

The Dilemma of International Cooperation in Global Governance: The Case of Amazon Forest Conservation in Brazil

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Abstract: The Amazon Forest is an essential ecosystem that provides numerous services and supports millions of livelihoods. Despite conservation efforts that began in the 1960s with the Brazilian government and international agencies joining the cause, economic and political pressures still pose significant challenges. Governance of the Amazon Forest involves three main actors: sovereign states within and outside the region and NGOs. Brazil, with 60% of the world's largest tropical forest, is the most critical intra-regional governance actor. However, conflicting interests, the government's lack of environmental governance capacity, and negative attitudes toward international cooperation impede governance in the region. Aid from outside sovereign states can be influenced by political factors, leading to the mismanagement of funds, while NGOs cannot play a substantial role due to government policies. To address these challenges, the author recommends finding consensus among different subjects, resource integration, and cooperation, construction of coordination mechanisms, information-sharing platforms, and monitoring mechanisms. Effective information-sharing and assessment mechanisms can enhance collaboration, and trust, and reduce conflicts, leading to common governance goals' achievement.

Keywords: global governance, environmental governance, amazon forest

1. Introduction

International cooperation in environmental protection has become a key global issue due to growing concerns about climate change and its impact on the environment. The success of many environmental policies and regulations depends on the cooperation of different countries that share a common need to protect the earth's natural resources. An important reason why international cooperation in environmental protection is receiving increased attention from researchers and policy decision-makers is that many environmental problems are global in nature. For example, climate change, caused by greenhouse gas emissions from various sources, will affect the entire planet. Therefore, to mitigate the effects of climate change, different countries must come together to share information, knowledge, and technologies to reduce greenhouse gas emissions. Another important significance of international cooperation on environmental issues is the sharing of environmental ideas and policy exchange. Different countries have different perspectives on the environment, and

international cooperation allows them to share best practices, lessons learned, and innovative ideas that can help address common environmental challenges. By deepening international cooperation on the environment, countries can learn from each other and develop better environmental policies that can be implemented worldwide. In addition, environmental issues can create conflicts between countries, especially if they share natural resources such as water or air. Through international cooperation, countries can resolve conflicts peacefully and make decisions that are in the best interests of all parties involved. This approach promotes communication, mutual trust, and responsibility.

On this basis, this paper will explain why international cooperation has not been as effective as expected in promoting problem-solving and advancing consultation and cooperation among actors in the Amazon Forest conservation issue by studying the Amazon forest issue in-depth and analyzing the international community actors who have been involved in the problem-solving process and their related decisions.

The study will use the process tracing method, which is to identify and analyze the sequence of events of international cooperation in Amazon forest conservation to determine causal relationships, conduct a case study of the Amazon forest conservation problem through the process tracing method, analyze the role played by international cooperation in the solution of the problem and the dilemmas it encountered, and try to distill the factors that prevented the further deepening of this international cooperation. The main research questions that will guide this study are as follows:

- What are the key factors affecting international cooperation in the global governance of forest conservation in the Brazilian Amazon?
- How do different actors, such as international organizations, governments, the private sector, and civil society, interact and influence the policy-making process?
- What are the main challenges and opportunities that emerge in the process of international cooperation for forest conservation in the Brazilian Amazon?

In terms of data collection, the study will collect qualitative data through document analysis, interviews, and observations. The main data sources will be policy documents, reports, and academic literature on international cooperation in Amazonian Forest conservation and environmental governance. Interviews will be conducted with key stakeholders, including representatives of international organizations, Brazilian government officials, civil society organizations, and private sector individuals, to gain insight into their perspectives and experiences in Amazon Forest conservation policy development. Observations will be conducted through participation in major international conferences and events related to Amazon Forest governance.

This paper has more important implications in terms of promoting international cooperation in environmental issues and the resolution of international cooperation dilemmas. First, it sheds light on the challenges faced by international cooperation in addressing issues related to global governance. In particular, the study highlights the fact that different stakeholders have different priorities and that it is difficult to align these priorities in a way that benefits everyone. Second, the study highlights the importance of Amazon Forest conservation in a global context. The Amazon rainforest is home to an incredible diversity of plant and animal species, and it plays a key role in regulating the Earth's climate. However, the forest is under threat from deforestation, illegal logging, and other human activities. The study highlights the need for international cooperation to address these threats and preserve the Amazon Forest for future generations. Finally, the study provides a case study of Brazil and its efforts to balance economic growth and environmental protection. Brazil is one of the world's largest producers of commodities such as soybeans, beef, and timber, which often come at the cost of the Amazon Forest. The study highlights the challenges Brazil faces in balancing economic growth and environmental protection and offers insights into how other countries can learn from Brazil's experience.

Overall, this essay has a degree of research significance as it provides insights into the challenges of international cooperation to address global governance issues, highlights the importance of Amazon Forest conservation in a global context, and provides a case study of Brazil's efforts to balance economic growth with environmental protection.

2. Amazon Forest Protection Cooperation and Its Dilemma

The Amazon Forest is one of the world's largest tropical rainforests and one of the world's most important ecosystems. It provides a large number of ecosystem services such as air purification, soil protection, climate control, and maintenance of biodiversity. The Amazon Forest is one of the most biologically diverse and rich ecosystems in the world, with thousands of plant and animal species within the forest, many of which survive only here. If the Amazon Forest is destroyed, it will lead to the extinction of countless species. In terms of carbon storage, the Amazon Forest absorbs large amounts of carbon dioxide and is one of the most important carbon storage areas on the planet. As one of the largest tropical rainforests in the world, the Amazon Forest has an important climate-regulating role. It stabilizes the global climate by reducing carbon dioxide in the atmosphere, making the climate more stable around the world. If the Amazon Forest were to be destroyed, it would result in the release of large amounts of carbon dioxide, which would have a dramatic impact on the global climate. On top of its important ecological impact, millions of people depend on the Amazon Forest for their livelihoods. The forest provides the local population with timber, medicinal herbs, and other non-wood forest products that provide them with an essential source of livelihood. Therefore, taking practical and effective measures to actively protect the Amazon Forest is critical to both the global ecosystem and human livelihoods.

The historical process of Amazon Forest conservation in Brazil can be traced back to the 1960s. At that time, the Brazilian government began to develop agriculture and livestock farming in the western region. Changes in land use have led to an increase in deforested areas in the Amazon and an expansion of agriculture and livestock into the Amazon, which led to the deforestation and burning of large amounts of the forest [1]. These activities not only destroyed the ecosystem but also caused social and economic problems, resulting in the loss of large areas of land and livelihood resources for the indigenous people and the lower classes.

To address these problems, the Brazilian government began to introduce a series of measures to protect the Amazon Forest. First, the government established a series of environmental regulations and policies to prohibit the exploitation and destruction of the forest. Second, the government began to protect the lands owned by the indigenous and aboriginal peoples of the Amazon and to support them in their legal economic activities. In addition, the government adopted conservation measures, such as the establishment of national parks and nature reserves, to protect the habitats of rare species in the Amazonian forests.

These policies and measures gradually began to pay off. From the late 1980s to the beginning of the 21st century, deforestation rates in the Brazilian Amazon declined by about 80 percent. However, conservation efforts in many areas remain challenging due to economic and political pressures.

The conservation issues in the Amazon Forest are so complex that they cannot be adequately addressed by the efforts of Brazil alone. In the 1960s, the International Union for Conservation of Nature (IUCN) and the Food and Agriculture Organization of the United Nations (FAO) began work on a conservation program for the Amazon Forest, and in 1972, the United Nations convened a Global Forum on the Environment, where governments proposed a joint conservation plan for the Amazon. After that, a series of international agencies and organizations joined this plan one after, including the United Nations Environment Programme, the World Wide Fund for Nature, and the IUCN.

In the 1980s, the Brazilian government started to implement the Amazon Forest Conservation Action Plan and promulgated the "Amazon Charter" in 1988, which stipulated that the Amazon region

should be used for sustainable development and environmental protection. In 1992, the United Nations held the “Earth Summit” and adopted international legal instruments such as the Rio Declaration and the Global Convention on the Conservation and Sustainable Use of Ecosystems, which once again implemented the protection of the Amazon region.

Since the 21st century, the Brazilian government has stepped up its efforts to protect the Amazon Forest, establishing a series of protection policies and legal provisions that prohibit undesirable practices such as illegal logging and mining. At the same time, the international community has also actively participated in forest protection initiatives, providing financial, technical, and personnel support to Brazil, jointly promoting the process of Amazon Forest protection.

International cooperation is an essential way to solve the problem of Amazon Forest conservation, but its promotion and development face many difficulties. First, there are competing and divergent interests among countries. Brazil, as the main jurisdictional country of the Amazon Forest, is not willing to take too much responsibility for international cooperation to develop its economy and protect its national interests. At the same time, developed Western countries are also reluctant to devote excessive resources to Amazon Forest conservation to control greenhouse gas emissions and promote their environmental agendas.

Second, the political situation of international cooperation often changes. In 2019, the President of Brazil disapproved of foreign aid to fight the Amazon fires and was lukewarm to international cooperation, leading to constant international criticism of the Brazilian government. In addition, changes in the political forces and strategies of international cooperation may also lead to changes in the importance given to Amazon Forest conservation.

Finally, the lack of an effective governance mechanism also makes it difficult to advance international cooperation. For Amazon Forest conservation, the lack of international cooperation in joint research, knowledge sharing, and technology transfer has prevented better Amazon Forest conservation.

3. Why Amazon Forest Protection Cooperation Is Difficult to Achieve

In the governance of the Amazon region, the actors involved in governance can be divided into three main categories: sovereign states in the region, sovereign states outside the region, and NGOs. The following analysis will focus on why governance has not had the desired effect and the difficulties encountered in governance from the perspective of each of the following three actors.

3.1. Sovereign States in the Region

The countries within the Amazon region are the most important actors in the Amazon forest governance, and through their laws and policies, they are directly involved in the development and governance of the Amazon forest. Among these countries, Brazil can be considered the most important intra-regional governance actor. Nearly 60% of the world’s largest tropical forest is located in Brazil, covering an area of approximately 4.2 million square kilometers, equivalent to 49% of the Brazilian territory [2]. In addition, Brazil is one of the largest economies in South America, and its economic growth and development significantly impact the governance and conservation of the Amazon Forest. If the Brazilian government can take strong measures to protect the Amazon Forest and promote sustainable economic development, it will help strike a balance between ecosystem protection and job and economic opportunity creation. Given its importance, Brazil will be the main subject of this section in the analysis that follows.

In the process of governance of the Amazon Forest in Brazil, three factors have hindered the development of the Amazon Forest conservation process: one is the conflict between economic development and environmental protection resulting in a lack of willingness to govern in Brazil, the

second is the lack of environmental governance capacity of the Brazilian government, and the third point is the attitude of the leaders and people towards international cooperation and intervention.

Brazil's rapid emergence as a BRIC country at the beginning of the 21st century and a growing middle class have contributed to a significant increase in domestic consumption power while driving the construction of infrastructure, agricultural and hydroelectric projects in the Amazon. In 1975, there were 29,400 km of roads in the Brazilian Amazon, of which 5,200 km were paved. By 2004, this number had increased almost tenfold to 268,900 km, but less than 10% of the road was paved [3]. This indicates that the roads have not been planned effectively and efficiently, resulting in inefficient construction that uses many resources and does not achieve the desired effect of facilitating transportation, but instead wastes plenty of resources and causes a lot of unnecessary pollution. Rapid modernization and development, coupled with flawed construction planning, have led to significant damage to the Amazon Forest environment. At the beginning of the 21st century, Brazil was internationally praised for significantly slowing the rate of rainforest loss, but this rate rose again after the country's economic recession. In 2019, Brazil's deforestation jumped by about 30% to nearly 10,000 square kilometers, the largest in a decade. Local deforestation continued unabated even during the subsequent arrival of the severe new crown epidemic [4].

In terms of popular and policymaker attitudes, the issue of Brazilian management of the Amazon is often seen as an entirely domestic issue within Brazil, and the country has long resisted any form of international Amazon deforestation monitoring and rejected the internationalization of Amazon governance issues [5]. Declaring that "Brazil is like a virgin that every foreign pervert desires," Bolsonaro claimed that the aid and support from Europe were purely motivated by their desire to develop the Amazon for themselves [6]. This hostile and isolated attitude has largely hindered the realization of international cooperation and regulation in Amazon forest governance, while Brazil, as a developing country that places more emphasis on economic development and lacks sufficient motivation to promote environmental protection, has not been able to effectively promote the protection of the forest environment as the main body of Amazon forest governance.

3.2. Sovereign States Outside the Region

The sovereign countries involved in governance outside the Amazon region mainly include influential Western countries. South America was once a colony of Portugal and Spain, and Western colonists were the first to discover the Amazon Forest, and the region served as the most important supplier of raw materials to the West. Therefore, after the Western countries withdrew from South America, they still actively participated in Amazon governance, exerting influence on the countries in the region, especially Brazil, through international public opinion and financial support [7]. For example, in 2008, Brazil and Norway agreed that Norway would contribute \$1 billion to Brazil's Environment Fund. This contribution will be donated to the Amazon Fund to finance projects to reduce deforestation and promote sustainable development in the Amazon, of which up to 20% can be used in other tropical rainforest countries [8].

However, because of the complex political situation and conflicting interests in the Amazon region. Aid can be influenced by political factors that prevent it from reaching the people and areas that need it. Most aid from countries outside the region is financial and relatively little technical and human resource assistance, which means that aid effectiveness depends more on government actions, but due to a lack of government willingness and capacity to govern, aid funds may be misused due to factors such as corruption, or spent inefficiently due to a lack of governance capacity. The socio-cultural situation in the Amazon region is also complex, including different ethnic groups and cultures, different perceptions, and values. These factors also influence the local population's attitudes toward forest conservation and its receptiveness to external assistance.

3.3. Non-Governmental Organizations

Non-state actors have also been active in the Amazon Forest governance process, but have not been able to play an adequate role in advancing it due to various constraints.

Government positions and policies on forest conservation and governance may not support the participation and role of NGOs, as they may reveal government inaction or misconduct, or be inconsistent with the government's main development strategies and objectives. Augusto Heleno, the national security advisor to the 2019 president, proposed the development of a unified strategy to protect the Amazon rainforest and protect the region's indigenous peoples. Heleno said, "There are foreign NGOs and international authorities that want to interfere with our treatment of the Brazilian Amazon. I fear that this meeting will interfere with our sovereignty This is worrisome and we want to eliminate it [9]."

At the same time, the role of NGOs in Amazonian Forest conservation and governance is affected by economic pressures. Many NGOs depend on donations and sponsorships, and a lack of funding can affect their impact and sustainability. At the same time, some corporations that depend on profitable exploitation of the Amazon Forest may exert economic pressure on NGOs to discourage their activities in forest conservation.

In terms of social foundation, due to cultural differences, language barriers, and historical legacies, NGOs are unable to build sufficient trust and cooperation among local communities, communicate effectively with them, understand their needs and wishes, and provide targeted assistance.

4. How to Achieve Cooperation in Global Governance

4.1. Finding Consensus on the Interests of Different Subjects

Finding consensus on the interests of different subjects in global governance cooperation is crucial, especially in environmental issues, because the problems faced by environmental governance are usually transnational, complex, and multi-stakeholder related. The interests and needs of various subjects often differ or even conflict. Therefore, only based on finding a consensus of interests can a common goal of governance be achieved. Finding consensus on the interests of different subjects can help all parties recognize each other's needs and interests, promote collaboration and cooperation, and thus improve the efficiency and quality of problem-solving. In addition, finding consensus on the interests of different subjects can enhance the trust between the parties. It enables each subject to better understand each other's position and needs in the process of cooperation and reduces conflicts and misunderstandings.

4.2. Widely Absorbing Resources: Ensuring Sufficient Human and Financial Resources

In global environmental governance cooperation, resource integration, and cooperation are very important. Both countries in need of assistance and NGOs involved in governance need to actively attract resources to ensure sufficient sustainability of their actions.

First, assisted countries need to actively seek support from various resources. These resources include finance, technology, expertise, and human resources, which can help the assisted countries to better achieve environmental protection and sustainable development goals. At the same time, NGOs involved in governance also need to actively seek support from resources to play a more effective role in global cooperation.

Second, resource integration and cooperation can also improve the efficiency and quality of project implementation. In the process of project implementation, the rational use of resources from various parties can improve the efficiency and quality of the project. For example, when establishing public-private partnership projects, companies, and private institutions can provide financial and technical

support, while governments and NGOs can provide expertise and management experience. Such cooperation can make the project more sustainable, while also improving the quality and efficiency of the project.

4.3. Construction of Coordination Mechanism: Remove Information Barriers and Open Up Communication Channels

Both recipient countries and other countries involved in governance should strengthen information sharing and communication. Governments, NGOs, and research institutions should strengthen information sharing and communication, including sharing data and research results, and establishing information-sharing platforms and cooperation mechanisms to promote coordination and cooperation. From the perspective of assisting countries, they should strengthen financial support and technology transfer for international cooperation, provide more resources and technical support to assisted countries, and help them improve their governance capacity and technology level; from the perspective of assisted countries, they should strengthen information sharing and promote the transparency and openness of necessary information.

In addition, an effective monitoring and assessment mechanism should also be established. By establishing a monitoring and assessment mechanism, real-time monitoring and assessment of deforestation, illegal clearing, wildfire, and other forest damage should be carried out, and timely countermeasures should be taken to avoid environmental degradation. At the same time, an appropriate accountability mechanism will be established, which will be able to hold all parties concerned accountable for the consequences of their actions, restrain their behavior, and urge them to fulfill their commitments [10]. Through the implementation of these measures, information barriers can be better removed and a better coordination mechanism can be established.

5. Conclusion

The Amazon Forest is a crucial ecosystem that provides various services such as carbon storage, climate control, and biodiversity maintenance. It also supports the livelihoods of millions of people. Conservation efforts in Brazil began in the 1960s, with the government introducing policies to protect the forest and support indigenous and aboriginal communities. International agencies and organizations have also joined the effort. Despite progress, conservation remains challenging due to economic and political pressures. International cooperation is necessary but faces difficulties such as conflicting interests, changing political situations, and a lack of effective governance mechanisms.

The Amazon Forest governance involves three main actors, namely sovereign states within the region, sovereign states outside the region, and NGOs. Brazil is the most important intra-regional governance actor with 60% of the world's largest tropical forest located there. The conflict between economic development and environmental protection, a lack of environmental governance capacity of the government, and an unfavorable attitude towards international cooperation and intervention hinder governance in the region. Sovereign states outside the region, mainly Western countries, actively participate in Amazon governance through international public opinion and financial support, but aid can be influenced by political factors, leading to the mismanagement of funds. NGOs have not been able to play an adequate role due to government policies on forest conservation and governance.

Based on the above analysis of the difficulties encountered by the different types of subjects participating in governance, the author proposes the following recommendations for global governance. Finding consensus on the interests of different subjects is crucial in global environmental governance cooperation. Resource integration and cooperation are important to ensure sufficient human and financial resources. The construction of coordination mechanisms such as information-

sharing platforms and monitoring mechanisms can remove information barriers and open up communication channels. Strengthening information sharing and establishing effective monitoring and assessment mechanisms can improve the efficiency and quality of project implementation while promoting collaboration and cooperation among different stakeholders. It can also enhance trust, reduce conflicts and misunderstandings, and help achieve common goals of governance.

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