SELECTED AID-PROVIDERS CASE STUDIES:
THE ROLE OF CSOs IN SOUTH–SOUTH DEVELOPMENT COOPERATION

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Reflecting a wide range of countries involved in South–South cooperation (SSC), these short case studies provide an introduction to trends and policies in relation to their engagement with civil society organizations (CSOs) in their provision of development assistance.

1. INDIA

India's support for development cooperation dates from the 1950s. Since the 1960s, India's Technical and Economic Cooperation programme has aimed at sharing India's development experience primarily through technical cooperation. The focus for this SSC has been mainly on countries geographically close in Asia (Nepal, Afghanistan and Bhutan). Some researchers argue that India's SSC has to a large extent been driven by commercial and geopolitical interests.[1] The sectoral emphasis of this cooperation in the past has been in the areas of education, health care, energy and internet technology.

India's economic strength is providing an impetus to consolidate, expand and change the focus of its SSC. The programmes are currently taking place in more than 60 countries, but with continued emphasis on regional partners and a growing interest in Africa. In July 2012 the Indian government announced the establishment of the Development Partnership Administration (DPA) within the Ministry of Foreign Affairs, which will oversee Indian development partnership projects around the world. It is

expected to coordinate a $15 billion budget over the next five years.[2] As Chaturvedi observes, "India's aid initiatives are growing beyond its neighbouring countries to the wider South, and emerging from the confines of human resource training and basic capacity-building into skill-upgrading and the establishment of specialized institutions across the partner countries."[3]

Available evidence suggests that Indian CSOs have so far not been included much in Indian SSC programmes. A 2007 report by the International Development Research Centre (IDRC) on India[4] quotes Dr. Syeda Hamid, a senior member of the Planning Commission, as saying: "There is an urgent need to identify systems by which the government could work with voluntary organizations, both in India and abroad, based on mutual trust and respect and with shared responsibility." This implies that at least up until 2007 there was very little if any engagement with India's voluntary sector in these programmes.

Chaturvedi suggests that the consolidation and expansion of India's SSC programmes will require greater involvement of both parliamentarians and civil society in the formulation of a development cooperation policy.[5] There are indications that this is indeed happening. Following its creation, DPA officials sought out Indian CSOs to discuss potential areas for dialogue and cooperation. In 2012 and 2013 a series of multi-stakeholder meetings were convened under the Forum for Indian Development Cooperation. Their purpose has been to increase mutual understanding of India's global development cooperation efforts, including the experience of Indian CSOs globally, and to establish some mechanisms for dialogue on India's external development policies.[6] In parallel, Indian CSO coalitions are also contesting what they consider to be restrictive legislation and regulations governing the space for CSOs to participate in India's development. These organizations welcome the DPA and the potential

for dialogue and partnerships with the Ministry of Foreign Affairs, a ministry that to date has largely been inaccessible to Indian civil society.[7]

2. SOUTH AFRICA

Since the end of apartheid an important emphasis in South Africa's foreign policy has been the promotion of development and stability in Africa. This policy has been implemented since 2001 through the Africa Renaissance and International Cooperation Fund (ARF) administered by the government's International Relations and Cooperation Department. Its focus has been democracy and good governance, conflict prevention, social and economic development and humanitarian assistance. In 2010, ARF contributed €45 million (approximately US$60 million), a significant increase from €9.3 million (approximately US$12.3 million) in 2006. It sometimes participates in triangular SSC (for example, with Cuban doctors in Sierra Leone).[8]

South Africa's development cooperation to date has largely been in the areas of peacekeeping, debt forgiveness, non-concessional loans for infrastructural development, customs and trade arrangements. Much of this assistance is through training, scholarships and technical cooperation from various departments and is difficult to quantify in total.[9]

In April 2012 the government established the South African Development Partnership Agency (SADPA).[10] This new body is intended to coordinate both South Africa's outbound international partnership programmes as well as the development assistance it receives. It replaces the ARF and brings together other programmes currently dispersed among many departments. It is expected to have an annual budget of approximately US$70 million to $US90 million.

SADPA is expected to work through development partnerships with approaches similar to other Southern providers: "South Africa promotes the notion of solidarity, equality, horizontal co-operation, reciprocity, mutual benefit, exchange and learning." The government "envisions national and regional development processes to occur through multiple partnerships with the North, the South, multilateral organisations, the private sector and civil society."[11]

There is little written information on the inclusion of South African CSOs in ARF programmes in Africa. One study noted that ARF works with UN agencies "as well as CSOs such as the Red Cross."[12] A recent study by Besharati confirms these existing arrangements and acknowledges civil society as an important development actor in future SADPA programmes. He points to the potential of South African civil society in the promotion of democracy, pluralism, oversight and accountability as well as its wealth of technical experience. While there is interest in collaborating more with civil society, Besharati points to "one of the biggest constraints for civil society participation in government policymaking…[as] the lack of effective co-ordination mechanisms in South Africa's NGO community."[13]

3. REPUBLIC OF KOREA

The Republic of Korea has a substantial programme in development cooperation that is framed around sharing the knowledge and experience of Korea's model for rapid economic growth, based on heavy investment in national infrastructure and a robust industrial strategy. The history of Korea's cooperation programmes starts in the mid-1960s when the government provided training to technical staff from developing countries under the sponsorship of the United States Agency for International Development

(USAID). In 1987, the government established the Economic Development Cooperation Fund (EDCF) through which concessional loans for development projects were provided to the governments of developing countries. In 1991, the Korea International Cooperation Agency (KOICA) was established to manage grant aid, technical cooperation and volunteer programmes.

In 2009 Korea joined the Organisation for Economic Co-operation and Development (OECD) and the OECD's Development Assistance Committee (DAC). In 2012, Korea provided US$1.55 billion in Official Development Assistance (ODA), of which close to US$400 million was in the form of concessional loans. The overall budget for ODA has been growing rapidly in Korea, with these increases allocated to different priorities each year.

Korean CSOs have been active in developing countries with their own programmes on the ground. Smaller CSOs mainly have direct programmes that are operational through Korean and local staff in developing countries. Only recently, the larger CSOs have begun to develop partnership arrangements through which they carry out programmes. Korean branches of international non-governmental organizations (INGOs), such as World Vision and Save the Children, raise funds in Korea from public donations and pool these resources globally with their international organization for projects around the world.

For more than 10 years KOICA has been supporting the work of Korean CSOs abroad, mainly in the area of service delivery. This collaboration in aid delivery by KOICA takes two forms: support for projects implemented by Korean CSOs in developing countries and support for Korean volunteer programmes (World Friends of Korea) in developing countries. Smaller CSOs are more dependent on KOICA than larger organizations, which raise most of their funds from the Korean public.

KOICA organizes its support for Korean CSO projects through periodic calls-for-proposals. These are based on criteria established by KOICA — programmatic criteria based on the Millennium Development Goals (MDGs) and geographic criteria based on Korea's priority countries. These have been mainly one-year programmes of support, but since 2011, multi-year framework budgets have also been approved (based on submission of an annual budget). Financing for KOICA-supported projects is exclusively project-based, and the CSO must contribute 20 percent of the total financing for the project. Only 8 percent of KOICA financing is allowed to cover the costs of CSO personnel. Monitoring by KOICA is primarily through self-reporting by the CSO, supplemented by occasional on-site visits via the embassy.

KOICA also runs substantial programmes for capacity-building for smaller Korean CSOs on both technical management of development projects and on different approaches to development cooperation (such as rights-based approaches). Sometimes these training programmes are managed through CSOs that specialize in training.

The Korean volunteer programme sends approximately 4000 Koreans abroad for either one- or two-year missions. Volunteers are either Korean civil servants or skilled professionals or volunteers selected from the Korean voluntary sector (about 15 percent of total volunteers per year). Volunteers from the voluntary sector are financed 100 percent by KOICA and coordinated by the Korea NGO Council for Overseas Cooperation (KCOC), the Korean coalition of CSOs involved in service delivery.[14] Korean CSOs submit applications to KCOC to send volunteers. Selected CSO volunteers are placed through CSO channels in CSO programmes in developing countries.

There are two primary CSO platforms or coalitions in Korea: KCOC and the Korea Civil Society Forum on International

Development Cooperation (KoFID). KoFID is composed mainly of advocacy-oriented CSOs, while KCOC brings together and coordinates about 90 CSOs involved in service delivery overseas, including the volunteer programme. Sources of finance for advocacy organizations are from their members and from some Korean foundations that support research and advocacy programmes.

4. THE CZECH REPUBLIC[15]

The Czech Republic has a modest ODA budget, amounting to US$250.5 million in 2011 — or 0.12 percent of gross national income (GNI) — with bilateral resources of less than US$80 million. The outlook for 2013–2015 is for no growth in this ODA. More than 65 percent of Czech aid is allocated to the European Union (EU) development budget. Czech ODA has been coordinated since 2008 by the Czech Development Agency (CzDA) within the Ministry of Foreign Affairs, but it involves other line ministries such as the Ministry of Finance, Ministry of the Interior, Ministry of Industry or the Ministry of Education.[16] The Czech Republic joined the OECD DAC in April 2013.

Czech aid has five priority themes: environment, agriculture, social development, economic development, and democracy and human rights. The projects are concentrated in 11 countries, with Georgia, Egypt, Belarus, Cuba, Bosnia and Ukraine among the top countries for projects. A large number of projects are co-financed with the EU.

After 1989, the Czech State played a large role in the expansion of Czech civil society, including organizations working in international cooperation. Support for Czech CSOs comes from bilateral funds. In 2010 the DAC reported that US$540,000 — or slightly more than 20 percent of bilateral funds — was disbursed to Czech CSOs.[17] In

2011 the Ministry of Foreign Affairs reported that US$9.4 million was disbursed to/through Czech CSOs. There are four main areas of support: capacity-building, supporting public awareness, support to platforms and members' capacity, and support to regional development activities in beneficiary countries.[18]

Currently, Czech CSOs must apply for Czech government financing on a project-by-project competitive basis. There are no framework agreements with Czech CSOs. Caritas Czech Republic, People in Need, Svet jako domov and ADRA were the top CSO recipients of bilateral aid in 2010. There is a very limited window with CzDA to apply for project grants in other than priority countries. On the other hand, there are several specific grant programmes for CSOs, including trilateral cooperation (co-financing with the European Commission or other donors). So far trilateral cooperation has not been used for cooperation with other new development assistance providers, such as Slovakia.

There are no framework agreements or core support schemes for Czech CSOs, similar to other European countries, even for the Czech platform of CSOs, the Czech Forum for Development Cooperation (FoRS).[19] The platform is a member of the Europe-wide coalition CONCORD. FoRS was engaged by the government in the process of developing a law on Czech ODA, which was enacted in 2010.[20]

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INTERVIEWS

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ENDNOTES

1   Fuchs, 2012: 28.

2   Note that this US$15 billion over five years will be allocated to international cooperation programmes, some of which may not be grants or concessional finance and, therefore, not directly comparable to DAC ODA. Kang-Ho Park (2011) at the Brookings Institution estimated Indian aid equivalent to ODA at US$1 billion in 2008.

3   Chaturvedi, 2012: 558.

4   IDRC, 2007.

5   Chaturvedi, 2012: 575.

6   Vaes and Huyse, 2013: 40-41. See the brief discussion of the Forum for Indian Development Cooperation at PRIA (a major Indian policy oriented CSO) at http://www.pria.org/events/general-events/details/168-indias-global-development-presence-and-engagement-of-indian-civil-society

7   Jaitli, 2013.

8   Correa, 2012.

9   See Besharati, 2013: 36.

10   An important analytical review of South Africa's past, present and future development assistance was published subsequent to completing this short overview of South Africa as an aid-provider. It is an essential reference for understanding the directions for SADPA. See Besharati, 2013.

11   Besharati, 2013: 36–37.

12   Braude, Thandrayan and Sidiropoulos, 2008: 12.

13   Basharati, 2013: 41.

14   See http://www.ngokcoc.or.kr/english/index.php

15   Information for this summary case study is based on CPM et al., 2012: 26–30.

16   See www.czda.cz/?lang=en

17   CPM et al., 2012: 27.

18   Latechova, 2013: slide 8 (Case Study: Czech Republic (I)).

19   http://www.fors.cz

20   Latechova, 2013: slide 8.