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How do European Donors engage with emerging development partners?

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Key messages

This paper provides a concise overview of how some traditional donors interact and engage with "emerging donors" on development issues.

Amongst the donors surveyed, France, Germany, the United Kingdom, and to some extent Portugal and Denmark appear to be most active.

The importance of emerging economies in defining future frameworks on Global Public Goods is a key driving force behind the efforts to engage with new development partners. What differs is the way in which these strategic goals are pursued.

The way dialogue and cooperation is institutionalised also differs widely. The shape of this institutionalisation is highly dependent on the architecture of development policy making in the traditional donor country.

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Acronyms

3GF	Global Green Growth Forum
AFD	Agence Française de Développement
AgriTT	Accelerate Agricultural Technology to Low Income Countries
AMEXCID	Mexico's Agency for International Development Cooperation
BMZ	Federal Ministry for Economic Cooperation and Development
BRIC	Brazil, Russia, India, China
CPLP	Community of Portuguese Speaking States / <i>Comunidade dos Países de Língua Portuguesa</i>
DAC	Development Assistance Committee
DANIDA	Danish Development Agency
DfID	Department for International Development of the United Kingdom
EU	European Union
FAO	Food and Agricultural Organisation
G20	Group of 20 Finance Ministers and Central Bank Governors
GDPP	Global Development Partnerships Programme
GIZ	German Agency for International Cooperation
GPGs	Global Public Goods
IDSP	International Development Support Project
IFIs	International Financial Institutions
IsDB	Islamic Development Bank
ITC	International Tax Compact
JICA	Japanese International Cooperation Agency
MDGs	Millennium Development Goals
MERCOSUR	Southern Common Market
MFA	Ministry of Foreign Affairs
MOFCOM	Chinese Ministry of Commerce
MoU	Memorandum of Understanding
ODA	Official Development Assistance
OECD-DAC	Organisation for Economic Co-operation and Development-Development Assistance Committee
REN21	Renewable Energy Policy Network for the 21st century
UAE	United Arab Emirates
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme

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Executive Summary

How do European Donors engage with emerging development partners?

- This paper provides a concise overview of how traditional donors interact and engage with “emerging donors” on development issues. It takes a closer look at the different approaches followed by Austria, Belgium, Denmark, Finland, France, Germany, The Netherlands, Norway, Portugal, Sweden and the United Kingdom (UK). It attempts to delineate the engagement strategies followed by traditional donors, the institutional mechanisms through which the engagement is operationalized, and the kind of cooperation traditional and emerging donors engage in.
- Amongst the donors surveyed, **France, Germany, the United Kingdom, and to some extent Portugal and Denmark** appear to be most active and systematic, having defined explicit strategies for engaging and currently conducting activities with emerging development partners. The other six countries surveyed, while recognising the importance of emerging economies in global development efforts, either lack an explicit engagement strategy, undertake no trilateral cooperation projects or have not dedicated significant efforts to engaging with these countries on development matters as such.
- The rising importance of emerging economies in negotiations and future frameworks on **Global Public Goods (GPGs) is a driving force** behind the efforts to engage with new development partners. **What differs is the way in which these strategic goals are pursued.** The UK Department for International Development (DfID), for instance, funds dialogue activities and actively facilitates bilateral interactions between UK staff and Chinese counterparts, as well as engagement of Chinese officials in key global forums. Nevertheless, despite these ambitious goals, it does not fund projects in China, having stopped bilateral cooperation in 2011. France, on the other hand, has chosen to keep bilateral cooperation in emerging economies running as a way to symbolically demonstrate the viability of development models based on sustainable development principles.
- South-South cooperation often revolves around **technology and know-how transfer**, which subsequently **delineates the strategies followed by traditional donors** to make inroads in **trilateral cooperation**.
- The way dialogue and cooperation between traditional and emerging development partners is institutionalised differs widely. **On the whole, the shape of this institutionalisation is highly dependent on the architecture of development policy making in the traditional donor country.** DfID, for example, tends to privilege MoUs addressing development issues specifically. France, on the other hand, signs broader cooperation agreements, favouring “whole of government” endeavours, with several ministries, institutes and agencies mobilised on specific issues, the Agence Française de Développement (AFD) being only one implementing agency amongst others. Germany has established Framework Agreements with all of its partners, including the emerging economies, and all cooperative activities are governed by these agreements.
- To a certain extent, Portugal and Denmark also engage in cooperation with emerging countries in development-related aspects, although less institutionalised and less extensive. Portugal mainly

concentrates its bilateral assistance on Portuguese speaking countries, thus, promoting the development of triangular cooperation and dialogue with Brazil through the Community of Portuguese Speaking States (CPLP) with reportedly mixed results. Denmark, meanwhile, enables the participation in a private-public platform to pursue economic development in the light of green industrial growth led by the Danish trade council but without proper institutional means. The other six chosen European countries neither pursue an explicit strategy nor engage in cooperation with emerging development partners in an institutionalised national framework.

Introduction

Emerging economies play an increasingly important role on the global scene. This observation holds true for development related matters. South-South cooperation has been on the rise, taking multiple forms.¹ Given the emphasis placed by the traditional development community on comprehensive, coordinated and effective development approaches, notably through the Millennium Development Goals and the aid and development effectiveness agenda, enhanced cooperation and coordination between traditional donors and emerging countries has been perceived as increasingly important. Yet, while some emerging countries such as Brazil have established a development cooperation agency, most emerging countries do not consider themselves as donors. Nonetheless, they are commonly referred to as 'emerging donors', a somewhat misleading terminology, which will also be adopted in this paper for the sake of convenience only.

How do traditional donors engage and cooperate with emerging donors on development issues, if at all? Have traditional donors an explicit rationale and strategy for engaging with new donors? Do European and emerging donors engage in some form of trilateral cooperation? And to what avail?

The aim of this paper is to provide a succinct overview of the different approaches, strategies and cooperation modalities by some European development agencies in their relations with emerging economies/donors on development cooperation and global aid architecture. In particular, this paper surveys the approach followed by eleven European donors in their cooperation with emerging development partners: **Austria, Belgium, Denmark, Finland, France, Germany, The Netherlands, Norway, Portugal, Sweden, and the United Kingdom (UK)**. These countries were selected because of their relative importance in development cooperation or based on indications that they may be more active in engaging with emerging donors, for strategic reasons or because of their geographical focus and/or historical ties with countries where new development partners are active (e.g. Belgium and Portugal).

The methodology combined Internet research, a survey of key documents and treaties, followed by selected and targeted interviews with countries' donor agencies.

The analysis sketches each country's approach according to four main areas: i) the extent of engagement, ii) the presence (or absence) of an explicit strategy for engagement with emerging economies, iii) the kind of cooperation undertaken, and finally iv) the institutional means adopted to structure the approach.

Key findings

Who is most active?

Several key features can be identified from this overview. Firstly, amongst the donors surveyed, **France, Germany, the United Kingdom, and to some extent Portugal and Denmark** appear to be most active and systematic, having defined explicit strategies for engaging and currently conducting activities with emerging development partners. The other six countries surveyed, while recognising the importance of emerging economies in global development efforts, either lack an explicit engagement strategy, undertake

¹ See for instance Bilal, S. 2012, http://www.mo.be/sites/default/files/MO-paper70_Bilal.pdf and the references therein.

no trilateral cooperation projects or have not dedicated significant efforts to engaging with these countries on development matters as such.

Amongst EU donors, the **UK's Department for International Development (DfID)** certainly stands out as having undertaken the most wide-ranging and sustained efforts to engage with emerging economies, having a number of Memorandums of Understandings (MoU) dedicated to development issues with several of them.

Trilateral Cooperation

Our overview suggests that **China and Brazil, and to some extent Mexico**, are currently the emerging donors most involved in **trilateral cooperation** (while, again, this depends on the exact definition of trilateral cooperation adopted). India, Turkey and other new development partners do not appear to be significant targets for dialogue efforts from EU donor agencies.² **DfID for instance is engaged in trilateral cooperation projects underway with China. Brazil is also engaged in the field with other traditional donors on agricultural cooperation** (e.g. with the Japanese International Cooperation Agency (JICA) in Mozambique). **ECDPM fieldwork confirms that, in countries such as Ghana, traditional donors and international financial institutions (IFIs) actively seek cooperation with Brazil**; they organise scoping field missions to the country in order to inform the design of their agricultural development projects, establishing links with Brazilian institutes and universities.³ Thus, exchanges and cooperation might take place in more or less formal ways, without being referred to as “trilateral cooperation” as such.

South-South cooperation often revolves around **technology and know-how transfer**, which subsequently **delineates the strategies followed by traditional, and in particular European donors** to make inroads to cooperate within these dynamics. DfID, for example, explicitly seeks to facilitate these exchanges, as detailed below.

Dialogue on global public goods: a driving force, but different modalities

The rising importance of emerging economies in negotiations and future frameworks on **Global Public Goods (GPGs) is evidently a driving force** behind many of European donors' efforts to engage with emerging economies and new development partners. For instance, traditional donors seek a greater engagement of emerging players on climate change and sustainable development agenda, as illustrated notably by the Fourth High Level Forum on Aid Effectiveness in Busan at the end of 2011, the Rio+20 Conference and follow-up, and the process towards the New Development Framework post-2015. **France, the UK and Germany explicitly** aim at promoting the engagement of these countries in global governance mechanisms deemed important for international development efforts.

What differs is the way in which these strategic goals are pursued. DfID, for instance, funds dialogue activities and actively facilitates bilateral interactions between UK staff and Chinese counterparts, as well as engagement of Chinese officials in key global forums. Nevertheless, despite these ambitious goals, it does not fund projects in China, having stopped bilateral cooperation in 2011.

France, on the other hand, has chosen to keep bilateral cooperation in emerging economies running as a way to symbolically demonstrate the viability of development models based on sustainable development principles, **hoping to influence these countries' stance in climate negotiations.** Moreover, France

² The reasons behind this would merit further analysis.

³ See Roquefeuil (2013), *The CAADP and Emerging Economies: The Case of Ghana and Brazil*, ECDPM Discussion Paper 146. www.ecdpm.org/dp146

recognises that activities at project level in emerging economies are key to **build trust and mutual understanding** on these often-controversial issues.

Germany holds an approach fairly similar to that of France. Strong emphasis is placed on the need to create comprehensive structures and strategies that coherently cover the external activities of all different ministries. Thus, **development cooperation forms one aspect of a wider ambition to strengthen the relations with emerging economies** and better adapt German foreign policy to the new political landscape.

Diverging institutional frameworks

The **way dialogue and cooperation between traditional and emerging development partners is institutionalised differs widely**. DfID tends to **privilege MoUs** addressing development issues specifically. France, on the other hand, signs **broader cooperation agreements**, favouring “whole of government” endeavours, with several ministries, institutes and agencies mobilized on specific issues, the Agence Française de Développement (AFD) being only one **implementing agency amongst others**. Germany has established Framework Agreements with all their partners, including the emerging economies, and all cooperative activities are governed by these agreements. Portugal, which focuses most of its bilateral assistance on Portuguese-speaking countries, **seems to choose the *Comunidade dos Países de Língua Portuguesa*** (Community of Portuguese Speaking States, CPLP) as an institutional anchor for the development of triangular cooperation and dialogue with Brazil, with, reportedly, mixed results.

United Kingdom

What is the extent of DfID’s engagement with emerging economies?

In 2011, DfID created an “**Emerging Powers team**” in the agency’s Global Partnerships Department, in reflection of the organisation’s willingness to strengthen relationships with new development partners. More modest efforts to engage with emerging economies had been undertaken before - **as early as 2008 in the case of China**.

As a whole, the Global Partnerships Department is responsible for developing relationships with a broad range of traditional and new development actors – from private foundations to emerging powers to the G20. The agenda with emerging development partners is part of a broader UK Government objective to deepen and strengthen engagement with emerging powers. For example, the Department’s Emerging Powers team **ensures that development issues are addressed in the Emerging Powers Sub-Committee of the National Security Committee**, the Cabinet Committee dealing with national security matters.

Currently, **DfID is engaging most with Brazil, China, India, South Africa and the Gulf States**.⁴ This cooperation primarily takes place at the project level in third countries (trilateral cooperation), or through dialogue on Global and sectoral issues (see below).

⁴ DfID, 2012a, <http://www.publications.parliament.uk/pa/cm201213/cmselect/cmintdev/writev/future/m03.htm>

Does DfID have an explicit strategy?

The broad goals of DfID's cooperation with emerging economies on development issues are briefly outlined in the Global Partnerships Department's Operational Plan 2011—2015.⁵⁶ These are:

- i) Making development assistance more effective;
- ii) Enhancing the development impact of investment in poorer countries and regions;
- iii) Responding better to global challenges (such as trade, climate change, health, food security);
- iv) Working to promote a better, more effective international and multilateral system.

This broad strategy is operationalised through the Global Development Partnerships Programme (GDPP), which is further **broken down into individual country objectives with individual emerging powers**. In comparative perspective, DfID puts a particular emphasis on promoting the participation of EEs in global discussions and forums on the global aid architecture, in light of the decreasing capacity of forums like the OECD DAC to gather all development partners around the same table.

What kind of cooperation does DfID engage in?

As stated above, **DfID engages in dialogue on global public goods, sectoral policies and programmes**, strategies and systems for development cooperation, and global development frameworks (such as the post-2015 framework and the Global Partnership on Effective Development Cooperation).

At project level, DfID engages in joint projects with emerging economies in third countries (trilateral cooperation), often focusing on South-South transfer of technical expertise. For example, in the field of agriculture, DfID in cooperation with the Chinese, Ugandan and Malawian governments has established pilot projects in Uganda and Malawi for the transfer of agricultural technology.⁷ This work is part of the '*Working with China to Accelerate Agricultural Technology to Low Income Countries*' (AgriTT) programme, which aims to improve food security in developing countries through accelerated technology transfers and knowledge sharing.⁸ Together with UNDP, China and DfID have also established a programme called '*Sharing and Learning on Community-Based Disaster Management in Asia*', with the aim to support regional cooperation on improving resilience to natural disasters in developing countries in Asia. In this cooperation scheme, DfID will provide technical support, UNDP will contribute with programme management and China will provide government staff, facilities and technologies.⁹

In the case of Brazil, DfID is involved in the financing of the Africa-Brazil Agricultural Innovation Marketplace, an initiative aimed at facilitating the exchange of agricultural technology between Africa and Brazil.¹⁰ DfID is also supporting the Clinton Health Access Initiative to work with Indian pharmaceutical companies and African governments to improve the availability of essential drugs, vaccines, contraceptives and diagnostic tools for HIV, Malaria and TB in Africa. This work has recently been expanded to share South African expertise on drug procurement and testing with other countries.

DfID's Memoranda of Understanding with the United Arab Emirates (UAE) and Islamic Development Bank (IsDB) aim to create frameworks for dialogue and facilitate collaboration towards joint projects. They will

⁵ DfID, 2012b, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/67419/glob-parts-dept-2011.pdf

⁶ The approach was further elaborated upon by Andrew Mitchel, former Secretary of State for International Development, in a speech delivered at the Royal Institute of International Affairs on the 15th of February 2011, available at: <https://www.gov.uk/government/speeches/emerging-powers>.

⁷ Senewal, 2012 <http://www.theeastafrican.co.ke/news/DfID-China-to-improve-farming-in-Africa-/-/2558/1639726/-/ku14yfz/-/index.html>

⁸ See more at <http://www.agritt.org/>

⁹ DfID, 2013b, <https://www.gov.uk/government/news/uk-and-china-build-resilience-to-disasters-in-asia>

¹⁰ The official website of the initiative elaborates on the aim of the project: <http://www.africa-brazil.org/>

enable sharing of best practice, improved aid and delivery and development results. A DfID staff member has also been seconded to IsDB headquarters in Jeddah since January 2012. This has opened up opportunities for greater understanding between the two organisations and the prospects for joint work in third countries.

Regarding policy dialogue on sectoral issues, DfID has an on-going “strategic relationship on global health issues with China”, in order for “DfID and low-income countries to learn from China’s successful experience in decreasing infant, child and maternal mortality rates”.¹¹ Beyond this, the programme will also support the improvement of China’s capacity to contribute to global health. During the period 2013-2017, DfID will invest £12m to provide implementation and technical support, while China will contribute with facilities and health expertise.¹²

The UK and Brazil have agreed to act as global advocates for food and nutrition security up to the 2016 Rio de Janeiro Olympics. This includes co-hosting of major international seminars, such as the Nutrition for Growth event in June 2013. DfID’s dialogue with Brazil on food and nutrition security has been strengthened by including a mix of high level political dialogue, more technical sectoral exchanges and active cooperation in the field, particularly in Africa.

Regarding global public goods and the global aid architecture, the activities outlined under DfID China’s International Development Support Project (IDSP) include **facilitating the involvement of China in key global forums and supporting China’s engagement with international norms of “doing” development**, including at partner country level (by encouraging them to join donor coordination groups, for instance). This is done through **the financing of workshops attended by Chinese officials, or the encouragement of Chinese participation in international forums like the Busan High Level Forum on Aid Effectiveness**. This is expected to strengthen China’s impact on international development outcomes.

How is this cooperation institutionalised?

DfID has Memoranda of Understanding with Brazil, China and the UAE¹³ and the Islamic Development Bank. The MoU with China, for example, was signed with the Chinese Ministry of Commerce (MOFCOM), which holds many of the portfolios dealing with China’s development cooperation.¹⁴ It specifies areas for cooperation, and sets up an “annual International Development Dialogue” for review of progress achieved. The UK/ Brazil MoU focuses on: cooperation in low-income countries; the contribution of the respective countries to global public goods; and the future shape of the international development agenda of the two countries.

France

What is the extent of France’s engagement with emerging economies?

The *Agence Française de Développement* (AFD) actively encourages trilateral cooperation. **The development of trilateral cooperation is explicitly stated as one of its aims in Brazil and China** for example; yet it is not clear whether it has any trilateral projects currently under operation. Dialogue on GPG

¹¹ DfID, 2012a, <http://www.publications.parliament.uk/pa/cm201213/cmselect/cmintdev/writev/future/m03.htm>

¹² DfID, 2013a <https://www.gov.uk/government/news/global-health-support-programme-supports-shared-international-development-objectives>

¹³ DfID, 2012a, <http://www.publications.parliament.uk/pa/cm201213/cmselect/cmintdev/writev/future/m03.htm>

¹⁴ MOFCOM and DfID, 2011, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/197473/China-UK-MOU-Signed-Version.pdf

seems to centre notably on climate issues with the *Ministère de l'écologie* in the lead, coordinated by the *Ministère des affaires étrangères et européennes* (French Ministry of Foreign Affairs [MFA]).

Does France have an explicit strategy?

France and AFD's strategy towards emerging economies is outlined in the framework document (*document cadre*) "*Coopération au développement: une vision Française*", drafted by the French MFA.¹⁵ The strategy has two components: i) working in and with emerging economies on sustainable models of development, and ii) encouraging them to participate in global development efforts, both financially and by joining international debates on aid practices.

Interestingly, the framework document **explicitly links France's cooperation projects in emerging economies to negotiations on Global Public Goods**. It underlines the importance of conducting joint projects in emerging powers on sustainable models of Growth "mobilising financial resources and expertise" in order to demonstrate the "economic and social merits of undertakings that combine growth, enhanced social impact and limited environmental impact".¹⁶ These projects, conducted in and with emerging economies or in third countries, are aimed at **developing mutual trust** deemed "essential to the success of negotiations on global challenges".

The document further states that "this cooperation is **naturally linked to strategic international dialogue** in the framework of the G20, International Financial Institutions [...], the United Nations, where concrete cooperation, experience sharing, improved mutual understanding, and joint actions in third countries should favour the emergence of shared positions on major global challenges". **Projects in emerging economies and dialogue on Global Public Goods are therefore instrumentally linked in the French strategy, in contrast with DfID's approach**, which has stopped its development cooperation activities in countries like China.

The second leg of the French strategy, seeking to promote the participation of emerging powers in discussions on the future of the global aid architecture, is not as detailed in the document. It insists on the necessity of taking "the diversity of approaches and know-hows" into account in these discussions, but **does not elaborate further on the modalities to be used** in order to incentivise these countries to join these debates.

What kind of cooperation does France engage in?

As stated above, AFD engages in bilateral projects in emerging economies linked to dialogue on Global Public Goods, but also states the intention of developing joint projects in third countries (trilateral cooperation). **The AFD is e.g. helping Thailand in setting up its own development cooperation agency**.¹⁷ It is not clear to what extent the AFD has succeeded in its endeavours to engage in trilateral cooperation.

It is perhaps important to note that the division of labour between AFD, the French MFA and other ministries influences the way dialogue on GPGs and bilateral policy issues is conducted. Whereas DfID can and does seek to promote dialogue on GPGs and sectoral policy on its own, through the funding of workshops, dialogues, and facilitation of diplomatic activities, this does not appear to be the case for AFD.

¹⁵ Ministère des Affaires étrangères, <http://www.afd.fr/webdav/site/afd/shared/PUBLICATIONS/Colonne-droite/Cooperation-francaise-VF.pdf>

¹⁶ Ibid, author's translation.

¹⁷ See Afd's homepage in Thailand, <http://www.afd.fr/home/pays/asia/geo-asia/thailande/afd-thailande>

Dialogue on GPGs appears to be centralised at the *Direction générale de la mondialisation, du développement et des partenariats*, and involve a broad range of French ministries.

How is this cooperation institutionalized?

France institutionalises this approach through political declarations and relatively detailed cooperation agreements that go beyond an exclusive focus on questions of development cooperation.

In the case of China, for instance, both countries have issued a joint declaration on climate change, followed by an agreement on sustainable urban development. The agreements detail the type of projects to be undertaken, and the parties responsible on both sides. AFD is an implementing agency for several of these projects, **alongside several other institutions**.¹⁸ Similar agreements are in place with Brazil.¹⁹

Germany

What is the extent of Germany's engagement with Emerging Economies?

Germany has for a long time engaged with emerging economies, and developed several strategies and approaches. The Federal German Government is responsible for the overarching cross-governmental strategy for engaging with the emerging economies, while the Federal Ministry for Economic Cooperation and Development (BMZ) has the main responsibility for outlining the development cooperation strategies. The German Agency for International Cooperation (GIZ), acting on behalf of the BMZ, is the main implementer of the cooperative development strategies with the emerging economies.

Does Germany have an explicit strategy?

In February 2012, the German Government approved a new strategy called “Shaping Globalization-Expanding Partnerships-Sharing Responsibility”²⁰, which sets out the basic parameters for Germany's cooperation on globalisation issues with a range of emerging economies, including China, India and Brazil.²¹ This strategy outlines the overarching framework for all line ministries in regard to their cooperation with these new partners. The strategy has six focal areas, i) Peace and Security, ii) Human Rights and the rule of law; iii) Economic and financial policy; iv) Resources, food and energy; v) Employment, social affairs and health, and; vi) Development and sustainability.

The department for “Supra-regional themes, Emerging Economies and New Global Players”, together with the Department for Economy, is responsible for coordinating the strategy in all ministries. The German Government has established inter-ministerial steering groups mandated with the task to outline and revise bilateral strategies for cooperation with each of the new players. The country-specific strategies are short, conceptual guidelines and thus do not provide any concrete and detailed activity plans, they rather function as overarching political directives.

Each ministry is responsible for its respective focal area, and thus BMZ has the main responsibility for coordinating the governmental approach on the sixth focal area – Development and

¹⁸ These are all available here: <http://www.ambafrance-cn.org/Presentation-generale-de-cooperation-franco-chinoise.html>

¹⁹ See <http://www.basedoc.diplomatie.gouv.fr/exl-php/cadcgp.php>

²⁰ Die Bundesregierung, 2012, <http://www.auswaertigesamt.de/cae/servlet/contentblob/616584/publicationFile/167910/Gestaltungsmaechtekonzept%20engl.pdf>

²¹ Federal Foreign Office, 2012, http://www.auswaertigesamt.de/EN/Aussenpolitik/GlobaleFragen/G20/Gestaltungsmaechtekonzept_node.html,

sustainability. The sixth section is – like the rest of the document – more of an overall, conceptual strategic note, rather than a set of detailed guidelines. Focus is placed on the need for structured climate change mitigation and global framework conditions, as well as the need to jointly work towards the achievements of the MDGs and better coordination between the different UN organs on matters relating to sustainable development.²²

In 2011, BMZ published the “Strategy for Development Cooperation with Global Development Partners”²³, spanning the period 2011-2015. This strategy covers both cooperation *in* a core group of countries – Brazil, India, Indonesia, Mexico and South Africa – as well as cooperation *with* these countries to shape regional and global development agendas. The second part - most relevant for this study - goes beyond the core group to also involve countries such as China. The strategy outlines three prioritised themes of cooperation; i) mitigating climate change and preserving the environment; ii) promoting sustainable economic development, and; iii) shaping global development agendas.

Under the first theme – **mitigating climate change and preserving the environment** – Germany will promote the creation of appropriate incentives and enabling economic and legal framework for climate change mitigation and resource and environmental protection, such as, *inter alia*, emission trading systems, ecological tax reform measures, instruments to promote renewable energies, and removing subsidies that have a negative effect on the environment but only limited social importance. Germany will moreover finance and advise on innovative, environmentally friendly investment pilot projects, advise on the implementation of international climate and environment agreements, as well as continue work for a sound and sustainable environmental and climate regime, increase awareness through education and strengthen existing and upcoming regional initiatives.

The second theme – **promoting sustainable economic development** - aims to support i) a pro-reform economic policy beneficial for job and income creation while reducing social inequality; ii) the establishment of labour market vocational training; iii) quality infrastructure, and; iv) the implementation of social, ecological and environmental standards.

Under the third theme – **shaping global development agendas** - focuses on South-South cooperation as a complementary approach to the North-South cooperation. The emphasis lies on i) pursuing continuous discussion with the global development partners on global issues such as disease control, energy, climate change, natural resource management, food security etc.; ii) support to new development partners in their elaboration of development cooperation strategies; iii) integrating the new partners into the global governance framework via continuous dialogues on development policy standards and positions; and iv) jointly shaping the post-2015 development agenda.²⁴

In 2013, BMZ published a position paper on “*Triangular cooperation in German development cooperation*”. The paper begins with the definition of the different options of triangular cooperation, dividing it up into an A and a B model. The A model refers to a cooperation scheme that involves an established donor, a beneficiary country and an emerging economy, while model B refers to cooperation between one DAC donors and either two emerging economies or two beneficiary countries. Where model A to a large degree benefits from the opportunities to share learning experiences between the DAC donor and the emerging

²² Federal Foreign Office, 2012, http://www.auswaertiges-amt.de/EN/Aussenpolitik/GlobaleFragen/G20/Gestaltungsmachtekonzzept_node.html,

²³ BMZ, 2011, http://www.bmz.de/en/publications/type_of_publication/strategies/Strategiepapier307_06_2011.pdf

²⁴ Ibid.

economy, model B instead focuses on pooling financial and human resources of the established DAC donor. BMZ are primarily engaging in triangular cooperation of model A²⁵.

What kind of cooperation does Germany engage in?

BMZ's design for cooperation with the new partners is based on four main pillars. First, BMZ shall support political and economic regional integration, primarily via regional or continental organisations such as MERCOSUR and the African Union. Second, Germany will act within the international organisations for global policymaking such as the Development Cooperation Forum of the UN, the Task Team on South-South Cooperation in the OECD-DAC and the Development Working Group of the G20. Third, Germany will actively engage in triangular cooperation, undertaken primarily by the GIZ. And finally, Germany will - as part of their technical cooperation - offer international dialogue programmes focusing on a wide range of global development themes. The aim with these dialogue programmes is to create platforms for exchange of experience and knowledge with the ultimate goal of establishing joint proposals for policy initiatives on common, global issues.²⁶

As the primary implementing agency of BMZ, **GIZ engages in South-South and Triangular Cooperation in policy areas such as water, economic growth, Fair Trade, financial market stability, climate change, and the Millennium Development Goals.** GIZ provides a wide range of services, such as designing training courses, arranging stakeholder meetings and forums, managing funds and providing advice to commissioning parties. In addition, GIZ hosts the secretariat for several global processes including the Renewable Energy Policy Network for the 21st Century (REN21), the Global Compact Network Germany, and the International Tax Compact (ITC).²⁷

As part of their South-South cooperation, GIZ provides training, information exchanges and capacity building to strengthen emerging economies in their development of national structures and instruments for international cooperation. A case in point is the assistance provided by GIZ to Mexico's Agency for International Development Cooperation (AMEXCID), which focused on capacity training with regards to monitoring and evaluation of Mexico's Official Development Assistance (ODA) programmes.

GIZ has also undertaken several trilateral development cooperation projects. The main role of GIZ is to act as a facilitator - and if necessary a mediator - between the different actors and their interests. GIZ moreover provides capacity building, supports institutions and the promotion of competences in project management. Strong emphasis is placed on the importance of national ownership.²⁸ GIZ focuses its development support on capacity development at structural, organisational and individual level with the aim of providing mutual learning, support networks and creating a common dialogue and knowledge exchange. GIZ also acts to better connect North-South and South-South cooperation, as well as regional cooperation and development.

²⁵ BMZ, 2013, http://www.bmz.de/en/publications/type_of_publication/strategies/Strategiepapier334_05_2013.pdf

²⁶ Ibid.

²⁷ GIZ, *Global Agendas*, retrieved 13.04.13 <http://www.giz.de/en/ourservices/1410.html>

²⁸ GIZ, *Triangular Cooperation supported by the GTZ*, retrieved 16.04.13, <http://globalconnect.giz.de/en/topics/topic-of-the-month/monatsthemen/oktober/triangular-cooperations/triangular-cooperations.html>

The objectives of the triangular cooperation are to:

- Provide support for efficient implementation in developing countries;
- Provide support to the establishment of effective structures for development cooperation in new donor countries;
- Assist cross-border transmission of technical solutions;
- Enhance and initiate mutual learning networks;
- Valorise regional organisations and global mechanism.²⁹

For example, in 2010 Brazil and Germany signed an agreement laying the foundation for triangular cooperation with several African and Latin American states.³⁰ One of these projects involved GIZ, Brazil and Mozambique, and aimed at supporting the institutional strengthening of Mozambique's National Institute of Standardization and Quality in order to improve the meteorological infrastructure. The project included seminars for relevant stakeholders as well as visitation programmes, which provided an opportunity to share German and Brazilian experience and knowledge with local actors such as enterprises and municipalities. Another example of triangular cooperation is a project between GIZ, Mexico and Guatemala where the latter received support to establish a network of environmental promoters, based on the Mexican GIRE SOL model developed previously by Mexico and GIZ.³¹

BMZ has moreover commissioned GIZ to establish a "Regional Fund for Triangular Cooperation in Latin America and the Caribbean", which provides financial support to triangular cooperation projects across the region. The fund can contribute with up to 50 per cent of the project's financial costs. GIZ's role is to provide methodological and process knowledge, advisory services, short and long-term experts, professional knowledge management and networking services, materials and equipment, as well as training measures. The eligibility criteria for the emerging economy is that they have sufficient institutional capacity to support development projects, while the beneficiary country needs to have adequate structural capacity to ensure effective project implementation.³²

How is this cooperation institutionalized?

Germany has established Framework Agreements for all its bilateral relations, including the emerging economies. These frameworks define the role of GIZ, BMZ and the embassies, as well as the counterparts of the partnering country. Moreover, they outline the overarching ambitions and guidelines for the cooperation, as well as the status of the country offices and their employees. In the case of new, upcoming projects or changing directions, these modifications are addressed in the Framework Agreements.

²⁹ Müller, 2010 http://api.ning.com/files/eXUcGJnS-REJLoWY2kC9lgFu*5riNm7VyFDdyQ3STeA1kntj*1JFpV0ucWYaWizvg3ZOaglearVVSUSbdubpBuSYhNZHZFI/GTZ_TriCoopinPractice.pdf

³⁰ GIZ, *Global Agendas*, <http://www.giz.de/en/ourservices/1410.html>

³¹ Müller, 2010 http://api.ning.com/files/eXUcGJnS-REJLoWY2kC9lgFu*5riNm7VyFDdyQ3STeA1kntj*1JFpV0ucWYaWizvg3ZOaglearVVSUSbdubpBuSYhNZHZFI/GTZ_TriCoopinPractice.pdf

³² GIZ, 2013, <http://www.giz.de/Themen/en/dokumente/giz2013-en-regional-fund-triangular-cooperation.pdf>

Portugal³³

What is the extent of Portugal's engagement with emerging economies?

Portugal aims to increase its cooperation with Brazil in Lusophone developing countries, countries where Portugal focuses its bilateral assistance. In its strategic document, Portugal expresses the opinion that "... South-South relations should also be encouraged, especially among Brazil, Portuguese-speaking African countries and East Timor."³⁴

Yet, despite these intentions, contacts with persons knowledgeable of Portuguese development cooperation suggest that these efforts have not been very fruitful **because Brazil and Portugal are "in direct competition for influence" in Lusophone African countries.**

Does Portugal have an explicit strategy?

No explicit strategy seems to be available. The Portuguese strategy does not elaborate on cooperation with emerging development partners in general and Brazil in particular.

What kind of cooperation does Portugal engage in?

One instance of an attempt at trilateral cooperation took place under the auspices of the Food and Agriculture Organization (FAO), undertaken between 2008 and 2011.³⁵ The initiative was designed to create "an inter-sectoral and participative plan to combat desertification and creating a CPLP Cooperation Programme to combat desertification, [and] strengthen the institutional capacities needed to implement the CPLP Cooperation Programme for the Sustainable Land Management."³⁶ However, the Government of Brazil withdrew from the project midway due to changing priorities in the ministry responsible for the project.³⁷

How is this cooperation institutionalized?

Portugal is a special case since it takes part in the framework of the Community of Portuguese Language Countries (*Comunidade dos Países de Língua Portuguesa*, CPLP). This provides an important forum for interaction between Portugal, Brazil and other Lusophone African developing countries and East Timor. The strategic document for the (former) Portuguese development agency states "The promotion of CPLP, given the wealth of its shared knowledge and the strategic position it may assume within the international community, is a priority for Portugal".

The attempt at trilateral cooperation described above is also interesting institutionally speaking, since the CPLP delegated the responsibility and management of the project to a specialized UN agency, the FAO. It is the **only instance of structured engagement with an emerging economy conducted through a UN agency this research has found.**

³³ Since the Portuguese strategy does not elaborate on their cooperation with emerging economies (especially Brazil), and since no Portuguese official was readily available for interviews, this section relies on what could be found browsing on the Internet and on conversations with people familiar with Portuguese development cooperation.

³⁴ Cooperação Portuguesa, 2006, www.c1.camo.es.cloudapp.pt/images/cooperacao/visao_estrategica_cp_ing.pdf

³⁵ FAO, retrieved 11.04.13 <http://www.fao.org/tc/cplpunccd/en/>

³⁶ FAO, 2008, www.fao.org/fileadmin/user_upload/Frome2007/docs/FTCP%20INT%203201%20IMPLEMENTATION%20REPORT.doc&ei=6HRtUcX3D8GmPfSlgYgK&usq=AFQjCNGKgZFeSfaQzmkCE4h_MvKKoUvy5w&bvm=bv.45175338,d.ZWU

³⁷ Ibid.

Denmark

What is the extent of Denmark's engagement with emerging economies?

The Danish Development Agency (DANIDA) published its new development cooperation strategy "*The Right to a Better Life*" in June 2012. In this strategy, DANIDA states its ambition to "...seek partnerships with emerging development actors, both state and private, where we have common interests and there are opportunities for joint efforts to solve global and cross-border challenges, such as climate change."³⁸

The fact that China, India, Brazil and South Africa endorsed the outcome document of the 2011 Busan Forth High Level Forum on Aid Effectiveness is perceived as a new important opportunity for further cooperation with these emerging economies.³⁹

Does Denmark have an explicit strategy?

Due to the relative novelty of the development strategy, no explicit strategy has yet been created for development cooperation between Denmark and the emerging economies.

What kind of cooperation does Denmark engage in?

The existing cooperation between Denmark and the emerging economies is currently confined in two areas only indirectly related to development. The Trade Council of Denmark has established a specific BRIC strategy for trade and investments, aimed towards strengthening Denmark's trade relations with Brazil, Russia, India and China.⁴⁰

Furthermore, the Danish government, together with the governments from Mexico and South Korea, has established a public-private platform called the Global Green Growth Forum (3GF). Since its establishment in 2011, China, Qatar and Kenya have joined as additional partner countries. The first 3G Forum was held in October 2011 in Copenhagen, with the aim of bringing stakeholders together to discuss opportunities and barriers for a green industrial transition. The green industrial transition, sometimes also referred to as a green industrial revolution, signifies a move towards a new form of economic growth **securing long-term economic growth, development in emerging and developing countries while also mitigating the risks of climate change and environmental degradation.**

The partners of the 3G Forum plan to hold annual meetings in which the leading representatives of established or emerging public-private partnerships meet with political and corporate leaders in order to strengthen and reinvigorate the reforms towards a greener industrial development. **The 3GF has set up three objectives:**

1. Increase horizontal coordination, learning and inspiration among the initiatives;
2. Provide political and economic momentum to promising initiatives in order to give them the required scale in speed, and;
3. Strengthen the link to the processes of international policymaking and regulations setting in order to ensure that these processes are informed by those who better than anyone can point to the specific barriers for green growth and how to overcome them.⁴¹

³⁸ DANIDA, 2012, <http://um.dk/en/~media/UM/English-site/Documents/Danida/Goals/28082012%20-%20The%20Right%20to%20a%20Better%20Life%20-%20pixi.jpg>

³⁹ Ibid.

⁴⁰ Regeringen, 2012 http://um.dk/da/~media/UM/Danish-site/Documents/Eksportraadet/Markeder/BRIC/100718_UM_Generel_7.jpg ,

⁴¹ Green Growth Forum, retrieved 17.04.13, <http://www.globalgreengrowthforum.com/practical-information-2/test-billede-1/>

The 2012 session was held between the 8-9 October, and 2013 session is planned for 21-22 October.

How is this cooperation institutionalised?

As this is a discussion forum, public-private representatives are welcomed to participate, provided that they share the interest and ambition to work towards a transition to green industrial growth.

Other European countries: Sweden, Finland, Belgium, Norway, The Netherlands and Austria

Sweden has no formal strategy or action plan for development cooperation with the emerging economies on issues going beyond the bilateral level.

Finland is open to trilateral cooperation, but has no projects with emerging donors, nor does it have a strategy for dialogue or interaction with them.

Belgium does not engage with emerging economies in the field of development cooperation, apart from ad-hoc diplomatic interactions in global forums on GPGs.

Norway does not have a specific strategy or unit focused on development cooperation with emerging economies, and engages solely on an ad-hoc basis.

The Netherlands has no strategy or unit working on development cooperation with the emerging economies.

Austria has no strategy or special unit on cooperation with emerging development partners.

Annex I: Different models of engagement

EU donor	Extent of engagement	Presence/absence of strategies	Kind of cooperation	Institutional means
UK	2011: DfID “Emerging powers team” in the agency’s Global Partnerships Department → cooperation on the project level (trilateral cooperation)	Global Partnerships Department’s Operational Plan 2011-2015 within the Global Development Partnerships Programme (GDPP)	DfID engagement in the dialogue of GPGs, sectoral policies and programmes; joint projects with emerging economies in third countries (trilateral cooperation), focusing on South-South transfer of technical expertise	DfID has MoU with Brazil, China and the United Arab Emirates and the Islamic Development Bank
France	<i>Agence Française de Développement</i> (AFD) encourages trilateral cooperation, especially in Brazil and China	France and AFD’s strategy outlined in the framework document drafted by the MFA: cooperation projects in emerging economies to negotiations on GPGs to develop mutual trust; strategic int. dialogue	AFD engages in bilateral projects in emerging countries linked to dialogue on GPGs as well as trilateral cooperation	Political declarations and cooperation agreements (China, i.e. joint declaration on climate change)
Germany	Long-time engagement with emerging economies through the Federal Government, the Federal Ministry of Economic Cooperation and Development (BMZ) and the German Agency for Int. Cooperation (GIZ)	2012: Government strategy “Shaping Globalisation-Expanding Partnerships-sharing Responsibility” 2011: BMZ “Strategy for Development Cooperation with Global Development Partners 2011-2015” 2013: BMZ paper “Triangular cooperation in German development cooperation”	BMZ’s design for cooperation based on four pillars: support of political and economic regional integration; action within int. organisations for global policymaking; triangular cooperation by the GIZ; int. dialogue programmes. GIZ engages in South-South and triangular cooperation projects	Framework agreements for all its bilateral relations, including emerging economies, defining role of GIZ, BMZ and the embassies as well as counterparts of partnering countries
Portugal	Cooperation with Brazil in Lusophone developing countries as bilateral assistance	No explicit strategy	Attempt of trilateral cooperation under the Food and Agricultural Organisation (FAO) 2008-20011	Community of Portuguese Speaking Countries (CPLP) as forum for interaction between Portugal, Brazil and Lusophone African developing countries, East Timor

Denmark	Danish Development Agency (DANIDA) development cooperation strategy "The Right to a Better Life" 2012 seeking partnerships with emerging development actors	No explicit strategy	Trade Council of Denmark established a BRIC strategy for trade and investments. Public-Private platform Global Green Growth Forum (3GF) 2011 to discuss opportunities and barriers for a green industrial transition	Discussion forum welcomes public-private representatives to participate when working towards a transition to green industrial growth
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