was discussed. It was suggested that British institutions are welcome if they are able to facilitate meetings, but much depends on the framing. A discourse of mutual learning and exchange is unlikely to cause problems. Such problems might arise, however, if one was seen to be pushing 'the UK brand' too strongly. Common questions from BRICS governments are likely to be: who are these civil society groups representing? Who provides them with funding? Such questions need to be considered.

Annex 1 List of participants at learning events (4–6 December)



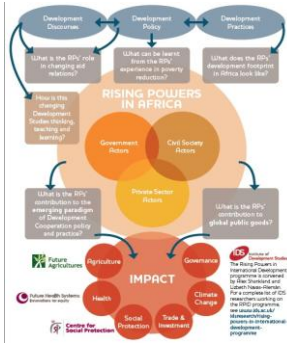


DFID

Participant	Position
Laura Kelly	Head of Global Partnerships Department (Acting)
Elinor Wakefield	Emerging Powers
Aishah Afzal	Emerging Powers Economist
Liberty Timewell	Emerging Powers Policy Support
Chris Chalmers	Head of Beijing Office
Jo Nicholls	Beijing Office
Ian Shapiro	Head of India Office
Karen Mahy	India Office
Sangeeta Mehta	India Office
Will Hines	Head of South Africa Office
Michael Ellis	Head of Brazil Office
Max Lombardo	Brazil office
Helen Yaxley	Colombia Office
Dan Pike	MENAD (London)
Jasmine Jahromi	MENAD (London)
Frances Israelsson	Africa Division (EP liaison)

IDS

Participant	Position
Alex Shankland	Research Fellow
Gerald Bloom	Research Fellow
Rômulo Paes de Sousa	RPID Advisory Council Member
Mark Davies	Research Fellow
Hayley Macgregor	Research Fellow
Deepta Chopra	Research Fellow
Lidia Cabral	DPhil Student
Musab Younis	Research Officer

Annex 2 Rising Powers in International Development (RPID) Programme Overview

 <p>Rising Powers in International Development (RPID) Programme Overview</p> <p>Lizbeth Navas-Alemán and Alex Shankland RPID Co-Convenors</p> <p>DFID Workshop on Emerging Powers and Development London, 6 December 2012</p>	 <p>Programme overview 1: Conceptual framework</p> 																		
 <p>Programme overview 2: components</p> <table border="1" data-bbox="228 1205 738 1406"> <thead> <tr> <th>Evidence</th> <th>Learning</th> <th>Influence</th> </tr> </thead> <tbody> <tr> <td>Footprint analysis</td> <td>Senior International Associates</td> <td>Advisory Council</td> </tr> <tr> <td>Global Policy Spaces</td> <td>International Meetings</td> <td>Think-tank network</td> </tr> <tr> <td>State of the Debate studies</td> <td>Teaching and Learning Fellows</td> <td>GPG entry points</td> </tr> <tr> <td>Business from the BRICS</td> <td>Learning events</td> <td>Policy synthesis</td> </tr> <tr> <td>Civil Society and the BRICS</td> <td></td> <td></td> </tr> </tbody> </table>	Evidence	Learning	Influence	Footprint analysis	Senior International Associates	Advisory Council	Global Policy Spaces	International Meetings	Think-tank network	State of the Debate studies	Teaching and Learning Fellows	GPG entry points	Business from the BRICS	Learning events	Policy synthesis	Civil Society and the BRICS			 <p>Evidence</p> <ol style="list-style-type: none"> 1. RPs' development footprint in Africa <ul style="list-style-type: none"> • Footprint methodology developed and presented to DFID Oct 2012 • Strategy adjusted to focus on 5 countries • 2 country footprints (Ghana + Mozambique) completing Dec 2012, 3 others to follow by March 2012 • Requests to expand scope further (Turkey, Gulf States, etc.) 2. Engagement with RPs in global development policy spaces <ul style="list-style-type: none"> • Study covered G20, DAC, WB, UNDCF, BRICS key informants • Preliminary findings presented to DFID Nov 2012 • Follow-up research with European bilaterals ongoing • Policy brief due early 2013
Evidence	Learning	Influence																	
Footprint analysis	Senior International Associates	Advisory Council																	
Global Policy Spaces	International Meetings	Think-tank network																	
State of the Debate studies	Teaching and Learning Fellows	GPG entry points																	
Business from the BRICS	Learning events	Policy synthesis																	
Civil Society and the BRICS																			

Evidence

3. State of the Debate studies in 5 BRICS countries

- Brazil study well under way; workshop on initial findings October 2012
- Russia study starting December 2012; India study starting January 2013
- South Africa, China starting post-Durban BRICS Summit – finish end 2013

4. Business from the BRICS

- Study started with Brazil (GoB, Odebrecht, Vale, Petrobrás, SMEs...)
- Russia, India, China, South Africa to start after Footprint scoping

5. Civil Society and the BRICS

- Contacts with Brazil, India, China, SA through LogoLink / FIM Forum
- Russia link through Civil Society G20
- Start with South Africa event (2013), build towards Brazil event (2014)

Learning

1. Senior International Associates

- First SIAs (1 Brazil, 1 China) completing outputs by early 2013
- DFID sponsorship of Tier 5 visa programme under discussion

2. Teaching and Learning Fellowships

- Agreements with EADI, DSA; interest from BRICS countries & beyond
- First call for TLFs launched November 2012

3. Learning Events

- Initial session with DFID advisors May 2012
- Follow-up including in-country advisors December 2012

Influence

1. Advisory Council

- First meeting May 2012; follow-up meetings June & December 2012
- Leading events around South Africa BRICS Summit (March 2013)

2. Think-tank network

- FDPN agreed at May 2012 meeting; starting with practical collaboration
- Follow-up discussion with partners (inc. SAIIA, BPC) in SA in March
- Launch network ahead of 2014 BRICS Summit

3. Global Public Goods

- Entry points study on climate change / energy policy, starting with India

4. Synthesis

- Cross-sector/cross-country synthesis 2013-14; Zed Books proposal

Annex 3 Learning from the experiences of the rising powers in health and social policy

 <p>Learning from the experiences of the rising powers in health and social policy</p> <p>Gerald Bloom Romulo Paes de Sousa Mark Davies Hayley Macgregor</p> <p>December 6, 2012</p>	 <p>Why engage with the rising powers?</p> <ul style="list-style-type: none">● Growing economic and political influence● New centres of social and health policy innovation● Increasingly engaged in low income countries● Playing leadership roles in international organisations● Responses to public health challenges require concerted action <p>Health can be a starting point for building global cooperation</p>
 <p>Why learn from the rising powers?</p> <ul style="list-style-type: none">● Management of rapid social and economic change and falls in poverty● Innovative health and social sector reforms● Major investments in poor regions (Western China Development was the largest development initiative of the late 1990s and early 2000s)● Growing interest amongst policy makers in low-income countries <p>Building mutual understanding</p>	 <p>Constraints to mutual learning between the rising powers</p> <ul style="list-style-type: none">● Short history of rapid development and lack of systematic evaluations● Limited experience of researchers with studies aimed at generating lessons for other countries● Limited links and mutual understandings between the rising powers● Limited experience with the transfer of lessons from development to low-income countries

RPID: Progress

- Senior International Associates: Romulo Paes de Sousa and Zhang Xiulan reviewed the management of rapid health system change in Brazil and China and the introduction of conditional cash transfers in Brazil
- They presented their findings to a panel at a big conference in Beijing and they will produce scientific reports and policy briefs
- Policy analysts from low-income countries will review the policy briefs for their relevance
- RPID and DFID organised an informal discussion in Beijing between senior policy analysts from Brazil and China

Consultative meeting in Beijing on 5 Nov.

- DFID: Chris Chalmers, Jo Nicholls, Qiao Jianrong
- Brazil: Romulo Paes de Sousa, Vera Schattan Coelho
- China: Liu Peilong, Guo Yan (**Department of Global Health, Peking University**), Zhang Xiulan, Tian Dunhua (**School of Public Policy and Social Development, Beijing Normal University**) Yang Hongwei, Hao Xiaoning, Wang Yunping (**China National Health Development Research Centre**)
- IDS: Gerald Bloom, Jeff Knezovich, Hayley Macgregor

Discussion topics - 1

- Brazil's ability to ensure that fiscal transfers from the national level are used by poor localities to deliver effective health services has been a key element of success
- Both countries test innovations at local level before adopting them as national strategies
- There is a growing interest in mutual learning between countries that face the need to meet health needs in a context of very rapid social and economic change
- Both countries need to build their capacity to generate systematic learning from their experiences and engage in mutual learning

Discussion topics - 2

- Brazil and China are engaged in the health systems of low-income countries, but their policy analysts have little opportunity to exchange lessons from these experiences
- Meetings of BRICS Heads of State and Ministers of Health are creating a framework for mutual learning, but it will take a long time to translate this into effective practice
- Academic centres and think tanks can begin to build mutual understanding by working on issues that are of shared interest
- This kind of mutual understanding is essential for effective discussions of global health issues

Possible areas for DFID engagement










- Support studies aimed at identifying lessons for mutual learning that are also relevant to low-income countries
- Help Brazilian and Chinese policy analysts learn from international experience about the effective transfer of development lessons to low-income countries
- Support studies by Brazilian and Chinese policy analysts of their country's engagement in the health systems of low income countries
- Support informal arrangements for mutual learning between policy analysts in the rising powers, the UK and low-income countries
- Facilitate engagements between technical people on key global health issues

Next steps for RPID

- Develop Brazil/China comparative studies and strengthen inter-institute links
- Involve other rising powers and identify areas for significant learning from them (proposed meeting in South Africa in March/April)
- Establish links with policy analysts from low-income countries
- Involve more UK organisations (NICE International)
- Identify global public health issues of mutual interest where there is a possibility of significant progress
- Possible high level meetings (Wilton Park is an option)

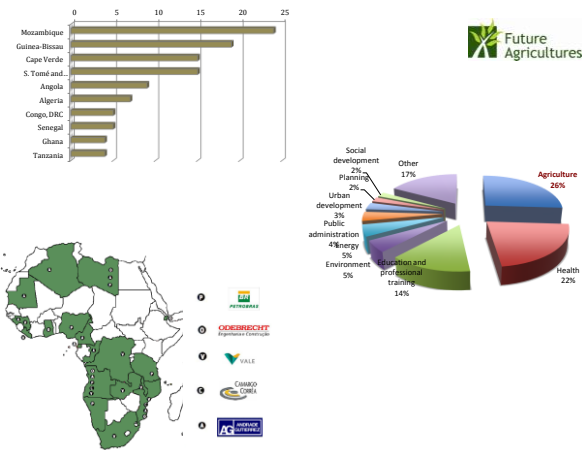
Making Universal Access to Health Real

Annex 4 China and Brazil in African Agriculture

  <h2 style="text-align: center;">China and Brazil in African Agriculture (CBAA)</h2>  <p style="text-align: center;">www.future-agricultures.org/research/brics</p>	 <h3>Key questions</h3> <ul style="list-style-type: none"> • What Brazilian/Chinese ag investments are occurring? Scale? Type? Focus? Patterns? [MAP] • Models of development/cooperation for Brazil and China? Framing? Politics? [POLICY] • For each case, what visions of ag development? Narratives? Imaginaries? (Mis-)understandings? Encounters? (Re-)negotiations? [CASES] • A “new paradigm” in development cooperation? Implications? [SYNTHESIS]
 <h3>Concepts</h3> <ul style="list-style-type: none"> - New (<i>geo</i>)politics and international political economy of investment and aid: the ‘rising powers’ and Africa. - Policy processes surrounding Chinese/Brazilian aid and investment projects in Africa: discourses/narratives, actors/networks and politics/interests. - ‘Knowledge encounters/interfaces’ and ‘social imaginaries’: socio-cultural and historical framings; the social and political life of projects and day-to-day practice. 	 
	 <h3>Brazil in Africa</h3> <ul style="list-style-type: none"> • Significance – relatively minor player in ‘ODA’ terms but compelling success stories across a range of development issues and symbolic value as a ‘Southern’ power • Drivers – development cooperation as instrument of foreign policy with strong impulse from Lula (“Presidential diplomacy”) • Principles – no association with commercial interests, no imposition of conditions, no interference in domestic affairs, demand-driven action, etc. • Institutional setting – disputed scope; fragmentation and multiple poles (particularly in agriculture) of TC; direct and in-kind transfer of expertise and technology; embryonic country representation (diplomatic channels prevail) • Claimed comparative advantages – the South-South horizontality and mutual advantage discourse, plus some Brazilian nuances (affinities, particularly with Africa)

20 + organisations

Instituto Brasileiro do Algodão Empresa de Assistência Técnica e Extensão Rural (EMATER) Ministério do Desenvolvimento Agrário (MDA) Serviço Nacional de Aprendizagem Rural (SENAR) Companhia de Desenvolvimento do Vale de São Francisco Ministério da Agricultura, Pecuária e Abastecimento (MAPA) Instituto Agronômico de Pernambuco Universidade Federal de São Carlos UNESP – Departamento de Aquicultura em Jaboticabal Universidade Católica de Petrópolis EMBRAPA Associação Brasileira das Entidades Estaduais de Assistência Técnica e Extensão Rural (ASBRAER) Empresa Baiana de Desenvolvimento Agrícola Serviço Nacional de Aprendizagem e Corporativismo Universidade Federal de Viçosa Ministério de Educação – Secretaria de Educação Profissional e Tecnológica Movimento Camponês Popular Secretaria Geral da Presidência Instituto Brasileiro de Análises Sociais e Econômicas (IBASE) Movimento das Mulheres Camponesas Comissão Executiva do Plano da Lavoura Cacaueira (CEPLAC) Ministério do Desenvolvimento Social (MDS) Fundação Getúlio Vargas Projetos



Chinese cooperation

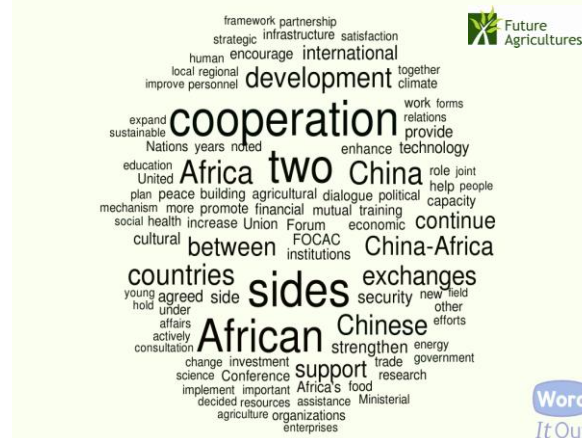
- **Trade, aid and investment** are all explicitly and deliberately mixed in official Chinese discourse on ‘cooperation’ with Africa.
- Framed as ‘**South-South**’ collaboration emphasizing long history of ‘Chinese African friendship.’
- **Agriculture** played a central role in China’s own economic development, through a mix of technology development market reforms, trade, and FDI.
- **Approach:** experiment with the approach China has taken to modernise and liberalise its own rural economy.
- **Expert and tech transfer:** ATDCs in 20 countries; 100 experts in 33 countries

China in Africa

- China in Africa for more than 40 years. Liberations struggles, solidarity
- **Rapid change** (growth) in aid, trade and investment in past 10 years.
 - Largest trading partner with Africa, reaching USD 160 billion in 2011 (MOFCOM).
 - Chinese investments in 2011 in Africa are calculated at US\$ 14.7 billion from over 2000 enterprises (Xinhua 2012). Agriculture, forestry, animal husbandry and fishery combined only represented 3.1% of the total in 2009
 - Aid is growing fast, but still small compared to aid from OECD countries. Aid flows not transparent: estimated at US\$ 1-1.5 billion in 2005 (Wang 2007)/US\$ 850 million in 2007 (Brautigam 2011)
- **Agriculture small but ‘focus’ sector for future strategy**
- **Imbalance of impact:** China huge presence in African countries, but this still marginal to China (soft power in Africa more important)

CBAA project partners

- **China** (Chinese Agricultural University)
- **Brazil** (Univ of Brasilia, CEBRAP, Sao Paulo)
- **Ethiopia** (EARI), **Ghana** (UG Legon), **Mozambique** (IESE) and **Zimbabwe** (RDT)
- **UK** (IDS, IIED, ODI)



	Brazil	China
Ghana	Embrapa – Low carbon tillage project MDA More Food Programme tractors Agropecuária Foletto rice investment in Volta region	Zheviiane Xinam Chemical Industry and agrodealers Small individual investors – local horticulture value chains
Mozambique	Pro Savanna initiative Embrapa tech transfer, Umbeluzi	China Agriculture Technology Demonstration Centre, Umbeluzi station HMLO rice investment, Xai –Xai irrigation scheme
Ethiopia	Brazilian investment in Ethiopian Sugar Corporation for biofuels	Private horticulture, pig farming Ginchi Chinese Agriculture Technology Demonstration Center and Agricultural Technical and Vocation Education Training (ATVETS)
Zimbabwe	MDA More Food Programme tractors	Gwebi China Agricultural Technology Demonstration Centre/MoA experts Tianze tobacco and outgrower schemes High-Tec/ARDA estates cotton investment



next steps?





Exchanges, dialogue, lesson learning.....

- Brasilia event, May 2012 (co-funded by DFID Brazil)
- FAC annual conference event, March 2013
- Beyond Brazil, China focus – India and SA in Africa

Debates....

- The new geography of aid, N-S, S-S, N-S-S, and more
- The new political economy of aid and investment – aid projects and the private sector (aid ‘effectiveness’)
- The ToT/P paradigm (again): the limits of policy and technology transfer
- CGIAR and international ag R&D – ‘global’ ‘public’ ‘goods’
- Capacity: understanding contexts, participatory approaches, evaluating impacts

Annex 5 Thematic Scoping Study: Civil Society from the BRICS

 <p>Rising Powers in International Development (RPID) Thematic Scoping Study: Civil Society from the BRICS</p> <p>Alex Shankland and Deepta Chopra (with thanks to Rajesh Tandon)</p> <p>DFID Workshop on Emerging Powers and Development London, 6 December 2012</p>	 <p>Study overview</p> <ul style="list-style-type: none"> • Why focus on BRICS? <ul style="list-style-type: none"> • entry point for analysing heterogeneity of RPs' civil society • individual and collective impact in LICs, including in Africa • extent of institutionalisation driving demand for engagement – plus opportunity to build on precedent of business and academic fora • Conceptual framework <ul style="list-style-type: none"> • Discourses – policies – practices • Specific themes: <i>Innovation & Diffusion; Transparency & Accountability; Inclusion & Sustainability</i> • Methodology: ethnographic research + accompaniment <ul style="list-style-type: none"> • Initial lit review and evidence scoping followed by fieldwork • Engaging with existing civil society processes – participant observation • Supporting academic + CSO partnerships in a civil society-led process • Process <ul style="list-style-type: none"> • 18-month study, only just started (initial fieldwork Oct 2012)
 <p>The study so far</p> <ul style="list-style-type: none"> • Brazil: <ul style="list-style-type: none"> • Partnership with CSO networks via Articulação SUL, LogoLink • Actors, spaces, discourses identified in “State of the Debate” study • Workshops and key informant interviews – civ soc and government • Track engagement up to 2014 BRICS Summit • Russia: <ul style="list-style-type: none"> • Partnership with IORI/HSE: Civil Society G20 forum as entry point • Study starting December 2012 • India: <ul style="list-style-type: none"> • Partnership with PRIA (FIMForum network coordinators) • Learning from civ soc / Gol dialogue around 2012 BRICS Summit • Workshop planned for January 2013 • China, South Africa: <ul style="list-style-type: none"> • Studies starting 2013 (partnerships through FIMForum / LogoLink) 	 <p>Context for CSOs from the BRICS: initial findings</p> <ul style="list-style-type: none"> • Key findings from “Civil Society at the Crossroads” study: <ul style="list-style-type: none"> • “Blurring north-south boundaries call for reassessing civil society roles and realigning their relationships within and outside their countries” • Rapidly-changing scenario requires new capacities, resources, spaces for dialogue – all in short supply in context of shrinking Northern funds • Dual imperative for policy-oriented NGOs to engage: follow traditional opponents overseas + respond to funding crisis for work at home • But, beyond a few global players CSOs from BRICS are starting from very low base of knowledge and collective organisation

Context for CSOs from the BRICS: initial findings

- **Engaging with BRICS governments:**
 - Despite differences, across the BRICS governments share perspectives (statist, nationalist, leftist) that question rationale for civil society inclusion
 - BRICS development cooperation modalities leave little room for instrumental inclusion of CSOs via "neoliberal outsourcing"
 - Regional dominance of BRICS brings political risk of associating CSOs engaged in development activities with hegemonic strategies
 - The running in BRICS development cooperation policy influence is being made by academic institutions – CSOs need academic allies to get traction
 - BRICS Bank providing a focus for mobilisation; 2014 Brazil BRICS Summit as potential convergence point

Context for CSOs from the BRICS: initial findings

- **Engaging with other actors:**
 - BRICS NGOs lack domestic constituency (and hence funding base) for work on rights and needs of "distant strangers"
 - NGOs' social movement allies are already building links with African CSOs, supported by transnational movements (*Via Campesina* et al.)
 - Frustration at limitations of CSO interlocutors in LICs – too donor-driven, too scared of the state, too needs-based... "why can't they be more like us?" / "how can we teach them to be more like us?"
 - Wariness about engagement of NNGOs at country level on top of their existing dominance of global policy spaces, including post-2015 debates

Towards a framework for analysis

- **Innovation and Diffusion of Policy and Practice**
 - CSO engagement in innovation fundamental in key areas of SSC: MGNREGA (India), Right to Information (India), food security and social protection (Brazil), HIV/AIDS policy (Brazil/South Africa)
 - Many innovations not being exported: migrant welfare support (China), health system accountability (Brazil), inclusive local governance (India)
 - *Problem:* mismatch between CSO engagement in domestic policy sphere and absence from export of policy innovations in South-South Cooperation
 - *Research challenge:* establish evidence base for CSO role in policy innovation and processes of diffusion
 - *Practice challenge:* role of civil society in mutual learning across the RPs and between RPs and LICs
 - *Policy challenge:* CSOs are a key source of expertise and innovation in priority policy sectors identified by the BRICS (health, urbanisation, youth employment), but how to deliver on this potential?

Towards a framework for analysis

- **Transparency and Accountability in South-South Cooperation**
 - Country-level engagement efforts stimulated by emergence of new agencies but constrained by sensitivity of SSC as "foreign policy" issue
 - Calls for formally-recognised network for civil society engagement with BRICS stimulated by anticipated BRICS Bank announcement; some attempts to leverage BRICS meetings for accountability of IFIs, etc.
 - *Problem:* CSO engagement in development policy architecture, both national (White Papers, agencies) and global (Open Forum process pre-Busan, BetterAid), struggling to adjust to rapid shift of key countries from recipients to providers – whose accountability for what and to whom?
 - *Research challenge:* political economy analysis of entry points for CSO transparency and accountability work – including within LICs
 - *Practice challenge:* reflection on positionality + mutual learning on use of FoI / other open government tools and technical aid policy analysis
 - *Policy challenge:* what architectures and strategies of engagement can promote accountability without triggering BRICS government hostility?

Towards a framework for analysis

- **Enhancing Inclusion and Sustainability**
 - CSO engagement framed around development role: emphasis on social and human development + sustainability as counterpoint to dominant infrastructure + technology + trade discourse
 - Inequality as key issue: linking social justice with governance, growth and development effectiveness
 - *Problem:* exclusion of CSOs reduces pressure to enhance inclusion, equity and sustainability of development supported by SSC
 - *Research challenge:* framework + evidence base for CSOs' added value for inclusion & sustainability of development impact
 - *Practice challenge:* moving from advocacy to analysis and from solidarity rhetoric to engagement in horizontal S-S CSO partnerships
 - *Policy challenge:* what SSC relations and modalities can deliver inclusion and sustainability gains of BRICS CSO engagement + strengthen LICs CSO roles without defaulting to ideological colonisation or NNGO-style outsourcing?

Next steps

- BRICS NGO coalition coming together around shared vision: "engagement with the BRICS process of non-state development organisations sharing a social and human development perspective"
- RPID bridging role: programme network supporting CSO links with academia, including via BRICS academic forum
- South Africa 2013: gathering for reflection and strategising linked to workshop on future of development cooperation policy (subject to availability of matching funds)
- Brazil 2014: towards a BRICS civil society development organisations forum?



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