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ENERGY FOR DEVELOPMENT: THE BENEFITS AND LESSONS OF THE EU APPROACH

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ABSTRACT

The article analyses the EU activity in assisting developing countries to develop energy sector through perspective of the functional approach. The author identifies the EU approach by assessing EU compliance with the G8 commitments on assisting developing countries to develop energy sector. The assessment is made on the basis of the analysis of EU implementation of its commitments made in four major spheres of international engagement for energy development, such as ensuring developing countries' access to modern energy sources, clean energy development, raw natural energy resources, sustainable management and environmental protection. In order to ensure comprehensive and unbiased assessment the author applies the methodology of global governance delivery function approach and compares EU compliance with compliance of other traditional donors such as USA and emerging donors such as Russia. In conclusion some recommendations on how to raise effectiveness in assisting developing countries to develop energy sector are made for the Russian Federation.

Key words: energy development, international development assistance, clean technologies, environment protection, G8.

1. INTRODUCTION

Development cooperation in energy sector is highly important area in international engagement for development. Besides net assistance to the poorest nations it meets political and economic interests of developed industrial countries. First, energy assistance contributes to establishing international regime of energy security with balancing gaps of energy demand and supply. Second, efficient energy development decreases the level of environmental pollution and integrates developing countries into the global regimes on managing the climate change, such as UNFCCC, the Kyoto Protocol and Copenhagen Accord.

Nowadays the EU is one of the greatest world donors. In 2008 its Official Development Assistance (ODA) constituted USD14.7 billion, which exceeded the figure of 2007 by 26.8%. [1] Energy is the high priority of EU development policy. Modern and affordable energy services are perceived as one of the key tools to achieve Millennium Development Goals (MDGs), particularly poverty eradication.

The EU general approach to development assistance is based on three main principles, reflected in the European Consensus on Development [2], which was adopted in 2005 as a policy statement that reflects EU's willingness to eradicate poverty in the least developed countries and contribute to more balanced growth and equitable world. These three principles are: a) focus on Millennium Development Goals [3] to meet such challenges as development, HIV/AIDS, security, conflict prevention and forced migration to bring about equitable globalization; b) integration of Europe's democratic values into development of the poorest countries; and c) responsibility of developing countries for their own development.

The unique nature of EU approach to international development assistance is also determined by EU unique approach to external policy implementation. This approach can be characterized by Soft power [4] and multi-level governance [5], which are key concepts to describe and further explore the way the EU is relying on to implement its external policy, particularly in international development cooperation. So, soft power and multi-level system of governance are the key parameters to distinguish the EU approach to development cooperation from

the approach to development assistance policy employed by other key donors such as the USA and by emerging donors such as the Russian Federation.

Unlike the EU's, the USA's approach to development assistance is focused on achievement of the key priorities of the USA's national foreign policy, such as peace keeping, democracy support and sustainable development. The consensus on national priorities is required within governmental national bodies, unlike in multi-levelled EU. [6] With respect Russia's model of decision making on foreign policy, including the issues of development assistance resembles the model employed by the USA. However, the Russian system of development assistance is on its early stage of its development, and this makes its model not sophisticated enough to consider it to be an institutional approach. The strategic vision of the substance and priorities of Russia's international development assistance policy is presented in the Concept of Russia's Participation in International Development Assistance. [7]

In the light of the process of becoming a new international donor Russia is actively engaged into bilateral and multilateral international assistance programmes and is working on establishing a national system of international development cooperation on the national level. Taking into account the regional focus of its international development assistance policy, energy sector is underlined as a high priority in the Concept of Russia's Participation in International Development Assistance. According to this concept Russia intends to provide assistance to combat energy poverty by creating prerequisites for household access to vital resources (primarily power). [7] With substantial energy resources and being a solid exporter of energy resources Russia has a great potential to become a leading donor in energy sector.

The experience of the EU in managing development assistance in energy is of high importance for the Russian Federation. As an emerging donor and one of the greatest partners of the European Union Russia has a high potential of being integrated into existing global architecture and regional systems of energy development cooperation. The EU-Russia cooperation in this field gives an opportunity to find a mix of instruments for supporting developing countries in a complementary way to address the issues of climate change, energy poverty and energy security in a complex action.

The model for governing the processes of assistance provision for energy development can be described through the functional approach, which was suggested by Dr. John Kirton to assess the G7/G8 performance and its role in global governance. According to John Kirton, the main global governance objectives (functions) are: domestic political management, deliberation, direction setting, decision-making, delivery and global governance development. [8] All of the functions excepting delivery are performed by the G8 at the global level as G8 members' collective action. Thus, the major function describing the G8 country's own approach to assist developing countries in energy development is delivery. The methodology considers delivery function implementation as compliance with the G8 commitments. The compliance with the G8 commitments is measured against a rating scale from - 1 to +1, where +1 indicates full compliance with the stated commitment, -1 is reserved for those countries that fail to comply or take action that is directly opposite to the stated goal of the commitment, and 0 is awarded for partial compliance or work in progress, initiatives that have been launched by a government but are not yet near completion and whose results can therefore not be assessed. Hence, each G8 country receives a -1, 0 or +1 score for each commitment. These individual commitment scores for each country are summarized and divided by the number of commitments, to get a member average compliance score. [9]

Table 1. EU and other G8 members' (the Russian Federation and USA) average compliance with commitments on energy for development

G8 summit commitments	EU	USA	Russian Federation	G8 Average Compliance with commitment on energy for development	G8 Average Compliance
2005 Gleneagles summit commitment [10]	+1	+1	+1	+1	+0.65
2006 Saint-Petersburg summit commitment [11]	+1	+1	+1	+0.89	+0.47
2007 Heiligendamm summit commitment [12]	+1	0	0	+0.11	+0.51
2008 Hokkaido summit commitment [13]	0	+1	0	+0.56	+0.48
2009 Aquila summit commitment [14]	+1	+1	0	+0.78	+0.53
Average compliance	+0.8	+0.8	+0.4	+0.67	+0.53

So, as far as the methodological perspective of the analysis implies functional approach the EU efforts to develop energy in the low income countries like African countries, countries of Latin America and Southeast Asia. These efforts can be analyzed through examination of its contribution into compliance with the G8 commitments on energy for development.

In order to realize the role and contribution of the EU into international efforts in energy development it is important to analyze the performance of the EU in provision of assistance for energy development in comparison with the performance of other types of donors such as the USA (as a traditional donor) and Russia (as an emerging donor).

The time frame for analysis embraces the period of 2005 – 2009. The 2005 is identified as a starting point for the beginning of the enhanced cooperation between the G8 club and developing countries, especially from the African continent. In 2005 at the Gleneagles summit the dialogue between the G8 and developing countries started becoming institutionalized. And as early as in 2007 the institutional form of the dialogue was confirmed by the Heiligendamm process. [15] Russia, as a member of the G8 has undertaken its individual commitments at the 2005 Gleneagles summit, having canceled USD 11.3 billion debts to the African countries, including USD 2.2 billion of debt relief to the HIPC Initiative.¹

The G8 commitments on development, particularly on energy for development varied from summit to summit and depended on the summit priorities. During the period for analysis the G8 commitments on energy for development covered such spheres as ensuring developing countries' access to modern energy sources, clean energy technologies development, technical and capacity building support for the mining, processing and trading raw energy materials, in addition to assistance in adaptation to climate change.

¹ Africa, 2005 G8 Gleneagles Summit. URL: <http://www.g8.utoronto.ca/summit/2005gleneagles/africa.html>

The compliance level with commitments on energy for development demonstrated by the EU for the period of analysis averaged the score of 0.8 (Table 1). This score coincides with the USA average score on compliance with energy development commitments and exceeds in two times the average score of Russia's performance. It is also important to note that this score exceeds the average G8 compliance with all commitments (0.53) and also surpasses the average G8 compliance score with commitments on energy for development, which made up a score of 0.67 for this period.

Table 2. EU and G8 countries' (the Russian Federation and USA) average compliance with commitment on energy and related issues

G8 summit	Average score for compliance with energy related commitments			G8 average compliance with commitment on energy for development	G8 average compliance
	EU	USA	Russian Federation		
2003 Evian Summit commitment [16]	+1	+1	+1	+0,75	+0,51
2004 Sea Island Summit commitment [17]	+1	+1	0	+0.78	+0,55
2005 Gleneagles summit commitment [10]	+1	+1	+1	+0.94	+0.65
2006 Saint-Petersburg summit commitment [11]	+1	+0.67	+0.67	+0.59	+0.47
2007 Heiligendamm summit [12]	+0,6	+0.8	+0.4	+0.64	+0.51
2008 Hokkaido summit commitment [13]	+0.85	+0.71	+0.57	+0.68	+0.48
2009 Aquila summit commitment [14]	+1	+0.85	+0.4	+0.68	+0.53
Average compliance	+0.92	+0.86	+0.58	+0.67	0.52

Revise this to note that EU compliance with all G8 energy and energy related commitments is healthier than its performance with commitments on energy for development. The average compliance score is 0.92 which exceeds the scores achieved by both the USA (0.86) and the Russian Federation (0.58) (Table 2). The USA and Russia's compliance with a broader set of energy commitments also exceeds their performance with commitments on energy for development.

To get a broader perception of the role of the EU in G8 compliance with commitments on energy for development the efforts undertaken by the EU should be considered in greater details. The analysis is based on the data from the open sources of information and official documents of the EU.

The main directions of EU activity in cooperation for energy development cover such areas as increasing investments for infrastructure development; contributing to clean energy technologies development; developing raw energy materials efficient management; strengthening institutional and technical capacity of developing countries to manage energy programs, initiated by donors and themselves; strengthening effective coordination between the donors in energy programs implementation and supporting coherence of these programs with other development projects.

The EU implements this policy through a wide range of measures, such as investing into development of energy infrastructure; raising energy resources management effectiveness, institutional and technical support through more effective coordination of the donors within transmission of energy effective technologies and implementation of other development programs.

2. ENSURING DEVELOPING COUNTRIES' ACCESS TO MODERN ENERGY SOURCES

The EU has a wide range of mechanisms to provide an access to developing countries to modern energy sources, such as EU Energy Initiative for Poverty Eradication and Sustainable Development (EUEI), ACP-EU. The set of mechanisms has been being developed by the EU along with the efforts of the international community and national initiatives of the EU countries to address energy poverty along with related issues, such as energy efficiency and climate change.

The EU Energy Initiative for Poverty Eradication and Sustainable Development (EUEI) is one of the key initiatives of the EU to address the challenge of energy poverty. The initiative was launched in 2002 at the World Summit on Sustainable Development (WSSD) [18] to comply with commitments related to achievement of the MDGs. The aim of this initiative was a provision of the access to energy resources for developing countries to achieve the MDG, which relates to two times decrease of the population, who live in conditions of the extreme poverty by 2015. [19]

The initiative assumes engagement of a wide range of partners at the national and international level to develop potential of developing countries like African and Latin America countries to develop energy sector relying more on their own resources by stimulating business, civil society, financial institutions, final consumers of services and other key stakeholders to participate in decision-making processes and programs implementation. The initiative is financed by private and sovereign donors, including through provision of the ODA. Donors' work is aimed to integrate the issues of energy development into national development strategies, sectoral strategies and programs, such as education, health, water and sanitation, as well as, labour market reform to support intersectoral approach to develop energy. Thus, the initiative allows providing an access not only to energy sources as such, but also to economic growth MDGs achievement.

Another EU multiregional mechanism on energy for development, ACP-EU Energy Facility [20], was established in 2005 and is directed to support the projects aimed at the provision of the access to sustainable and affordable energy resources for the poorest population from the countries of African, Caribbean and Pacific regions. The ACP-EU Energy Facility was established by the European Commission within the EU Energy Initiative for Poverty Eradication and Sustainable Development.

The First ACP-EU Energy Facility (EF) implied 74 projects contracted under the EF I Call for Proposals for a total amount of EUR 196 million from the EF, with a total project cost of EUR 426 million. Following successful implementation of the first EF, 10th European Development Fund included provision for a new ACP-EU Energy Facility (EF II) with a total budget of EUR 200 million. Both facilities were aimed at achievement of the MDGs on poverty alleviation and contributed to the fight against the climate change. The specific objectives were directed a increasing access to modern, affordable and sustainable energy services in rural and poor areas by focusing on renewable energy solutions as well as on energy efficiency measures. Another objective was improving governance and framework conditions in the energy sector, in particular those promoting access to

energy services, renewable energy sources such as solar and wind energy and energy efficiency. Grant financing to support initial investment costs for projects that improve access to energy services in rural and peri-urban areas, with a focus on renewable energy and energy efficiency has also become a mechanism for implementation of the initiative.

Unlike the EU, which implements its programs on energy poverty elevation mostly on the basis of open competitions arranged and assessed by the European Commission, the USA relies on its own national instruments, which are targeted at particular developing regions. For instance, in October 2009 the United States Agency for International Development (USAID) initiated the new Afghanistan Clean Energy Program (ACEP), which focuses on off-grid renewable energy generation, demand side management and energy efficiency, provision of technical assistance to Afghanistan policy-makers. [21]

With respect to the Russian Federation, the Russian authorities do not participate in any of the earlier mentioned EU initiatives as a donor or partner. However, Russian initiative to develop energy infrastructure of agricultural regions of African countries was supported by other G8 countries and is implemented through participation in Global Village Energy Partnership. This program implies implementation of series of projects aimed at building of micro electric and hydroelectric power stations and electricity transmission lines in order to provide access to electrical energy of the remote regions of the African countries. Russia is going to allocate about USD30 million to finance these programs during the period of 2007 – 2011. [22]

During the period of compliance study, which is being implemented since 1996, no commitment on fighting energy poverty has been chosen for monitoring and, thus, compliance assessment according to the G8 Research Group methodology is not available. However, variety of the mechanisms employed by the EU to address this issue proves its high capacity and strong potential in this sphere.

3. CLEAN ENERGY TECHNOLOGIES

In order to prevent accelerating gap between developing and developed countries in development of renewable energy the EU is undertaking considerable actions to develop markets for clean energy technologies to increase their availability in developing countries. The diffusion of clean technologies in developing countries is considered by the EU as by other G8 members as an important tool to ensure energy security opening up new sources of energy supply and tackling climate change and development, particularly in the context of rapidly-industrializing developing nations as G8 countries with a quickly per-capita consumption.

According to Juan Alario, the Head of the Energy Efficiency and Renewable Energy Division of European Investment Bank, the main risks associated with a lack of concerted action in clean technologies development are:

- 1) missing renewable energy “revolution” by developing countries;
- 2) high costs for developing countries and dependence from the outside;
- 3) gap in regional economic development;

The development of local renewable energy technologies is one of the key opportunities for both development and carbon emissions mitigation efforts. The EU countries are demonstrating their willingness to engage in both bilateral and multilateral efforts to address these issues. With respect to bilateral efforts the EU created bilateral strategic partnerships with India and China for further research and development of new energy technologies, which is focused at improving cooperation on climate change, including clean energy and energy efficiency, and is promoting sustainable development. [23]

The institutional framework for EU-China bilateral relationship was established during the sixth China-EU Energy Conference, held in Shanghai on 20.02.06. The EU and China signed a Memorandum of Understanding in which they agreed to jointly research near-zero emissions power generation technologies. [24] The development of near-zero emissions coal power technology in partnership with China is a key element in enhancing the energy security, promoting new technologies and addressing the challenge of climate change. [25] However the precondition for EU-China energy cooperation was the Beijing Declaration on Renewable Energy for Sustainable Development, acknowledging the need for further international cooperation to establish markets for renewable

energy, and create capacity for further research and development of clean energy technologies [26], which was signed at the Beijing International Renewable Energy Conference, held from 7 to 08.11.05 [27]. It became a clear signal of the Commission's interest to work with such developing countries as China and other important partners in furthering global environmental issues such as renewable energy. [28]

One of the most important EU mechanisms in assisting developing countries to develop renewable energy is COOPENER (Community Cooperation with Developing Countries), which is an external component of the "Intelligent Energy – Europe programme 2003 – 2006", launched by the Directorate General for energy and transport [29] in 2003 within EU Energy Initiative with a total budget of EUR 17 million.

An initiative aims at "promoting renewable energy sources and energy efficiency in developing countries, as well as sustainable energy services for poverty alleviation". [30] As other EU initiatives in energy poverty alleviation COOPENER also helps to achieve the MDGs in developing countries and addresses sustainable energy as crossing issue with other urgent development issues such as food security, clean water and sanitation, health and education. Thus, provision of power through new and more appropriate approaches such as clean technologies supplies all above mentioned development needs. The implementation of the initiative implies allocation of substantial resources. The funding for projects has been provided since 2003 in many cases, but in December 2006 the European Commission earmarked funding of EUR 730 million for the Intelligent Energy Europe initiative for the period of 2007-2013. [31]

Another key EU instrument to assist developing countries to develop energy is GEEREF (Global Energy Efficiency and Renewable Energy Fund). [32] The fund was initiated by the Directorate General for Environment and Directorate General for Europe Aid Co-operation Office (AIDCO) of the European Commission.

The system of funding of this initiative is also multi-year. European Union pledged to provide EUR 80 million in funding for the GEEREF until 2010 with a further EUR 20 million being provided by other public and private sectors. During the 15th Session of the UN Commission on Sustainable Development (CSD15) meetings in New York from 30.04.07 to 11.05.07 EC representative Dimas highlighted that the GEEREF had thus far secured a total of EUR 122 million in pledges. [33] In 2010 European Union has granted a funding of EUR1 million via Technical Support Facility of the GEEREF [34], thus having contributed as a founding investor to bring the total funds under management to above EUR 200 million as a fundraising for the second closing in 2010. [35]

Table 3. EU and other G8 members' (the Russian Federation and USA) compliance with commitment on assisting developing countries to diffuse clean technologies

G8 summit commitments	EU	USA	Russian Federation	G8 Average Compliance with commitment on energy for development	G8 Average Compliance
2005 Gleneagles summit commitment [10]	+1	+1	+1	+1	+0.65
2006 Saint-Petersburg summit commitment [11]	+1	+1	+1	+0.89	+0.47
2009 Aquila summit commitment [14]	+1	+1	0	+0.78	+0.53

Average compliance	+1	+1	0,67	0,89	+0.55
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The G8 compliance study on implementation of 2005 Gleneagles summit commitment on markets for clean energy technologies development [36] and fulfillment of a paralleled commitment on diffusion of clean energy technologies made at the G8 Saint-Petersburg summit in 2006 [37] proves EU active policy on developing markets for clean energy technologies to increase their availability in developing countries. The commitment on clean technologies was reaffirmed at the Aquila summit in 2009 as well.

For all three periods of monitoring (2005 Gleneagles summit, 2006 Saint-Petersburg summit, 2009 Aquila summit) the EU has registered a high level of compliance, having fully implemented all three G8 commitments on clean technologies and renewable energy developments. The average EU compliance level which made up a score of +1 exceeded the average G8 score for compliance with commitment on energy for development (+0.89) and the G8 average score for compliance with all commitments assessed within 3 compliance monitoring periods, which amounted +0.55 (Table 3).

According to the G8 compliance study EU actively promotes international cooperation in renewable energy technologies diffusion. The European Parliament adopted a resolution stating that the use of alternative energy sources must be tackled with both high consumers and with developing countries. The EU is to achieve this goal by integrating a sustainable energy provision into its development cooperation policy. [38]

The idea of building the global alliances to explore more viable use of renewable energy sources, especially in the developing world [39] was reinforced by a Joint EU Development Policy Statement released on 22 November 2005 stating that an “adaptation to the negative effects of climate change will be central in the community’s support to Less Developed Countries (LDCs) and small island development states”. [40]

The European Union has also registered a high level of compliance with its St. Petersburg Renewable Energy commitment, having undertaken a number of concrete projects aimed at expanding renewable energy initiatives in developing countries. Full compliance was also demonstrated by the EU in 2009 with its commitment to improve policy and regulatory frameworks in order to boost investments in renewable energies.

In October 2009 the European Commission announced new investments of at least EUR50 billion under its Strategic Energy Technology Plan, which would target six areas: wind, solar, electricity grids, bioenergy, carbon capture and storage and sustainable nuclear fission. [41] On 22 November 2009, the EU allocated EUR600.000 to boost Malaysia-EU business cooperation, with an emphasis on environmental and green technology services. [42]

In the beginning on 2010, the EU boosted investment by EUR56 million for the Intelligent Energy Europe (IEE) program for action in three main areas: energy efficiency, renewable energy and energy-efficient transport systems. Projects include helping improve the effectiveness of support schemes for electricity generation from renewable sources across Europe, and training on new construction techniques that may lead to energy savings of up to 50 per cent. [43] On 02.03.10, the European Union unveiled a 10-year plan to boost economic growth through job creation in the technology sector of renewable energy. The plan aims to increase employment from 69 percent to 75 percent, and increase investment in research and development from 1.9 percent to 3 percent of EU gross domestic product. [44]

The USA as a traditional donor has demonstrated the same compliance level as the EU. On 30.12.09, the United States Agency for International Development (USAID) announced the USA-China climate partnership. This initiative, which includes USD6 million of funding from USAID, seeks to increase energy efficiency and reduce Greenhouse gases among major sectors of the Chinese economies. [45]

The average compliance score registered for the Russian Federation during all three periods of monitoring (+0.67) is lower than as to both USA and EU and the average G8 score on compliance with commitment on energy for development (+0.89).

According to the speech of the Russian President Dmitry Medvedev made at the Copenhagen Conference Plenary Session on 18.12.09, Russia supports provision of acceptable conditions for transferring modern technology to developing countries. [46]

In previous periods of monitoring Russia has also participated in several international meetings and conferences to promote the development of markets for clean energy technologies, their availability in developing countries, and helping vulnerable communities adapt to the impact of climate change. For instance, on 24.09.05 Russian representatives participated in a meeting at the World Bank to launch an Investment Framework for clean energy and sustainable development. The Russian representatives also attended the first Ministerial meeting of the Dialogue on Climate Change, Clean Energy, and Sustainable Development in London, which explored the possibility to promote “wider access to cleaner energy technologies,” prioritized areas for “cooperation between developed and developing countries,” and acknowledged the need for “incentives [to encourage] private sector investment.” [47]

Thus, all donors analyzed in this study both traditional and emerging rely on the same types of instruments both on bilateral and multilateral aspects. Such approach implying a wide scope and variety of bilateral and multilateral mechanisms is justified in the light of high relevance of this issue for the global agenda to tackle the problem of climate change.

4. RAW NATURAL ENERGY RESOURCES SUSTAINABLE MANAGEMENT

The issue of good governance in the sector of raw energy materials has recently become of great concern for international community and one of priorities for EU. The main areas of EU activity in natural energy resources sustainable management are 1) support in decision-making at the international level through participation in international treaties, and programs of international institutions; 2) managing a wide range of international development assistance instruments, which support a wide range of programs directed at environment protection and natural resources management.

A stable basis for cooperation with developing countries in raw materials management is a dialogue between EU and Caribbean Forum (CARIFORUM). On 23.11.07 the European Union and the Southern African Development Community signed an interim Economic Partnership Agreement which allowed for “100% liberalization by value by the EU as of 01.01.08,” including raw materials. On 16.12.07, the EU and the Caribbean Forum launched an initial Economic Partnership Agreement that eliminated 90.7% of tariff lines between the two entities over the next 25 years, including tariffs on raw materials. [48] On 12.05.08, the EU demonstrated its commitment to removing trade barriers and providing technical assistance with respect to raw materials by granting CARIFORUM USD 2.25 million in order to support renewable energy and cleaner extraction of raw materials. The program “aimed to improve energy access through the removal of barriers to renewable energy use, thereby fostering its commercialisation and development.” [49] However the agenda of the institution is being evolving with the priorities of the parties and the state of current affairs at the global arena. Following COP 15 in Copenhagen, at the past Fourth EU-Cariforum summit the focus of the forum has been shifted to the issue of climate change. Thus, the heads of state and government agreed on the need to increase cooperation in fighting the challenge of Climate Change and the loss of biodiversity. [50]

Another EU approach to assist developing countries in sustainable management of their natural energy resources is to reduce the risks of natural disasters. The main framework, which provides provisions for EU work in preventing natural disasters, including integrating the measures on risks reduction into poverty elimination national strategies, is “EU strategy for supporting disasters risk reduction in developing countries” [51], adopted on 23.02.09.

Table 4. EU and other G8 members' (the Russian Federation and USA) compliance with commitment on natural energy resources sustainable management

G8 summit commitments	EU	USA	Russian Federation	G8 Average Compliance with commitment on energy for development	G8 Average Compliance
2007 Heiligendamm summit commitments [12]	+1	0	0	+0.11	+0.51

The G8 compliance study also revealed active actions undertaken by the EU to comply with the G8 commitment on development of local energy resources in developing countries made at the Heiligendamm summit in 2007. [52] EU has demonstrated full compliance with a commitment on natural energy resources sustainable management, unlike other G8 members, who have partially complied with this commitment. The average score on compliance with energy for development commitment made up +0.11, whereas G8 average compliance with all commitments selected for monitoring this period amounted a score +0.51.

The issue of good governance in the raw energy materials did not arise within the G8 framework for the first time in 2007. The problem was highlighted at the Sea Island summit in 2004. [53] The G8 countries attracted global attention to the need for energy resource-rich nations to be attentive to potentially corrupt practices within the business practices of raw materials firms. The Extractive Industries Transparency Initiative (EITI) was a program of a widespread attention that brought together producer nations, major importing nations and firms in a forum designed to spread best practices among resource producers and consumers. [54] African states were also encouraged to comply with the EITI and implement its code of best practices, and the G8 countries pledged to continue their support of the EITI. [55]

On 08.12.07 at the EU-Africa Summit in Lisbon, the EU reaffirmed its support for good governance in the extractive sector. The Africa-EU Action Plan 2008-2010, which was endorsed at the Summit, signaled an intention to “promote transparency in the management of natural resources and conduct a dialogue on relevant international initiatives such as the Extractive Industry Transparency Initiative (EITI).” [56]

According to compliance study the USA has demonstrated a weak performance, having only praised the Extractive Industries Transparency Initiative (EITI), noting that the “EITI is an important part of fighting kleptocracy.” [57]

Russia pursues a policy of open partnership with developing countries on issues of mining, processing and trading of natural energy resources. On 20.09.07, during the meeting with Minister of Foreign Affairs of Iraq Khoshiyar Zibari, Russian Minister of Industry and Energy Khristenko pointed out important directions of cooperation, among which are oil and gas, infrastructure, and science and technology development. [58] According to Minister Khristenko, active partnership and new projects in the sphere of minerals processing were also planned between China and Russia. [59]

Out of all three examined donors EU is implementing the most coherent and comprehensive actions in assisting developing countries to manage their raw energy materials in sustainable way with a special country specific approach. However, both traditional and emerging donors implement programs in this area through bilateral forms of engagement.

5. ENVIRONMENT PROTECTION

The climate change and sustainable natural energy resources management are inter-sectoral issues which are have to be taken into account for implementation of development assistance programs in such areas as

forest and water resources management, sustainable energy sources access support, chemical and household wastes utilisation; sustainable production and consumption; climate change negative effects elimination. [60]

At the global level the main framework regulating European Commission policies on assisting developing countries to comply with their multilateral commitments on environment protection is the Principle of Common But Differentiated Responsibilities. [61] The principle of common but differentiated responsibility includes two fundamental elements. The first concerns common responsibility of states for the protection of the environment, or parts of it, at the national, regional and global levels. The second concerns the need to take into account the different circumstances, particularly each State's contribution to the evolution of a particular problem and its ability to prevent, reduce and control the threat.

At the European level EU activity on assisting the poorest nations to tackle the problems related to environment protection within the complex measures on fighting the poverty is regulated by EU comprehensive strategy on integration of the environment into the EC economic and development cooperation. [62]

On 25.06.09, in order to strengthen and develop the tools of the strategy the European Council has prepared a document [63], which enables the EC the mandate to establish a framework to monitor the implementation of the EU approach to integrate the issues of climate change into other spheres of its activity and to prepare a broad strategy on integration of the environment protection related issues, which has to be submitted to the Council in 2011.

The European Union is undertaking considerable actions to assist developing countries to adapt to climate change also through commitments made within the G8 and G20. [64] Since the 1990 Houston Summit, G8 leaders have committed to working within the United Nations Framework Protocol Convention on Climate Change (UNFCCC) to address the challenges posed by global climate change. [65] The G8 hopes to overcome a rift between developed and developing countries by undertaking "strategic planning" and by "developing technology roadmaps to strengthen the role of advanced technology in addressing climate change. Without the money or technology needed to adapt to changing climates, developing nations could suffer disproportionately from the consequences of greenhouse gas emissions they had little part in producing. In this commitment G8 members recognize their responsibility to assist developing countries in adapting to the realities of climate change.

In March 2009, EU leaders decided together to delay offering financial support for climate change in developing countries until at least October 2009. The move was criticized by environmental campaigners as well as other multilateral institutions like the World Bank and Global Environmental Forum (GEF). Yvo de Boer, a climate change official at the UN, said that financial commitments from the EU were "essential," and suggested that the EU was backsliding on its Bali commitments. [66] At the Asia-Europe Meeting (ASEM) 7 Summit on 24.10.08, under the Beijing Declaration on Sustainable Development, the European Union participated reaffirmed its intention to "provide financial support and technology transfer to developing countries." [26]

Table 5. EU and other G8 members' (the Russian Federation and USA) compliance with commitment on assisting developing countries to adapt to climate change

<i>G8 summit commitments</i>	<i>EU</i>	<i>USA</i>	<i>Russian Federation</i>	<i>G8 Average Compliance with commitment on energy for development</i>	<i>G8 Average Compliance</i>
<i>2008 Hokkaido summit commitment [13]</i>	0	+1	0	+0.56	+0.48

The G8 compliance study revealed that some G8 members as Russia has not undertaken substantial efforts to fully implement its G8 commitment on climate change. A full compliance was demonstrated by the USA

and other G8 members, excluding Russia. However, the average compliance score (+0.56) on energy for development commitment exceeded the G8 average compliance score of +0.48 (Table 5).

The USA was among the top ten leading industrialized nations that pledged USD 6.1 billion to the Climate Investment Funds, designed to help developing countries control their greenhouse gas emissions and adapt to climate change. The USA pledge constituted USD 2 billion. [67]

Russia in spite of its role of a new donor actively participates in a wide range of international discussions on climate change adaptation, but does not mobilize substantial resources to help developing countries adapt to climate change. The climate strategy introduced by the Ministry of Natural Resources and on 23.04.09 emphasized that Russia will assist developing countries in adaptation to climate change. [68] On 22.11.08, Russia met with Asia-Pacific Economic Cooperation (APEC) nations in Lima, Peru, to discuss Asia-Pacific developments. Russia and other APEC members expressed support for deploying clean technologies, providing financial support for developing economies, and promoting low-emissions technology development. [69]

As it can be noted the EU and USA as traditional donors mostly rely on both global and national mechanisms of assisting the poorest countries to protect environment and adapt to climate change, whereas the Russian Federation being an emerging donor is more active in this sphere at the regional level.

6. CONCLUSION

All of the EU instruments to implement development policy in energy sectors are multi-purposed and are aimed at making effective **dialogues** on energy access and security, providing improved **access** to reliable, secure, affordable, green energy services, increasing European and African **investment** in energy infrastructure in Africa, including promotion of renewable energy and energy efficiency. The EU considers all these mechanisms to manage energy and energy related issues to be inter-dependent with all areas associated with MDGs, which are also interlinked and mutually reinforcing. In order to manage these mechanisms effectively a holistic approach and consideration of local circumstances of developing countries is required. [70]

As the study revealed most of the instruments applied by the EU in assisting the poorest countries to develop most of energy related areas are intersecting and even overlapping. For instance, environment protection assumes development of clean technologies and ensuring access of developing countries to modern energy sources implies intensive work in such areas as raw energy materials management and clean technologies development. From the economic perspective linking the projects from the area of clean technologies development and climate change and ensuring coherence in projects related to energy poverty elevation and raw energy materials management is often profitable. Blending different sources of grants can also contribute to increasing efficiency. So, the question could be, why not pooling different programs in related and interconnected areas to develop larger initiatives?

Russia as emerging international donor is highly interested in research of EU experience in assisting the poorest countries to develop energy. At the first stage of establishing the national international development assistance system EU experience is of a high value not only in the view of applying the mechanisms of cooperation with partner countries, but also from the point view of identifying regional and sectoral priorities and their correlation.

One of the factors of the efficiency of EU policy in development cooperation is a thorough identification of regional and sectoral priorities and the system of planning the EU assistance, which allows accounting assistance provision as by main regional directions, as by sectoral priorities.

At present Russian Concept on participation in development cooperation also identifies regional and sectoral priorities. [7] However, the absence of a single system of planning and accounting makes it difficult to take into account and to compare the actions implemented within regional and sectoral priorities. Thus, Russia can use EU experience in coordinating and planning the actions within implementation of regional and sectoral priorities.

The division of labour in assisting the poorest countries to develop energy sources is another factor that ensures EU efficiency as a traditional donor and that can be used by the Russian Federation at the stage of establishing the national system of development assistance. The most important conditions for EU within coordinating the activities with donor countries are: assessing activities of comparative advantages, discussing the issues related to division of labour; providing national representatives with needed competencies; timely communicating partner countries the changes in international development assistance policy implemented in the region.

An important precondition for division of labour within EU assistance to developing countries is finding a balance between the raise of donor-countries coordination effectiveness and strengthening partner countries' ownership. This means that Russia has to rationalize and systematize its efforts within its development assistance programs to provide partner countries with opportunity to choose development assistance program that comply with their interests in the best way.

A long-term planning of development assistance resources is another factor of international development assistance policy efficiency. EU experience in planning the resources for international development assistance within general seven-year budget plans and within five-year cycles of the European Development Fund contributes to raising transparency of the budgeting processes exercised by both EU member-countries and EU's partner countries within development cooperation programs and also ensure predictability and achievement of the expected results. This direction is of a high relevance for Russia and can be logically be connected with the ongoing processes of switching to medium-term budget planning periods and to long-term budgeting in perspective.

Compliance with all of these conditions at all the stages of implementation development assistance programs may contribute to raising Russia's efficiency as a donor. Particular priority for Russia as an emerging donor is implementation of all conditions at the stage of planning development assistance programs in partner countries.

Russia has to establish a dialogue with other donor countries, which has to reflect the assessment of strong and weak points of Russia as a donor in order to realize the competitive advantages with respect to other donors and partners to coordinate and agree on the actions and to exchange the information on planed actions.

The list of recommendations for Russia is not closed. The necessity in new recommendations will emerge with the emergence of national system of development cooperation in Russia. The further study and applying of EU experience in the area of development cooperation present a high interest for Russia in the light of changing its role from the recipient of donors' assistance to their potential partner in development cooperation.

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