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DEVELOPMENT PARTNERSHIP: UNIVERSAL, REGIONAL AND BILATERAL LEVELS

Today all nations of the world have come to be characterized in terms of their development or lack thereof. “Development has evolved into an essentially incontestable paradigm with such a powerful hold on our collective imaginations that it is almost impossible to think around it” [1, p. 3]. Development, as the process of transition from one condition to another, more perfect, should be a natural and ongoing process for each state. However, not all states have a real opportunity or the desire to develop and to provide its people with a decent standard of living. There is always the explanation for the lack of development: poor governance, corruption, misallocation of resources, predatory economic conditions of strong

financial institutions, creditors` opposition to an increase in exports and imports, etc. These results growing world poverty and inequality, unemployment, lack of opportunities and persistent violations of economic, social, cultural as well as civil and political rights which threatens the maintenance of international peace and security and slows down the development of all nations. To deal with the global problems under present-day conditions the majority (ideally – all) states should be involved in the development process. Development requires international cooperation and it requires that other actors assist states in their efforts [2].

In September 2000 world leaders “convincingly expressed a global determination

to end some of the most challenging and vexing problems inherited from the twentieth century” [3, p. 210] by setting forth targets — the Millennium Development Goals (hereinafter referred to as MDGs) — to combat the worst consequences of underdevelopment (poverty, hunger, disease, illiteracy, environmental degradation, and discrimination against women) and to establish a global partnership for development [4]. Although such a phenomena as “development partnership” was known before, the adoption of Millennium Development Goals a “global partnership for development” has become prevalent in international development cooperation. Felix Kirchmeier argues that global partnership is very important because it “provides a basis for the achievement of the other seven goals. Only with the help of a global partnership will it be possible for many developing countries to reach the goals” [5, p. 17].

Besides MDGs, which launched partnership approach to development, development through global partnership was consolidated in the Brussels Programme of Action for the Least Developed Countries (adopted in 2001), Doha Ministerial declaration (Doha WTO Ministerial Conference, 2001), Monterrey Consensus (Monterrey International Conference on Financing for Development, 2002), Johannesburg Declaration (World Summit on Sustainable Development, 2002), Paris Declaration on Aid Effectiveness (Second High Level Forum on Aid Effectiveness, 2005) and Accra Agenda for Action (Third High Level Forum on Aid Effectiveness, 2008), Busan Partnership for Effective Development Cooperation (Fourth High Level Forum on Aid Effectiveness, 2011). The latter for the first time establishes an agreed framework for development cooperation that embraces traditional donors, South-South cooperators, the “BRICS” (Brazil, Russia India and China), civil society organizations and private funders.

Partnership development policy is analyzed in works of M. van Reisen (modern development cooperation policy); A. Mold, T. Hauschild, K. Schilder, P. Hoebink, M. Kaltenborn (European development

cooperation); W. Hout, M. Carbone, C. Gibson, S. Folke, H. Nielsen, J. Sachs (development and poverty reduction); O. Stokke, D. Dijkzeul (development policies and activities of the international organizations), etc.

The purpose of the present article is to study existing multilateral, regional and bilateral programs and policies for development partnership and to identify their main characteristics. Development partnership as “a common set of objectives and shared values, with reciprocal but differentiated responsibilities, and a formalized framework of mutual accountability as well as trust” [6, p. 2] evidences the growing consensus in the international community that cooperation is the main form of the achievement of global development.

For the first time the idea of the universal “usefulness” of development cooperation gained attention in the aftermath of World War II with the creation of United Nations Specialized Agencies and the Bretton Woods Institutions (International Monetary Fund and the International Bank for Reconstruction and Development). During post-war years multilateral development cooperation took place not only within the UN and the Bretton Woods Institutions (especially World Bank), but through such initiatives as the Marshall Plan, launched in 1948. In 1960 the United States organized the Development Assistance Group, which transformed into the Development Assistance Committee (hereinafter referred to as DAC) of the Organization for Economic Cooperation and Development (hereinafter referred to as OECD), when the latter was established in 1961 [7, p. 24].

In 1965 the United Nations Development Programme was created through consolidation of the Expanded Programme of Technical Assistance and the Special United Nations Fund for Economic Development. Over the years, the number of regional and global development institutions multiplied and activities and directions of international development cooperation today are “multi-faceted and diversely focused” [8, p. 13].

Today the development partnership covers all spheres of international relations and is not reduced to assistance or aid. Partnership and cooperation means “mutual give-and-take type of relationship, assistance completely shifts the concept to some form of dependency, with a pure receiver at one end while the other party stands as a sole provider” [9, p. 258]. Official development assistance (hereinafter referred to as ODA) or foreign aid viewed by Arjun Sengupta as “just one of several methods that can be used by the bilateral donors to cooperate with the developing countries” [10, p. 879].

Noteworthy place in the partnership development cooperation takes legal cooperation, which combines the rule of law, respect for human rights and fixes “development” in the legislation of the states, as well as provides the codification and progressive development of international law in the field. There is also a cultural cooperation, aimed at achieving progress in the field of education and awareness on human rights and combating racism and all forms of discrimination. Finally, another aspect of development cooperation is the political cooperation, which is central to the bilateral and multilateral diplomacy and aims to establish a dialogue between the states.

As identified in the OECD DAC Report, which set forth the collective views on development cooperation of development ministers, heads of aid agencies and other senior officials responsible for development cooperation, achievements in sustainable development, and effective cooperation, need to integrate a number of key elements:

- a sound policy framework encouraging stable, growing economies with full scope for a vigorous private sector and an adequate fiscal base;
- investment in social development, especially education, primary health care, and population activities;
- enhanced participation of all people, and notably women, in economic and political life, and the reduction of social inequalities;
- good governance and public management, democratic accountability, the

protection of human rights and the rule of law;

- sustainable environmental practices;
- addressing root causes of potential conflict, limiting military expenditure, and targeting reconstruction and peace-building efforts toward longer-term reconciliation and development [11, p. 20].

Development partnership has several forms, which are complementary, namely multilateral, regional and bilateral. Multilateral cooperation takes place on universal level. At this level cooperation occurs within multilateral forum, where development issues affecting all states are debated, first of all, UN. UN General Assembly as a universal forum is responsible for taking actions in international economic and social cooperation. The Economic and Social Council bears responsibilities for studying, initiating and coordinating issues relating to development. The Security Council can affect the course of development within states to which sanctions apply, as well as in neighboring and other states. The UN Secretariat gives technical advice and assistance on development needs in such fields as development planning and policies, statistics, energy, natural resources and public administration. Secretariat also promotes the coordination of intersectoral programs and technical cooperation through the regional commissions.

Cooperation also goes on within the system of UN specialized agencies, which carry out an explicit task to promote development, namely Bretton Woods institutions (the International Bank for Reconstruction and Development (IBRD) and the International Monetary Fund (IMF)). The UN specialized agencies have their own statutes, budgets and governing bodies. UN member states also provide them with resources for specific projects.

Second and third forms are going on agreements between two states or groups of states of particular region. These levels are fit best for solving problems that require action by taking into account the specific conditions. They could be used

for providing access to markets through preferential trade liberalization, increase in investment flows and transfer of technology and assisting countries to meet financial crises and other emergencies [10, p. 879].

Regional development banks are also could serve as a forums for cooperation in solving development problems, in particular financial assistance to developing countries. There are three continentally oriented regional development banks, namely the Interamerican Development Bank, the Asian Development Bank and the African Development Bank. There are also some sub-regional banks or banks created by specific groups of States, for instance, the West African Development Bank, the East African Development Bank, the Arab Bank for Economic Development in Africa, the Islamic Development Bank, the Andean Development Corporation, the Caribbean Development Bank, the Central American Bank for Economic Integration, the OPEC Fund for International Development as well as the European Bank for Reconstruction and Development and the European Investment Bank. The regional development banks constitute an intermediate level between multilateral development funding on the universal level, the task of the World Bank Group, and bilateral financial assistance.

On bilateral level a huge role in development cooperation is played by development assistance agreements. States that provide development assistance (directly to recipient countries) are often called “bilateral donors.” The majority of the main donors are the members of the OECD DAC. According to the OECD, major bilateral assistance providers are: Sweden, Luxembourg, Norway, Denmark, the Netherlands, and Belgium [12]. “Motivated by the MDG and international campaigns aiming to “end poverty,” bilateral donors have in recent years made numerous commitments to substantially increase their foreign aid budgets” [13, p. 3].

Bilateral agreements are concluded not only within the OECD. Other examples of bilateral frameworks for the development

are regional EU-ACP (African, Caribbean and Pacific) Cotonou Agreement, or such innovative example, as a bilateral Memorandum of Understanding between the UK and Rwanda.

There are hundreds of such bilateral agreements and, of course, it is not possible to analyze them all. The present paragraph will focus on main features of such bilateral development instruments, namely conditionality, selectivity and mutual accountability.

“Conditionality” is the “expression of the donor’s strategic and/or economic interest in addition to claims/conditions to ensure that the aid would be channelled to achieve stated goals” [14, p. 12]. Low- and middle-income states commit themselves to take actions to reduce poverty and to develop appropriate national policies that promote good governance and the rule of law, comply with all human rights, better mobilize domestic resources, combat corruption and so on.

“Selectivity” means the selection by aid donors of countries receiving aid. Not all developing countries can (or want) to comply with the terms of agreements. Therefore, donor countries, in turn, cannot (or do not want) to provide large amount of resources to all states. This implies the use of the performance-based assessments by donors to determine where aid will be allocated best and to direct it only to limited number of “priority countries” [6, p. 12].

In recent years aid conditionality, particularly ‘structural’ conditionality, and selectivity are heavily criticized. It is argued that “‘ex ante policy conditionality’ (actions to be taken prior to assistance being provided) did not really work: it could not ‘buy’ reforms and was only effective in ‘conducive policy environments’, where domestic commitment to reform already existed” [6, p. 11]. “Process” conditionality, pursuing the preparation of nationally owned development strategies, is now considered more preferable.

“Mutual accountability” implies that both parties “have shared development goals, in which each has legitimate claims the other is responsible for fulfilling and

where each may be required to explain how they have discharged their responsibilities, and be sanctioned if they fail to deliver” [15, p. 2].

It’s not a secret that due to the apparent asymmetry of the relationships between aid donors and aid recipients the latter are highly accountable to the former, but former are seldom accountable to latter. Donors determine the amount and quality of the resources they will allocate for development and carefully monitor the recipient countries’ compliance with their (donors) conditions. Recipient countries, thus, are in a dependent position and have little impact on donors. Although donors sometimes face weak attempts on the part of recipients to influence the quality of aid, the only thing that threatens the donors is the “bad donor” reputation [15, p. 2].

However, despite above-listed shortcomings, development cooperation, shaped into bilateral agreements, create opportunities for dialogue between the states, takes into account their individual needs and capabilities and thus has the potential to advance further multilateral development cooperation.

In the modern world the international cooperation should be based on real partnership and joint actions. While international community of states has a lot of job to do in the field of enhancement of the cooperation in ensuring development, there are already some trends that hold promise for strengthening development cooperation between states. One of them is so called “development partnership”, reflected in a number of documents, first of all MDGs, which contain multilateral commitments. Such a trend evidences the growing consensus in the international community about cooperation as the main method for the achievement of progressive global development. What is not less important today is that international cooperation is not the prerogative of only states. It involves economic actors, as represented by the business world, and civil society actors, non-governmental organizations, religious organizations and different schools of thought.

Keywords: partnerships, international cooperation, development.

У статті зазначається, що з прийняттям Цілей розвитку тисячоліття партнерський підхід став переважаючим в міжнародному співробітництві в цілях розвитку. Розглянуто основні етапи становлення міжнародного співробітництва в цілях розвитку. Особливу увагу приділено існуючим багатостороннім, регіональним і двостороннім формам партнерських відносин між державами в галузі розвитку та визначено їх основні характеристики.

В статье отмечается, что с принятием Целей развития тысячелетия партнерский подход стал преобладающим в международном сотрудничестве в целях развития. Рассмотрены основные этапы становления международного сотрудничества в целях развития. Особое внимание уделено существующим многосторонним, региональным и двусторонним формам партнерских отношений между государствами в области развития и определены их основные характеристики.

The article emphasizes that with the adoption of the Millennium Development Goals partnership approach has become prevalent in international development cooperation. The main stages of the international development cooperation formation are examined. Particular attention is given to the existing multilateral, regional and bilateral forms of development partnership and to the identification of their main characteristics.

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