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EVALUATING THE ROLE OF DEVELOPMENT ASSISTANCE IN PROMOTING SUSTAINABLE DEVELOPMENT IN AFRICA

The paper concentrates on the present role of official development assistance (ODA) in environmental protection and sustainable development promotion in Africa. The model of development assistance has evolved towards target and resource mobilization approach resulting in building partnerships and fostering recipient countries' ownership, supported by efficient and transparent good governance mechanisms and practice as a basis of implementing policies conducive to environmental stability and equity in Africa. The UN Assistance/Partnership Frameworks-UNDAF/UNPF model presents the most integrated and efficient approach to multilateral assistance operated in 51 African countries since 2002.

Keywords: Africa, sustainable development, development assistance model, multilateral assistance, environmental sustainability, good governance.

Іржі Главачек

ОЦІНЮВАННЯ РОЛІ ФІНАНСОВОЇ ДОПОМОГИ У ЗАБЕЗПЕЧЕННІ СТАЛОГО РОЗВИТКУ В АФРИЦІ

У статті зроблено акцент на ролі офіційної фінансової допомоги в охороні навколишнього середовища та сталому розвитку в Африці. Модель допомоги в цілях розвитку прийняла форму мобілізації цілей і ресурсів, що призводить до створення партнерств та зміцнення прав власності країн-реципієнтів, суміщених з ефективними і прозорими механізмами управління як основою реалізації політики екологічної стабільності та рівності в Африці. Програма ООН з надання допомоги в цілях розвитку являє собою найбільш комплексний і ефективний підхід до багатосторонньої допомоги, здійснюваної в 51 африканській країні з 2002 року.

Ключові слова: Африка, сталий розвиток, моделі допомоги у розвитку, багатостороння допомога, екологічна стійкість, ефективне управління.

Таб. 3. Літ. 36.

Иржи Главачек

ОЦЕНКА РОЛИ ФИНАНСОВОЙ ПОМОЩИ В ОБЕСПЕЧЕНИИ УСТОЙЧИВОГО РАЗВИТИЯ В АФРИКЕ

В статье сделан акцент на роли официальной финансовой помощи в охране окружающей среды и устойчивом развитии в Африке. Модель помощи в целях развития приняла форму мобилизации целей и ресурсов, что приводит к созданию партнерств и укреплению прав собственности стран-реципиентов, совмещенных с эффективными и прозрачными механизмами управления как основой реализации политики экологической стабильности и равенства в Африке. Программа ООН по оказанию помощи в целях развития представляет собой наиболее комплексный и эффективный подход к многосторонней помощи, осуществляемой в 51 африканской стране с 2002 года.

Ключевые слова: Африка, устойчивое развитие, модели помощи в развитии, многосторонняя помощь, экологическая устойчивость, эффективное управление.

1. Introduction. The UN Conference on Sustainable Development (Rio+20) emphasized that significant challenges remain in achieving sustainable development

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in Africa. It called on the international community to enhance support and fulfil commitments to advance action in the areas critical for Africa's sustainable development and welcomed the efforts by development partners to strengthen cooperation with the New Partnership for Africa's Development — NEPAD (UNCSD, 2012).

The philosophy, models and contents of development assistance (official development assistance, ODA) to African countries underwent a significant transformation during the last 20 years. Recently it was the neoclassical economic model bringing the wave of liberalization to African economies and societies and diminishing or abolishing public property, state regulation and planning in order to restore macro-economic stability. This model was accompanied by transition toward political democratization and pluralism; adoption of formal democracy did not bring democratic substance and functioning to the majority of African countries (Lumumba-Kasongo et al., 2005). Despite remarkable rates of economic growth during the first decade of the new century (2000-2008 5.4% at average), the start of global crisis brought stagnation or slow down the growth (in 2011 only 2.7%) also to Africa (UNECA, 2012) undermining the efforts to alleviate poverty and eliminate obstacles to human development. This paper concentrates on the present role of official development assistance (ODA) in environmental protection and sustainable development promotion in Africa. It explores the ODA model and its role in search for effectiveness and changes in assistance management including some new or modified approaches aimed at reforming assistance (recipient ownership, prioritization, transparency, mutual accountability, outcome-based evaluation) based on good governance.

The paper is structured as follows: first we analyze the ODA background and African priorities in sustainable development and environmental protection; in the second part the ODA model worked out by multilateral institutions is presented. The results of field studies are analyzed in section 5, the paper concludes with the argument on possible new outcomes in the ODA architecture in the future.

2. The background of development assistance. The phenomenon of the development assistance is based upon the principle of common but differentiated responsibilities set out in Principle 7 of the Rio Declaration of Environment and Development adopted by the United Nations Conference on Environment and Development in 1992 (UNCED, 1992). Principle 7 stipulates that the States shall cooperate in a spirit of global partnership to conserve, protect and restore the health and integrity of the Earth's ecosystem. In view of the different contributions to global environmental degradation, the States have common but differentiated responsibilities. Developed countries acknowledge the responsibility that they bear in the international pursuit to sustainable development in the view of the pressures their societies place on the global environment and of the technologies and financial resources they operate. They committed themselves to provide 0.7% of their GNI for ODA and kept this commitment reaffirmed, in particular at the Millennium Summit in 2000 and recently in June 2012 at the United Nations Conference on Sustainable Development in Rio de Janeiro in the document "The Future We Want" (UNCSD, 2012).

ODA consists of bilateral development projects, programmes and technical cooperation, multilateral assistance, net debt forgiveness grants and of humanitarian

aid. In 2011 net aid disbursement preliminary amounted to 133.5 bln USD, representing 0.31% of the developed countries' combined national income. This is a 2.7% drop in real terms over 2010, the year ODA reached its peak (0.32% of GNI). African continent secured its privileged position by even increasing its volume by 0.9% and having overall share more than 30% (UN, 2012).

3. African priorities: development, poverty reduction, environmental protection.

African countries took part in the international movement for environmental protection and sustainable development at the period when environmental issues were already perceived as "third generation problems", characterized by a cross-cutting impact of different pollutants on different media (ozone depletion, acid rain, tropical deforestation, global warming etc.) with the potential for altering or whipping out entire ecosystems (Ringquist, 1993). At this stage it was not possible to base the conceptual and practical approach on the protection of single environmental media (water, air, soil etc.) or take environmental protection as an "addition" to the development, but to tackle it as an integrated part of it.

Sustainable development in Africa means integration of environmental protection into the wider processes of development and poverty reduction, a new quality development model allowing to use the potential of African natural resources for poverty eradication and for Africa position reinforcement in the global economy. Despite negative environmental impacts, Africa is still an environmental creditor to the developed world and thus an important player in global affairs.

Due to the rapid deterioration of the global environmental characteristics the political agenda of development assistance tends to be more complex. Subsequently, the global threats perceived by international donors have broaden the spectre and thematic contents of developmental cooperation related to the environment.

The impacts of climate change, loss of biodiversity and overconsumption of natural resources are interwoven with other African megatrends like rapid population growth, radical urbanization, food safety, access to water and energy, armed conflicts and wars (Bassey, 2010). Also new negative trends undermining the processes of sustainable development are, firstly, the worldwide boom in natural resources extraction with especially heavy impact on African environment, secondly, the "land grab" based on long-term leases or ownership rights to large portions of land acquired by major and emerging economies; they are clearly at odds with environmentally sound agricultural and industrial practices and economic programmes of restructuring. Traditional and emerging economies struggle to gain access and control of Africa's valuable natural assets and enlarge the market for low-priced goods (Alden, 2007; Carmody, 2011; Edoho, 2011; McCarthy, 2011).

4. MDGs implementation in the ODA model. In 2000 the international community committed itself to a medium-term development agenda by 2015 comprising 8 Millennium Development Goals (MDGs). Meeting the MDGs would mean i.a. to double the volume of development assistance (an international action plan to increase the amount of aid by 2015 to 0.7% of GNI).

MDGs adoption together with the establishment of the New Economic Partnership for African Development (NEPAD) in 2001 based on good governance and democracy, peace and stability, increasing domestic capacity, African ownership of policy etc. can legitimately be seen as a turning point in sustainable development

and environmental policy of African countries followed by modifications in the multilateral donor strategies.

Current intellectual approaches to ODA have been based upon the pressure for its rationalization. P. Collier stresses the need to "narrow the focus and broaden the instruments", other call for the best use of resources and a higher level of coordination that reaches "strategic complementarity" (Collier, 2007; Brainard & Chollett, 2008). J. Sachs and W. Easterly represent 2 opposite schools: while J. Sachs supports a "top-down" approach, a huge increase in foreign aid budgets and faults a lack-of-donor generosity, W. Easterly prefers a "bottom-up" approach recommending to start at local levels by supporting communities and addressing local issues through financing, training and capacity building to empower local reformers to design home-grown solutions (Sachs, 2005, Easterly, 2008). The school of "public choice" finds that the impact of assistance is conditional on the quality of institutions and policies (good governance) pleading for the "bottom-up, people-driven, participatory and inclusive" approach (Mbaku, 2004).

After a series of conferences (e.g., Monterrey consensus of 2002) multilateral donors (the World Bank Group, DAC OECD, EU) replied to MDGs and NEPAD with the 2005 Paris Declaration (further modifications in 2008 Accra Agenda for Action and 2011 Busan Partnership for Effective Development Cooperation), a joint agreement on aid effectiveness among DAC OECD members focusing on the principles of recipient ownership, alignment, harmonisation, managing for results, and mutual accountability. "Aid is more effective in fostering growth and improving service delivery in countries with better policies and institutions... when it is aligned with recipients' priorities, when it reduces transaction costs through harmonized and coordinated donor processes, when it is predictable, and when there is a clear focus on results"(IBRD/WB, 2005). This approach should neutralize the effects of "proliferation" (increasing number of donor channels), "fragmentation" (increasing number of activities with decreasing financial size) and "verticalization" (narrowly-defined issues) reducing the effectiveness of ODA.

International Development Agency (IDA) as the largest source of concessional financial assistance for Africa's poorest countries formulated its concept of country-based approach to development aid. Country-based approach was interlinked with the scheme of Poverty Reduction Strategy Papers (PRSPs) introduced in 1999; it contained a set of additional efforts required from both recipient and donor countries (on the recipients side — strengthening of national development strategies, ensuring that goals and targets are sufficiently prioritized, associated with specific policy actions; deepening the integration of national development strategies with domestic planning, budgeting, and monitoring processes, strengthening governmental accountability to both domestic constituents and donors. On the donors side — aid harmonization and alignment around the goals of national development strategies, use of national systems and institutions of recipient countries and also establishment of additional safeguard measures (mechanisms of mutual accountability) in the ways that "strengthen rather than undermine country systems and procedures" (OECD, 2005).

This general consensus among multilateral donors changed the model of development assistance to African countries mostly in technical parameters.

Mainstreaming and improved prioritization permanently clashes with the volume of national objectives and poverty reduction goals and available resources for implementation. Moreover, multilateral aid renewed model still has referred to "conditionalities" in order to increase absorption capacity and effectiveness in resource use. In Africa these additional demands to make reforms and achieve certain outcomes aim primarily at adopting good governance methods, transparency and public accountability. As a consequence multilateral donors provide extra assistance directed at governance reforms in individual African countries.

Ironically, after adoption of these documents a renewed role for the "developmental state" diminished in the previous decades of neoliberalism through the Structural Adjustment Programmes (SAPs) has been accentuated in Africa.

5. Results of field surveys in Africa. Implementation of national development strategies essentially requires institutional, financial and human resources. The author of this paper performed qualitative structured personal interviews with the sample of 129 respondents having a profound professional orientation in the relevant agenda (state administration, business community, science community, non-governmental organizations) from 45 African countries with the balanced regional representation in 2011-2012 to evaluate capabilities of individual countries to solve national challenges of sustainable development and environmental protection. The respondents represent different branches with direct relation to sustainable development and the environment sector and with substantial knowledge of international cooperation and development aid: Ministries of Environment, Environmental Agencies or Authorities (51 respondents, i.e. 39.53%), Ministries of Foreign Affairs and their departments responsible for global a regional environmental affairs and sustainable development agendas (23 respondents, 18.75%), Ministries of Economy and National Development, Planning, Finance (9 respondents, 6.97%), scientific and research community (11 respondents, 8.37%) and non-governmental organizations and other major groups (35 respondents, 27.13%).

The respondents were requested to evaluate the capacities of their respective countries to tackle the persistent sustainable development issues choosing 1 of 3 options: 1) national efforts are sufficient; 2) there is a necessity to link up national efforts with international development cooperation and assistance; 3) international development cooperation and assistance are decisive.

Table 1. Overall results of interviews based on selection of options

Total number of the Respondents	National efforts are sufficient	Need to combine national efforts with international development cooperation and assistance	International development assistance and cooperation are decisive
129	11	93	25
100%	8.68%	72.17%	19.37%

The absolute majority (72%) of respondents highlighted the need to link up national efforts with international assistance, in particular through the system of ODA. They stressed the role of growing African national ownership of solutions and confirmed the validity of 1992 adopted principle of common but differentiated

responsibilities. The respondents represented mostly state administration and ministries of Environment that are in particular responsible for sustainable development agenda in the majority of African countries.

Almost 1/5 of the respondents (19%), primarily representatives of non-governmental organizations and scientific community coming from the group of the least developed African countries or countries affected by civil wars and internal conflicts (Burundi, Democratic Republic of Congo, Sierra Leone, Somalia), pointed out their countries' almost prevailing dependence on international development cooperation and assistance. Non-governmental organizations' representatives proved to be the most critical towards their countries' capabilities to tackle current challenges at regional, national and local levels.

Less than 9% of the respondents shared the view that their countries' national efforts were sufficient for tackling and solving current environmental and sustainable development issues. These specialists predominantly represent the Ministries of Foreign Affairs and of Economic Affairs of the countries traditionally playing a respected and important role in international negotiations (e.g., Algeria, Egypt), the countries of high or medium level of human development index having also sufficient capacities for sustainable development promotion (e.g., Mauritius, Namibia). This reply was also favoured by the respondents coming from the countries rich in natural resources; export of these commodities should provide, according to them, substantial financial resources for handling the issues (e.g., South Sudan, Sao Tome and Principe).

Table 2. Results of interviews based upon selection of options by respondent groups

Respondents by groups	National efforts are sufficient	Necessity to link up national efforts with international development cooperation and cooperation	International development cooperation and assistance are decisive	Total	Group % share of all respondents
Environmental sector	2	47	2	51	39.53
Ministries of Foreign Affairs	7	16	-	23	18.76
Economic Ministries	2	7	-	9	6.97
Scientific community	-	8	3	11	8.37
NGOs and other	-	15	20	35	19.38
Total	11	93	25	129	100
%	8.68	72.17	19.37	100	

The results of the interviews confirm the limited capacity of African governance structures to deliver adopted commitments and thus demonstrate the inadequate level of national ownership.

Each African country must take primary responsibility for its own development. Qualitative survey of basic documents of 55 African countries (including Sahrawi

Arab Democratic Republic) was carried out to assess the coherence of commitments in the field of sustainable development and environmental sustainability embodied in the constitutions, legislation, national policies and development strategies. 4 categories were set up: 1) integration of sustainable development and environmental sustainability commitments into the Constitution, 2) complexity of environmental legislation and policies, 3) integration of sustainable development principles and environmental concerns in sectoral policies, 4) dependency on international cooperation and assistance in order to meet commitments and internationally and nationally agreed goals.

In the 1st, 2nd and 3rd category 0-3 (the highest level) points were awarded depending on the level of integration and coherence of commitments corresponding to the agreed international standards. In 4th category 1-3 (the highest level) points were awarded to assess dependency ratio (under 25%, between 25-50%, over 50% of development budgets) of individual countries on external financial resources.

Table 3. Results of evaluation of African countries' basic documents

	Category 1 No. of countries (%)	Category 2 No. of countries (%)	Category 3 No. of countries (%)	Category 4 No. of countries (%)
Very strong	28 (50.91)	33 (60)	10 (18.18)	29 (52.73)
Average	9 (16.36)	19 (34.54)	36 (65.45)	16 (29.09)
Weak	5 (9.09)	2 (3.63)	7 (12.73)	10 (18.18)
No reflection/Self-sufficient	13 (23.63)	1 (1.8)	2 (3.63)	0 (0)
Total	55 (100)	55 (100)	55 (100)	55 (100)

The slight majority of African countries succeeded in making sustainable development and environmental sustainability a key element of the constitutional and normative framework (almost 51% of constitutions, for example, the constitutions of Ethiopia (1994), the Republic of South Africa (1996), Eritrea (1997) and Angola (2010)). 24% of the countries do not reflect these concepts in their basic law referring to national framework environmental legislation (e.g., Botswana, Djibouti, Egypt). 60% of basic environmental legislation and a broad spectrum of environmental programmes and action plans in 55 African countries strongly correspond to the multilateral environmental agreements standards and internationally agreed norms and best practices.

Sustainable development principles and environmental concerns are well integrated in the economic and social sectoral strategies, particularly in national strategies for growth and poverty reduction (e.g., Equatorial Guinea, Rwanda, Senegal), in national sustainable development strategies (e.g., Malawi, Mauritania, Niger). During the last decade a number of countries adopted ambitious long-term framework visions aspiring to reach the status of "a prosperous, middle income" industrialized country (e.g., Nigeria Vision 2020, Swaziland Vision 2022, Kenya Vision 2030, Zambia National Vision 2030).

African constitutional and environmental law as well as strategic and programmatic documents represent the necessary political framework; at the same time they do not fully envisage sufficient financial and technical mechanisms of implementation. In 2010 Africa received almost 48 bln USD of official development assistance (ODA) from the global ODA volume of 129 bln USD (OECD, 2012a). 28 African countries are strongly dependent on international assistance with no country fully self-sufficient in covering their developmental needs (ADB, AU, OECD, 2012). Even the countries with high and medium levels of human development index (e.g., Algeria, Egypt, Tunisia, Mauritius, Seychelles, South Africa) receive international funds for handling e.g. transboundary environmental issues, marine environment protection and waste management. At present sustainable management of natural resources, resource efficiency, climate change mitigation and adaptation, access to water and sanitation services, management of natural disasters and industrial risks as well as good governance, human rights and transparency and accountability gain priority in this assistance (OECD, 2008; UN, 2009; EU, 2011).

The UN system of the UN Assistance Frameworks — UNDAF/United Nations Partnership Framework — UNPF presents the most integrated and efficient approach to multilateral assistance operated in 51 African countries since 2002. This UN flagship system has been elaborated jointly by its recipients and the UN entities and has been opened to multilateral and bilateral donors. UNDAF/UNPF cover specific thematic outcome assistance areas (4-6) from strengthening national governance through economic assistance coordination, efficient use of available resources, growing country ownership including national budget allocations and private sector participation, avoidance of competition for aid, of overlaps or doubling of development activities. The priorities of a 4 to 5 year UNDAF cycle fully correspond to the priorities set up in national long-term strategic documents. Financial volume of assistance differs depending on a country size and the nature of challenges a country is confronted with.

E.g., Ethiopia UNDAF second generation plan for 2012-2015 covers 1.98 bln USD. In the first thematic outcome area (sustainable economic growth, agriculture development, environment protection, climate change and risk reduction) 971 mln USD has been allocated with the minimum share of 20% coming from Ethiopian domestic resources (UNDP, 2012).

In Ethiopia's case and in other 20 countries environmental goals have been incorporated into broader thematic areas of economic and social character (poverty reduction, acceleration of sustained economic growth, improved access to basic social services), in other 6 UNDAFs environment protection fits into a priority thematic area of governance (environmental management, multilateral environmental agreements' implementation, management and prevention of risks of natural disasters). It is the evidence of growing national awareness of importance of natural resources' sustainable use and tackling environmental issues that 18 UNDAFs list environment as a specific thematic area, 6 countries prefer to have environment as a cross-cutting issue included in all thematic areas of economic, social and political character.

The development cooperation landscape has been changing progressively due to the transformation of the growth markets. China, India and Brazil achieved the

annual GDP growth of 10.4%, 8.8% and 7.5% respectively while the world did only 4.2% in 2010 (World Bank, 2010). The newly emerging donors have partially questioned the ODA overall role and system; their position also significantly differs from the now prevailingly praised multilateral approach of traditional donors. The discussion has been gradually shifted from aid to "development partnerships", with the countries showing preference for increasing their own foreign direct investment (FDI) into African economies. Aid commitments should be voluntary, individual actor-to-actor negotiations are preferable to multilateral governmental forums (UNDCF, 2012). Moreover, China has offered aid with no conditions as an alternative to the reform-driven aid. In 2011 Africa attracted the total FDI of 54.4 bln USD (UNCTAD, 2012), FDI may soon exceed aid by a wide margin. Consequently, these trends may have the potential to undermine the now prevailing model of development assistance with severe impacts on the international aid architecture.

6. Conclusion. Linking up increasing African national and regional efforts and predictable and reliable, efficient international cooperation and assistance, in particular through the ODA multilateral segment "keeps things moving" towards sustainable development and environmental sustainability. Anymore, African national and regional environmental and sustainable development policies are not donor-driven only. Still, a need of a more complete African ownership of solutions is evident at programmatic and budgetary levels, in monitoring and, most importantly, in implementation.

Evaluation and survey of individual African countries' capabilities to meet national and regional commitments in the field of environmental sustainability and sustainable development shows that for these countries ODA still plays an indispensable role. We find that the UN Assistance Frameworks-UNDAF/UN Partnership Framework-UNPF model now operating in 51 countries presents the most integrated and efficient approach to multilateral assistance.

During the last 15-20 years the multilateral ODA segment has developed to comply with the ever broadening scope of sustainable development and environmental challenges. Efforts aimed at improving delivery effectiveness and process harmonization brought a limited rate of success. The building-up of transparent good governance mechanisms in recipient countries for implementation of policies conducive to environmental stability and equity in Africa (sustainable environmental management, accountability, fair distributional effects) has not been completed. Increase in foreign direct investment in African countries by global powers and by newly emerging economies and calling the ODA system into question may have severe impacts on the international aid architecture.

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