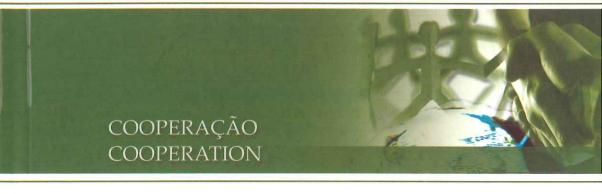
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Cooperar para o Desenvolvimento Diploma de Especialização em Cooperação para o Desenvolvimento: *Memória e Estudos*

> José França Martins Luís Rodrigues Tiago de Matos Fernandes



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RESUMO

Perante o objectivo de promover a melhoria da qualificação dos técnicos que se dedicam ou se venham a dedicar à actividade da Cooperação Internacional, o INA organizou em 2005 a primeira edição do Diploma de Especialização em Cooperação para o Desenvolvimento (DECODE).

O DECODE é um curso de especialização que pretende conferir aos seus participantes uma qualificação que lhes assegure uma visão integrada em matéria de Cooperação para o Desenvolvimento, bem como capacitá-los com os instrumentos operacionais destinados à promoção das acções das instituições, fundações, ONG e empresas que intervêm na área da Cooperação Internacional, independentemente da área específica da sua actuação.

Com este Caderno pretendeu-se fazer uma apresentação sumária das principais características do curso, bem como dar a conhecer alguns estudos elaborados por alguns dos seus formadores sobre Cooperação para o Desenvolvimento.

ABSTRACT

With the aim of improving the skills of the professionals that work or aim to work in the area of International Cooperation, INA (National Institute of Public Administration) launched, in 2005, the Diploma of Expertise in Cooperation for Development (DECODE).

The DECODE is an expertise training course which aims to confer a qualification to its participants, in order to grant a holistic approach to Cooperation for Development, as well as empower them with the operational skills needed for the promotion of the actions of the institutions, foundations, NGOs and companies, regardless the specific area of their activity.

With this Paper one intends to do a summarized presentation of the main characteristics of the course, as well as to make public some studies elaborated by some of its trainers about Cooperation for Development.

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PREFÁCIO

A capacidade de intervenção do Instituto Nacional de Administração nos domínios da cooperação vem assinalada nas respectivas Leis orgânicas desde o início da sua criação.

Centrada inicialmente no acolhimento de cidadãos estrangeiros – na sua quase exclusividade provenientes dos PALOP – nos cursos ministrados em Portugal, só na década de 90 do século anterior é que as actividades do INA diversificaram o apoio aos novos países de expressão portuguesa, quer em termos de localização das mesmas, quer no tocante à respectiva tipologia. Em paralelo, verificou-se o incremento da participação do INA em projectos financiados pelos Programas Phare e Tacis e a solicitação da ajuda do Instituto por parte de países então candidatos à adesão à União Europeia.

Esta diversificação de actividades recebeu notável incremento já no decurso do actual milénio, através da intervenção da instituição em projectos de desenvolvimento sobretudo em áreas relacionadas com a administração pública mas ultrapassando nitidamente os domínios da formação de quadros.

À maior amplitude de intervenção correspondeu uma maior preocupação com as modernas tendências no campo da cooperação para o desenvolvimento e revelou uma necessidade sentida por diversos actores no sentido da qualificação em tais domínios dos consultores e peritos nacionais, mormente os provenientes de serviços públicos.

O conhecimento das realidades específicas de cada região e do modo de funcionamento das instituições financiadoras de projectos de desenvolvimento a par da necessidade de serem dominados os instrumentos, técnicas e práticas de preparação e execução de projectos desta natureza são elementos fundamentais para a obtenção de resultados com êxito, tudo passando pelo reconhecimento da exigência de um maior saber e saber fazer.

Foi com o objectivo de proporcionar uma competência acrescida nestas questões que pelo INA foi lançada em 2004 e executada em 2005 a 1.ª edição do diploma de Especialização em Cooperação para o Desenvolvimento – DECODE.

Nestas matérias, como em muitas outras, é necessário semear para colher, mesmo sabendo-se que os resultados não são imediatos. Não ficamos, portanto, decepcionados se não os virmos a curto prazo. Estamos, contudo, esperançados em

EQUITY, HUMAN SECURITY AND ENVIRONMENT: KEY ELEMENTS OF SUSTAINABLE DEVELOPMENT

Nelson Lourenço¹

Nota Prévia

Uma primeira versão deste texto foi apresentada numa conferência que proferi, em Veneza, na Fondazione ENI Enrico Matei, em Abril de 2001. Este texto foi posteriormente publicado em COASTIN Newsletter (Setembro, 2001), na versão aqui reproduzida.

Em Março de 2005 utilizei este texto como suporte de uma Conferência sob o título Desenvolvimento Sustentável, Equidade e Segurança Humana: Desafios da Sociedade do Conhecimento proferida no âmbito do Diploma de Especialização em Cooperação para o Desenvolvimento (DECODE) do Instituto Nacional de Administração (INA). Nesse contexto abordei a questão do desenvolvimento sustentável visto à luz da globalização e da crescente preocupação pelo aumento brutal da pressão sobre os recursos naturais associada à emergência de dois novos actores na economia internacional: a China e a Índia, obviamente essencialmente o primeiro. A informação então apresentada não consta deste texto.

A sua publicação neste Caderno exige, por isso alguns comentários prévios. Em 2004, assistiu-se ao início de um choque na economia das matérias primas que muitos especialistas consideram semelhante ao de 1973/74, com um aumento considerável e generalizado dos preços nos mercados mundiais. Entre 2001 e 2004, a maioria das matérias primas duplicou o seu preço – com o níquel a triplicar o seu valor – e os custos dos transportes a registarem aumentos também muito consideráveis. O petróleo situou-se acima dos 50 dólares o barril.

Esta alteração deve-se essencialmente ao crescimento económico dos EUA e ao take off da China e, em menor escala da Índia. O impacto do crescimento económico da China na cena mundial parece ter deixado – surpreendentemente! – espantado a maioria dos observadores. Como diz Philippe Chalmain (Cyclope, Economica, 2005), o grande crescimento da economia chinesa nas décadas de 80 e 90 do séc. XX fez-se essencialmente à custa dos seus enormes recursos internos até à absorção do seu potencial produtivo. Apenas no início do séc. XXI a China de novo num período de forte aceleração irá fazer apelo ao mercado mundial, em quantidades inimagináveis.

¹ Reitor da Universidade Atlântica. Professor Catedrático da Universidade Nova de Lisboa.

O crescimento do seu enorme mercado interno e uma cada vez maior e mais marcante presença nos mercados internacionais de bens de consumo está na origem desta alteração da procura de matérias primas. Em 2001, a China importava 70 milhões de toneladas de minério de ferro, em 2004, 200 milhões e nos primeiros meses de 2005 este valor situava-se já nos 260 milhões de toneladas. O mesmo acontece com o petróleo, em que passa de uma situação de autosuficiência à de importador de 3,5 milhões de barris por dia, em 2005. Esta situação repete-se nos produtos alimentares com a China a tornar-se no maior importador mundial de trigo e de soja.

Parafraseando Lester Brown (Eco-economy. Building a economy for the Earth): "If Chinese were to have one or two cars in every garage and were to consume oil at the U.S. rate, China would need over 80 million barrels of oil a day—slightly more than the 74 million barrels per day the world now produces." No entanto, o caso da China é apenas o paradigma do impacto de novos actores na cena mundial. A Índia é já hoje um player a reter (as suas necessidades energéticas aumentam 6 a 7% ao ano). Outros na Ásia e na América Latina se perfilam.

Dois comentários finais. É frequentemente esquecido que o extraordinário peso demográfico da China e da Índia (que ultrapassará em população a China daqui a duas ou três décadas) altera os quadros de análise e de prospectiva dos efeitos do seu crescimento económico sobre o ambiente e recursos naturais.

É indispensável assumir que o desenvolvimento sustentável é um desafio multidimensional e à escala global e que as sociedades não devem continuar a apostar na continuidade e transposição linear de um modelo de desenvolvimento económico que foi pensado no mundo ocidental no pós II Guerra Mundial.

Introduction

In this paper I advocate the idea that equity², security and environment are key elements of the definition of Sustainable Development. Arguing, like Ignacy Sachs, that the concept of Sustainable Development must be based on society-oriented definition of problems, I will try to present some aspects of the complex and conflicting interaction between social equity, human security and environmental sustainability within the social process of shaping and building development for present and future generations.

In accordance with the research proposal mapped out by COASTIN, I will argue that Sustainable Development demands an integrated and interactive approach that allows for the understanding of the complex relationship between society and nature in respect of human rights, and assuming that environment is one vital dimension of the future of the human kind.

1. What is sustainable development?

In the years immediately following the Second World War, economists and policy-makers in the developed countries viewed technologically-based and consumer-oriented economic growth as the path to a global future of prosperity and security for all. To be fair, some conceived a difference between economic growth and development! But only a few considered whether this concept could be reconciled with environment realities.

At the end of the sixties, it was becoming clear that technology and economic growth were not always compatible or inevitably positive. While it could not be denied that significant material improvements has been made in the lives of millions of people, mainly in western countries, economic growth, as it was being practised in the developed or in the developing countries, was producing potentially tragic side-effects in the form of pollution and resource depletion³.

In 1972, the Club of Rome, released a report, Limits of Growth, in which it was suggested that if current economic patterns continued, the world would soon experience an ecological disaster. People were realizing and perceiving that the limits of environmental tolerance for human interference were being reached and if the model of economic growth and development were not changed the future of the

world would be in question. Another significant conclusion was that the problem was no longer local, national or even regional – resource depletion and environment degradation was a global problem.

In 1983, the United Nations called for a high level commission, the World Commission on Environment and Development (WCED), commonly known as the Brundtland Commission. In 1987, its final report, Our Common Future, stressed the need for economic growth and development strategies in all countries that recognized the limits of the ecosystem's ability to regenerate itself and absorb waste products.

While adding little that was conceptually new to the development and environment debate, the Brundtland Commission popularized the term sustainable development and recognized an accelerating ecological interdependence among nations. The WCED emphasized the link between economic development and environmental issues, and identified poverty eradication as a necessary and fundamental requirement for environmentally sustainable development.

Many environmentalists, like Robert Paelke (1999:243), see sustainable development as "an oxymoron, little more than a political cover for otherwise unacceptable corporate environmental practises". In contrast, others see sustainable development as the basis for a genuine balance between economic growth and environmental values, and even Paelke (1999:244) recognizes that sustainable development was positively introduced as a "rebuttal to the common 1970s assertion that zero economic growth was desirable and even inevitable, especially in the long run, given environmental and resource constraints", and show the evidence that economic restraint, in some context at least, could increase rather than reduce environmental damage. In fact, economic growth provides both environmental opportunities and environmental costs.

Egon Becker (1997: 9), points out that the concept of sustainable development is based on a society-oriented definition of problems, including not only the issue of economic efficiency, but also those of social justice and political regulation. For Becker, sustainable development may be conceived as a conceptual counter-position to modernisation, a paradigm that dominated the social and economical sciences since the end of World War II, but was increasingly called into question from the seventies onwards.

In contrast to the modernisation theory, the idea of sustainable development "emphasizes the diversity of societal paths of development, depending on their particular cultural or political as well as their ecological starting points" (Becker, 1997:10). In any case, the concept of sustainable development can not avoid the inherent ambiguity of the term development that means a model of society, i.e., the generalization of the patterns of society built by the western countries.

² It is important to note that inequity is not the same as or synonymous of inequality. Social inequalities count as inequities only when they are: avoidable, unnecessary and unfair. Adapted from Daniels, Kennedy, Kawachi, Boston Review.

³ This was when the first ecological social movements emerged, backed up by scientific evidence of the vulnerability of the biosphere and of the impossibility of maintaining the consumption patterns of the industrialised countries.

For this reason, and without rejecting the concept of sustainable development, some authors suggest the use of sustainability, as a concept, travels with rather less "political baggage" (Paehlke: 243). Ignacy Sachs (1995) presents a remarkable attempt in the debate on sustainability. His approach distinguishes between environmental and social sustainability in terms of "outer" and "inner" limits of society. To Sachs, whilst environmental sustainability is concerned with the biophysical limits of social activities, social sustainability is related to the internal organization of individual societies as well as of the world community as a whole.

Fourteen years after being publicly propounded by the Brundtland Commission, it is now generally agreed that the idea of sustainable development represents a positive and unarguable theoretical and conceptual leap and a valuable contribution to the analysis of economic growth and development, insofar as:

- It introduces the idea of a strong link between economic growth and natural resources/the environment.
- It introduces the idea of complex relationship between growth and the environment, drawing attention to the need to bear in mind the ideas of environmental sustainability, economic sustainability and social sustainability, and the need for conciliation in conflicts between these different dimensions.
- Unlike the Rome Declaration, it asserts that "zero" economic growth can be as harmful to the environment and uncontrolled economic growth.
- It introduces the idea that the fight against poverty, and for social justice and quality of life are essential aims in order to ensure sustainability in environmental, economic and social terms.
- It asserts the idea, contrary to that defended by classical theories of development, that sustainability is not a linear process and cannot be gauges against a single and universal development model.

2. Equity and environment

There is a considerable corpus of literature based on empirical evidence that show that the degradation or depletion of the environment affects people inside societies and among countries in different ways, creating and reinforcing new forms of social and economic discrimination.

Many studies show that economically and socially underprivileged regions with higher unemployment rates are more welcoming to polluting industries. In these regions ecological movements are not stronger and the motto is any job is better than no job!

American sociological literature presents a long list of hazards faced by minority communities in the United States in southern rural areas, in urban areas, such as Chicago, by Hispanic farm workers affected by pesticide-related illness, waste dumping on the Native Americans reservations under the guise of improving the economic conditions, etc.... Robert Bullard, in a study on the economic growth of the Southern states of the USA from the seventies onwards, makes a significant diagnosis and shows how the multiple-dimensions of the sustainability concept are in themselves contradictory.

The case present by Bullard (2000) shows the contradictions between social sustainability (social equity and social justice), economic sustainability (individual economic profit) and environmental sustainability (air pollution and waste):

"unemployment and poverty were more pressing social problems for Afro Americans than the issues voiced by the middleclass environmentalists. In their desperate attempts to improve the economic conditions of their constituents, many civil rights advocates, business leaders, and political officials directed their energies toward bringing jobs to their communities by relaxing enforcement of pollution standards and environmental regulations (...).

(...) Polluting industries were brought into poor communities (...) Environmental risks were offered as unavoidable trade-offs for jobs and a broadened tax base in economically depressed communities.

Jobs were real; environmental risks were unknown. This scenario proved to be the de facto industrial policy in 'poverty pockets' and job-hungry communities around the world".

The poverty-health-environment triangle can help also to illustrate how the environment can be associated with social discrimination and inequity. To the World Health Organisation (WHO) a prerequisite for good health is access to clean water, food, clothes, housing and sanitation. Under a certain level of these factors health is impossible to maintain. This is the relevant issue to a large part of the population of the world.

The consequences of poverty are enormous and inequitable. In developing countries the environmental health problems in the developed world seem trifling. For the developing world, the traditional hazards that produce infectious diseases related to environmental factors remain the most pressing health problem. The control of these diseases depends to a large extent on traditional environmental factors such as⁴:

⁴ However, we should not forget that the most dangerous epidemic today, the HIV/AIDS-epidemic, is related to human behaviour, or to be more precise human sexual behaviour.

- supplies of safe drinking water
- provision of basic sanitation and waste-handling
- proper shelter or housing
- improved availability and safe handling of food
- measures against disease vectors and other hazards in agriculture
- access to safe and effective drugs and vaccines

Freshwater and, mainly, safe drinking water is certainly one of the big environmental challenge that humanity is facing. Some data can help us to understand this⁵:

- An estimated one half of the people in developing countries are suffer from water or food associated diseases caused either directly by infection through the consumption of contaminated water or food, or indirectly by diseasecarrying organisms (vectors, such as mosquitoes, that breed in water); according to the WHO, some 2 billion people are at risk of malaria alone, with 100 million people affected at any time and between one and two million deaths a year;
- The WHO estimates that a total of more than five million people die each year
 just from diseases caused by unsafe drinking water, and a lack of sanitation
 and water hygiene;

Freshwater sustainability conflicts with economic sustainability. In fact, a great deal of drinking water is lost unnecessarily. It is estimated that about half of the water of drinking water supply systems in the developing world is lost due to leakage, illegal hook-ups and vandalism. This deprives operators of the water supply systems of money they could use to maintain and expand service. The World Bank estimates that about \$600 billion needs to be invested worldwide to repair and improve water delivery systems.

It is also a fact that dramatic environmental events such as floods place a particular burden on the poor. Some believe that weather is the only thing that treats all people equally. No matter whether you are rich or poor, everybody gets wet when it rains. Gro Harlem Brundtland, the WHO-director, dismissed this saying⁶:

When a storm hits, the poor are most likely to live near the waterfront and in low-lying areas. Their sheds are made of flimsy material, which easily get smashed to bits by wind and water. And when the storm has passed, leaving destruction and disease in its path, the poor have no insurance to pay for damage and treatment. Their water supply is more likely to be contaminated, and the risks of them falling victim to epidemics are much greater than for the better off.

⁵ Quoted from, *Comprehensive Assessment of the Freshwater Resources of the World*, New York, United Nations Division for Sustainable Development, 1999.

⁶ Conference on the World Meteorological Day, 2000.

This we all know. But what is becoming increasingly clear is that the poor are also bearing the main burden of the long-term climatic changes to our environment. Recent assessments by health scientists working within the Intergovernmental Panel on Climate Change have confirmed that poor populations tend to be the most vulnerable to the health impacts of climatic variation and climate change.

3. Human security

It seems necessary to look more deeply into the links between environment, economy and society in order to have a more clear and precise idea on the links between environmental change and conflict, environment degradation and violent conflict or contributions of the scarcity of renewable resources to violent conflict in developing countries.

In 1987, The World Commission on Environment and Development emphasized that environment stress could be a cause as well as a result of conflict, and the US National Academy of Science (1991) has recognized that global climate change may well be an important contributor to political instability in the future, especially in regions where social and economic are presently posing security threats.

The Working Committee on Environment Security and Sustainable Development of the IHDP ⁷, suggests that the focus on violent conflict is too narrow to encompass the broad range of human impacts resulting from the degradation of the natural environment or from the scarcity of resources. They defend the idea that it is important to broaden the discussion to include various aspects of human security as defined by the UNDP and in which political security and personal security are two components.

The UNDP propose in fact an integrative concept of human security. Initially, human security was interpreted as meaning threats to the physical security of the person (see the Universal Declaration of Human Rights), but the concept now encompasses economic, health and environmental concerns, and includes seven categories of threats:

- Economic threats (assured basic incomes)
- Food security
- Health security
- Environmental security (access to sanitary water supply, clean air and a non-degraded land-system)
- Personal security (security from physical violence and threats)
- Community security (security from ethnic cleansing)
- Political security (protection of basic human rights and freedom)

⁷ Vide Steve Lonergan (1996).

The human security concept proposed by UNDP appeals to and recognizes the linkages between environment and society and the complexity of these relations. This broad perspective also avoids the error of falling into a definition of causal links between environmental change or degradation or scarcity of resources and insecurity or conflict.

Conclusion

Having developed a number of institutions which more than at any other time in history provide social and individual welfare and security, modern society has also developed an alarming capability for military destruction, perpetrating the greatest and most violent aggressions against the environment ever witnessed, and generating greater inequality in access to wealth on a worldwide scale. The modern era differs from preceding periods because of its dynamism, the speed and intensity of social change, the erosion of traditional habits and customs and the growing linkages between these changes and individual lives.

Modern society may be characterized by the increasing complexity and global nature of social relations, leading to a new framework of global/local interdependencies, and to changes in the paradigms of space and time. The research project designed for COASTIN seeks to ensure that this complexity is integrated in the analysis, so as to arrive at an understanding and to monitor the interaction between human systems and natural systems. We hope that the challenge of analysing such a complex and dynamic phenomenon as coastal regions, using such a varied range of scientific perspectives as those contained within the COASTIN research team will carry us safely to harbour!

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