

international relations

Factors affecting the effectiveness of climate assistance: A comparison between the Brazilian Rainforest Conservation Pilot Project and the Amazon Fund

Chen Lan

Abstract: It is a consensus in global climate governance that developed countries have the responsibility to provide financial support to developing countries. However, the financial progress and implementation of international climate assistance has stalled and is one of the slowest and most difficult issues in climate negotiations. The debate The focus is on what kind of financial mechanism can bridge the differences between developed and developing countries and improve the effectiveness of climate assistance. The deforestation problem in the Brazilian Amazon is the epitome of the differences between developed and developing countries on climate issues. Western countries will The Amazon rainforest is regarded as a "global public good", and Brazilian political decision-makers have created an "imagination of international threats and greed" to resist any foreign interference in the sovereignty of the Brazilian Amazon. However, since Brazil's democratization in the 1990s, The Brazilian government has gradually opened its door to international cooperation and assistance, and accepted the Brazilian Rainforest Protection Pilot Project (PPG7) led by the Group of Seven. After President Lula came to power, he proposed the establishment of a Brazilian-led Amazon Fund based on performance payment. This article focuses on climate change A comparative study was conducted on the effectiveness of these two climate aid mechanisms, based on whether the aid achieved the goal of reducing deforestation area and had a positive impact on system construction, and examined the factors that affect the effectiveness of climate aid. The study found that the Amazon Fund More effective than the Brazilian rainforest protection pilot project. The factor that affects the effectiveness of climate assistance is whether the donor country respects the autonomy of the recipient country.

Keywords: climate assistance Amazon rainforest reduction caused by deforestation and forest degradation Emissions (REDD +) Brazilian Rainforest Conservation Pilot Project Amazon Fund

About the author: Chen Lan, Ph.D. in International Relations, Lecturer, School of Western Languages and Culture, Zhejiang International Studies University, Researcher, Latin American Institute

CLC number: D822 Document identification code: A Article

number: 1002 - 6649 (2022) 01 - 0085 - 18

Data is constantly emerging, so that we can select cases to study the factors affecting the effectiveness of climate assistance between developed and developing countries. This article uses the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD) on aid effectiveness. Definition - Assistance activities that have efficiently and sustainably achieved or are expected to achieve relevant goals and have a positive impact on system construction are used as two indicators to measure the effectiveness of assistance.

Take the two Amazon rainforest projects in the field of "REDD + " An international aid project, the Brazilian Rainforest Protection Pilot Project and the Amazon Fund, were taken as the research objects. Through a comparative study of the governance structure and effectiveness of these two aid projects, we tried to answer what kind of climate aid mechanism can bridge the differences between North and South countries and achieve The issue of greater cooperation effectiveness.

A North-South divide on climate aid for the Amazon rainforest

The Amazon River flows through eight countries: Peru, Brazil, Bolivia, Ecuador, Colombia, Venezuela, Guyana, and Suriname. Since 87% of the Amazon River is located in Brazil, the Amazon Basin is almost "synonymous" with Brazil. This is not only because of Brazil's love for the Amazon. The region has adopted a consistent and active policy of defending sovereignty. It is also because other countries in the Amazon Basin have acquiesced in this and adopted relatively passive policies towards the Amazon region.

The issue of protecting the Brazilian Amazon rainforest is a global environmental governance issue between developed and developing countries. The epitome of the conflict. Although international law and international conventions recognize the application of the principle of national sovereignty in environmental issues, because the Amazon is regarded as the "lungs of the earth" and has a significant impact on global climate change, developed countries consider the Amazon rainforest to be "the lungs of the earth". "Global public goods", protecting the Amazon should be the responsibility of the whole world. Former US Vice President Al Gore publicly declared: "Contrary to what Brazilians think, the Amazon does not belong to Brazilians, but to all of us." Former French President Mitt Long publicly stated that Brazil must accept the view of limited sovereignty on the Amazon issue. Former British Prime Minister John Major even claimed to carry out "direct military intervention" in the Amazon region.

Brazil recognizes its responsibility in promoting sustainable development, but when it comes to solving environmental problems, the Brazilian government gives priority to national sovereignty. In the eyes of Brazilians, environmental issues are an excuse for developed countries to interfere in developing countries and a new hegemony. The form is to use international cooperation to oppress peripheral countries and control

Chen Guanchun, Fang Zhendong: "National Ecological Environmental Security - Enlightenment from the Brazilian Amazon", published in "Chongqing Environmental Science", Issue 6, 2002, Page 10.

Therefore, the internationalization of the Amazon issue is a complete "conspiracy theory". Therefore, successive Brazilian governments have regarded the economic development and sustainable development of the Amazon region as a national security issue. The Brazilian Ministry of National Defense plays an important role in the Amazon issue. In order not to cede

Under the slogan "Occupy", in the mid-1980s, the Brazilian government proposed the "Northern Border Plan", which was implemented by the Ministry of Defense in 1999. The goal was to strengthen the Brazilian government's control over the northern Amazon and prevent foreign governments and non-governments from entering the country. The subversive forces of the government have penetrated into the Amazon. The "Northern Border Plan" has continuously expanded its jurisdiction. So far it has covered 5986784 square kilometers, which is equivalent to 70% of the national territory of Brazil. In addition, the Amazon region is considered an important driving force for economic growth in Brazil. In the 1970s and 1980s, successive Brazilian governments made the economic development of the Amazon the focus of their work to promote national development through the construction of roads, immigration and land reclamation.

Due to the large-scale deforestation caused by the economic development of the Amazon, the environment of the Amazon basin has been destroyed, and the living environment of the indigenous people has also been negatively affected. Fierce social conflicts have broken out between indigenous groups and pioneers. Therefore, since the 1990s, the Brazilian government has understood the importance of realizing the importance of protecting the Amazon rainforest environment, it gradually increased protection efforts. In 1989, the Collor government launched the "Our Nature" plan, which aimed to invest US\$100 million in five years to improve the ecological environment of the Amazon region. including forests protection, treatment of mining chemical wastewater, establishment of environmental management agencies, promotion of environmental scientific research, etc. Brazil established the Institute of Environment and Renewable Natural Resources in 1989, and established the Ministry of Environment in 1992. The Brazilian government recognized the need to adopt international Assistance is provided to improve environmental governance capabilities and achieve the sustainable development of Amazon forest resources. With the deepening of Brazil's democratization process and the take-off of the Brazilian economy, the Lula government has gradually adopted a foreign policy characterized by relationship-based autonomy, believing that active participation The establishment of international institutions and norms is one of the ways to maintain its independence and autonomy on the Amazon issue. Therefore, the Brazilian government has gradually opened the door to international cooperation and assistance. However, the principles of sovereignty and autonomy are still the priority of the Brazilian government when dealing with the Amazon issue. Factors. For example, the 1989 "Our Nature" plan was developed and supervised by the Brazilian Ministry of Defense, which shows that the Amazon is still regarded as a national security issue. 2008

Chen Lan: «The autonomy model of peripheral countries: the perspective of the Latin American "autonomy school"», published in «Latin American Studies», 2019 Issue 5, 2016, pages 129-130.

Chen Lan: «The autonomy model of peripheral countries: the perspective of the Latin American "autonomy school"», published in «Latin American Studies», 2019 Issue 5, 2016, pages 129-130.

The "Brazilian Defense Strategy" issued in 2017 also emphasizes the Amazon First Strategy and rejects any attempt to influence the Brazilian government's protection, development and defense of the Amazon Basin. The Brazilian government does not allow foreign organizations or individuals to become political or economic tools to weaken Brazil's sovereignty.

In short, Brazilian political decision-makers have created an "imagination of international threats and greed": the environmental problem of the Amazon rainforest is not a simple environmental crisis, but a tool for international political games. Foreign intervention and autonomy on the Amazon issue. The power struggle always runs through the cooperation projects.

2. From Brazilian Rainforest Conservation Pilot Project to Amazon Fund

As mentioned in the first chapter of this article, although successive Brazilian governments have shown a willingness to engage in dialogue and cooperation with the international community on Amazon environmental issues since Brazil's democratization in the 1990s, the principles of international cooperation and safeguarding sovereignty have. Like a "seesaw", the balance between the two is the decisive factor that determines whether Amazon climate assistance is effective. The following is a detailed analysis of the game and governance methods between Brazil and developed countries in the two climate assistance projects, the Brazilian Rainforest Protection Pilot Project and the Amazon Fund, and effectiveness.

(1) Brazilian Rainforest Protection Pilot Project 1

Project establishment background and financing

sources At the G7 summit held in Houston in 1990, then German Chancellor Helmut Kohl proposed the Brazilian Rainforest Protection Pilot Project without prior consultation with Brazil. Protection Pilot Project (PPG7 Project). The Brazilian government immediately established a coordination working group of ministries and commissions to deal with the interference of G7 members. At that time, there were two positions in Brazil: the Ministry of Foreign Affairs was worried about external forces interfering in Brazil's domestic affairs, and just wanted to propose some early measures. Prepared small projects to cope with international pressure, and the Ministry of Environment supports international cooperation and proposes to take this opportunity to obtain external financing to implement new environmental protection projects. The then Brazilian President Collor realized that "paying attention to environmental protection may be the key to Brazil and Developed countries' interest in the Amazon may bring benefits to Brazil and help it integrate more actively into global affairs. With the support of President Collor, in 1991 In March, Brazil negotiated with the World Bank and members of the Group of Seven on the overall goals of the PPG7 project. At the United Nations Environment Conference held in Rio de Janeiro in 1992, the Brazilian government officially announced the birth of the PPG7 project. The initial funding of the PPG7 project was 2.8 billion. US dollar, international aid countries are the European Union, Germany, Japan, Canada, Italy

ku () ,
y
y
y / / y / / y [y y]
— y —

There is little integration of public policy, and it is not effectively linked to broader Amazon environmental policy issues. There is a lack of clear strategies and consistent logical frameworks among various participants. It is difficult to help the Brazilian government improve the formulation and implementation of environmental public policies for sustainable development. The mid-term review report issued by the World Bank pointed out that the Brazilian government, the World Bank and international donors have not reached an agreement on formulating fund management policies and other aspects. The Brazilian Ministry of Environment also pointed out that the project funded by the PPG7 project is a "project puzzle". The World Bank's mid-term review report made the following recommendations: Increase the Brazilian government's autonomy over the PPG7 project, better integrate it with national public policies, and more effectively include other ministries and commissions other than the Ministry of Environment and state governments into the PPG7 project. Further strengthen the role of society. Although some improvements were made in the second phase of the project (2001-2009), the expected results were not achieved. Therefore, the project was terminated in 2009.

Secondly, the deforestation area of the Amazon rainforest has not changed significantly. During the operation of the PPG7 project, Brazil's deforestation rate remained high (as shown in Figure 1). During the 1997 project review and

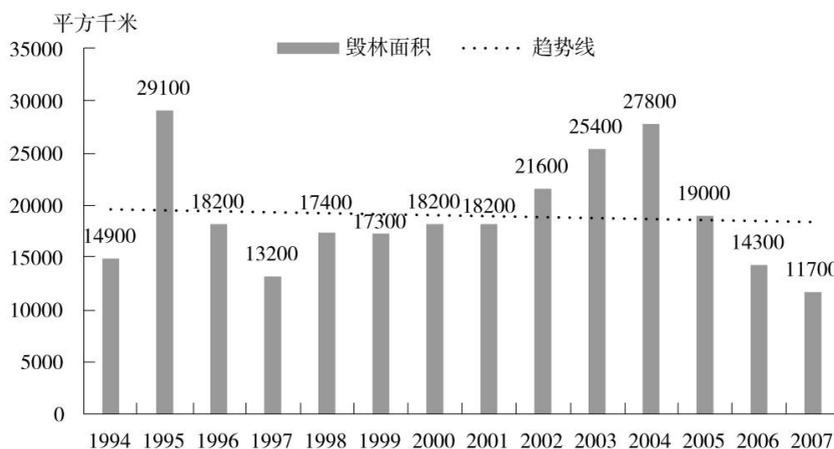


Figure 1 Deforestation area in the Brazilian Amazon from 1994 to 2007

毁林面积在1994年至2007年间波动较大，但总体呈下降趋势。1995年达到峰值29100平方千米，2007年降至最低点11700平方千米。趋势线显示，毁林面积在1994年至2007年间平均为18200平方千米。

毁林面积在1994年至2007年间波动较大，但总体呈下降趋势。1995年达到峰值29100平方千米，2007年降至最低点11700平方千米。趋势线显示，毁林面积在1994年至2007年间平均为18200平方千米。

At the "Oslo Tropical Forest Forum" hosted by the Ministry of Climate and Environment and the Development Cooperation Agency of Norway, the Amazon Fund held its 10th anniversary celebration. The Norwegian Minister of Environment pointed out that the Amazon Fund has supported the protection of 96 regions and 100 national parks in Brazil. In total, The area is larger than that of Germany, and it also strengthens the environmental law enforcement capabilities of the Brazilian government. Norway will continue to cooperate with Brazil through the Amazon Fund. Norway also Copy the experience of the Amazon Fund into cooperation projects with other countries. The «Amazon Fund Mid-Term Effectiveness Evaluation Report» also recognized the effectiveness of the Amazon Fund. The design and operation of the Amazon Fund have also attracted widespread attention from the international community. 2013 The "Warsaw REDD + Action Framework" adopted during the 19th Conference of the Parties to the United Nations Framework Convention on Climate Change in 2016 largely adopted the

The operating mechanism of the Amazon Fund As of the end of 2018, the effectiveness of the Amazon Fund is mainly reflected in the following two points

First of all, the environmental governance capabilities of the Brazilian government have been greatly improved. Under the unified management of the Brazilian government, the Amazon Fund has greatly improved the environmental governance capabilities of the Brazilian government. Judging from the amount of funds, as of the end of 2018, the federal, state and municipal governments Projects from government departments at all levels, including the Brazilian Agricultural Research Corporation, the Brazilian National Institute of Space Research, and the Brazilian Institute of Environment and Renewable Natural Resources, received most of the funds from the fund, accounting for 62% of the total funds. 4 Among them, the Brazilian Environment and Renewable Natural Resources Institute The Institute of Renewable Natural Resources has received substantial financial support, 2.1 billion reais (approximately US\$54 million), to prevent forest fires and monitor and control illegal deforestation activities. From 2016 to 2018, the Brazilian Environment and Sustainability Research Institute The Institute of Renewable Natural Resources carried out a total of 466 missions, totaling more than 92,000 working days, issuing 5,060 notices of violations of forestry management and imposing fines of more than 2.5 billion reais (approximately 6.5 billion U.S. dollars). Brazilian National Space The institute has also received significant funding from the Amazon Fund. The institute has become a major global player in the assessment of deforestation and regional climate modeling. As a result, Brazil is among the best in the world in its ability to use remote sensing and geographical information system technology to monitor forest resources.

Although the «Amazon Fund Interim Effectiveness Evaluation Report» identifies many areas where the Amazon Fund can be improved, the report generally acknowledges the effectiveness of the Amazon Fund. See Jose Javier Gómez Garcia et al. Mid - Term Effectiveness Evaluation of the Amazon Fund 2008 - 2018 pp 25-26. <http://www.amazonfund.gov.br/export/sites/default/en/galleries/documentos/monitoreo-y-evaluacion-2021-05-15>

Calculated based on the Amazon Fund website. "Projects Portfolio". <http://www.amazonfund.gov.br/galerias/documentos/monitoreo-y-evaluacion-2021-05-15>

Although the «Amazon Fund Interim Effectiveness Evaluation Report» identifies many areas where the Amazon Fund can be improved, the report generally acknowledges the effectiveness of the Amazon Fund. See Jose Javier Gómez Garcia et al. Mid - Term Effectiveness Evaluation of the Amazon Fund 2008 - 2018 pp 25-26. <http://www.amazonfund.gov.br/export/sites/default/en/galleries/documentos/monitoreo-y-evaluacion-2021-05-15>

For this reason, the Amazon Fund annual report bluntly pointed out that the main promoters and responsible persons for combating deforestation are Brazilian government departments, including the federal government, state and municipal governments. Of course, this does not deny the contribution

of civil society. Secondly, The deforestation area in the Brazilian Amazon has dropped significantly. As of the end of 2018, during the operation of the Amazon Fund, especially during the Lula government, the deforestation area in the Brazilian Amazon has dropped significantly and remained at a historical low. Deforestation and forest loss have been greatly reduced. Emissions caused by degradation have achieved the expected results of climate assistance (as shown in Figure 2). Judging from the G7 statement, during the period from 2008 to 2018, the G7 no longer criticized Brazil for the Amazon rainforest issue.

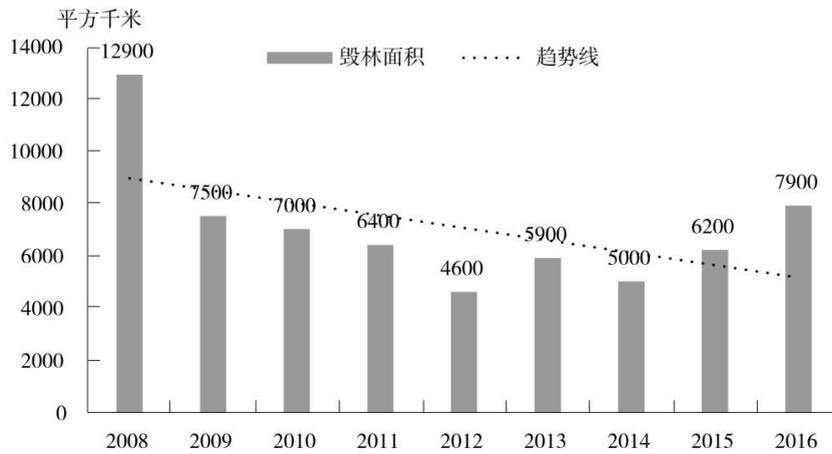


Figure 2 Deforestation area in the Brazilian Amazon from 2008 to 2016 (unit: square kilometers)

Figure 2 shows the deforestation area in the Brazilian Amazon from 2008 to 2016. The Y-axis is labeled '平方千米' (square kilometers) and ranges from 0 to 14000. The X-axis shows years from 2008 to 2016. The chart includes a legend for '毁林面积' (Deforestation Area) represented by grey bars and '趋势线' (Trend Line) represented by a dotted line. Data points are: 2008 (12900), 2009 (7500), 2010 (7000), 2011 (6400), 2012 (4600), 2013 (5900), 2014 (5000), 2015 (6200), 2016 (7900).

Three factors affecting the effectiveness of climate assistance mechanisms

According to the above analysis, it can be seen that the PPG7 project and the Amazon Fund have completely different operating methods, resulting in a large difference in the effectiveness of the two funds. The differences in the governance structures of the PPG7 project and the Amazon Fund are shown in Table 1.

Table 1 shows the differences in the governance structures of the PPG7 project and the Amazon Fund. The differences in the governance structures of the PPG7 project and the Amazon Fund are shown in Table 1.

The Amazon Fund explains that governments in developing countries also have the ability to integrate many stakeholders into the governance process. Only under the guidance of national environmental strategies can the government and non-governmental organizations form a model of mutual cooperation and complementarity, with the government playing the leading role. It is the best way to benefit climate governance.

Four Conclusions

Assistance funds and technical support from developed countries are very important for developing countries to implement climate adaptation and mitigation measures. However, the differences in positions between developed countries and developing countries are an important reason why climate assistance funds cannot be implemented. The Amazon rainforest is the "lungs of the earth", plays an irreplaceable and important role in global climate governance. In the case of developed countries cooperating with Brazil to protect the Amazon rainforest, Brazil hopes to receive financial and technical support from developed countries, but refuses developed countries to interfere in its internal affairs. Because they do not trust the governance capabilities and will of developing countries, they often interfere with the use of funds, encourage the participation of non-governmental organizations, and infiltrate Western "liberal" and "democratic" values as a means to restrict government power.

By comparing the PPG7 project and the Amazon Fund, this article concludes that international aid should respect the autonomy of developing countries, allow aid funds to be integrated into the public financial system of the recipient country for unified management and distribution, and the recipient country to determine priority areas and Specific implementation plans enable aid funds to be embedded in national climate strategies and achieve measurable, reportable and verifiable emission reduction performance. Then climate aid funds can not only greatly reduce transaction risks in developed countries, but also encourage developing countries to carry out climate mitigation actions. If developed countries insist on being guided by Western values, interfere with the use of climate aid funds, and heavily fund non-governmental organizations while ignoring the role of recipient governments, it will affect the effectiveness of climate aid. It should be noted

that since Lula's resignation, Especially during the administrations of Temer and Bolsonaro, affected by the fall in commodity prices, the Brazilian economy faced recession, environmental policies experienced a historic setback, and the deforestation area of the Amazon increased again. On April 11, 2019, the Amazon Fund The Technical Committee and Steering Committee were officially dissolved by the Bolsonaro government, and the Norwegian and German governments stopped injecting funds into the Amazon Fund from August of the same year, thus bringing the operation of the Amazon Fund into a deadlock. Such a well-run international demonstration project It was destroyed by the Bolsonaro government, which greatly damaged the international reputation of the Brazilian country, which is regrettable. However, the effective operation of the Amazon Fund from 2008 to 2018 is still worthy of study and reference. By analyzing the effectiveness of Amazon climate assistance, It has certain implications for promoting China's in-depth participation in global climate governance, deepening multilateral and bilateral cooperation mechanisms with countries around the world, and improving the methods and fields of international cooperation.

(Editor Huang Nian)

Chief editors Cheng Jing and Jie Jie: «Brazilian Development Report (2020)», Beijing: Social Sciences Literature Press, 2020, page 178.