Emerging Donors and the Changing Landscape of Foreign Aid:
Public Perceptions of Development Cooperation

RUSSIA REPORT

Patty A. Gray
Department of Anthropology
National University of Ireland Maynooth
patty.gray@nuim.ie
BACKGROUND

Soviet-era aid

- Offered socialist model of development to compete with capitalist
- “No colonies” – Soviet Union could claim the moral high ground, esp. in Africa
- Strengths in health care and education:
  - e.g. Hospital in Ethiopia
  - e.g. Friendship University in Moscow
BACKGROUND
Russia as aid recipient

- Dissolution of Soviet Union in 1991 – subsequently targeted by multiple aid programmes – framed by triumphant rhetoric
- “Transitioning economy” rather than “developing economy”
- Demeaning subject position: “We are not starving Africans!”

From Janine Wedell's *Collision and Collusion: The Strange Case of Western Aid to Eastern Europe*
BACKGROUND
Russia as (re)emerging donor

- As early as 1994, Yeltsin issued decree creating a “Russian Agency for International Cooperation and Development” – but this did not pan out.

- Idea for such an agency re-emerged in 2004

- Russia’s Presidency of the G8 and hosting of the G8 Summit in St. Petersburg in 2006 (Russian only member of G8 that is not also member of DAC)

- 2007: ‘Concept on Russia’s Participation in International Development Assistance’ (MinFin, Ministry of Foreign Affairs)
Concept of the Russian Federation’s participation in International Development Assistance
KEY ISSUES

For Russia as an aid donor

- Latent character of Russia’s aid programme
  - Intentions declared but mechanisms not yet in place – almost unknown among Russian public

“Russia, within the framework of the G8, intends to expand its cooperation in the sphere of development assistance – S. Storchak”
KEY ISSUES
For Russia as an aid donor

- Latent character of Russia’s aid programme
- Ambiguity of existing mechanisms
  - “Rossotrudnichestvo” is / is not Russia’s aid agency
Открытие в МГУ Международного молодежного форума науки и инноваций стран СНГ

12.04.2010

12 апреля Руководитель Россотрудничества Ф.Мухаметшин принял участие в торжественном открытии Международного молодежного форума науки и инноваций стран СНГ «Ломоносов-2010». * Форум открыт академиками, вице-президентом Российской академии наук, ректор МГУ В.А.Садовничим.

В его работе принимают участие свыше 7 тысяч студентов, аспирантов и молодых ученых, представляющих 70 регионов России, все страны СНГ и более 40 стран дальнего зарубежья. Работа Форума охватывает все направления современной фундаментальной и прикладной науки. В числе его мероприятий – международные студенческие олимпиады, специальная секция «СНГ: взгляд молодежи», выставка инновационных проектов научной молодежи и образовательная игра «СНГ: единство инновационное пространство».

В открытии Форума также приняли участие Председатель Исполнительного Комитета СНГ С.Н.Лебедев, Исполнительный директор Межправительственного фонда гуманитарного сотрудничества А.Б.Сумбатян, Генеральный секретарь Евразийского экономического сообщества (ЕвразЭС) Т.А.Макруров и другие почетные гости.

http://rs.gov.ru/
KEY ISSUES
For Russia as an aid donor

- Latent character of Russia’s aid programme
- Ambiguity of existing mechanisms

- “Rossotrudnichestvo” is / is not Russia’s aid agency

- Aid functionality dispersed among several ministries
  - Ministry of Finance
  - Ministry of Foreign Affairs
  - Ministry for Emergency Situations
  - Ministry of Economic Development
  - Ministry of Education & Science
  - Ministry of Health
KEY ISSUES
For Russia as an aid donor

- Latent character of Russia’s aid programme
- Ambiguity of existing mechanisms
  - “Rossotrudnichestvo” is / is not Russia’s aid agency
  - Aid functionality dispersed among several ministries
  - DAC: To join or not to join?
KEY ISSUES
For Russia as an aid donor

- Latent character of Russia’s aid programme
- Ambiguity of existing mechanisms
- “Pull factor” of outside agencies
  - World Bank, DFID, Oxfam, USAID – seminars, training programmes, consulting
Development Aid Statistics: Principles of International Reporting and Building Russia Development Aid Statistics

Location: World Bank Office
Begins: May 27, 2008 16:00
Ends: May 28, 2008 17:45

An international workshop organized by the RF Ministry of Finance and The World Bank in coordination with OECD

Also available: Press Announcement

The workshop was organized within the framework of The World Bank - Russia cooperation on development aid issues. Its objective is to present international experience and standards in development aid reporting and statistics and to discuss practical measures for setting up a comprehensive reporting system on increasing Russia development aid.

The workshop included representatives of key Russian agencies involved in implementation of recently adopted Concept of Russian international development cooperation, including: Apparatus of the Government, Ministry of Finance, Ministry of Foreign Affairs, Ministry of Education, Ministry of Health and Social Development, Ministry of Emergency Situations, Russia Agency for Statistics (Rosstat), other interested Government agencies. The workshop will include key international development agencies and bilateral donors - OECD-DAC, UNDP, DFID, USAID. Several new donors will be invited to present their respective cases and learn from relevant international experience.

It is expected that information from the seminar would assist in establishment of appropriate mechanism for collection of Russia aid statistics and reporting according to agreed international standards. This work would have to be completed by end 2008, to be coordinated by RF Ministry of Finance with involvement of all relevant Russian Government agencies and with support from The World Bank and OECD.
2010

Министерство финансов Российской Федерации
www.minfin.ru

При поддержке со стороны Всемирного банка и Организации экономического сотрудничества и развития

Московская международная конференция, 17-18 февраля 2010 г.
Russia’s relationship with the World Bank has evolved since it became a member country in 1992—going from a recipient of large financial support for the economic transition in the early 1990s, knowledge-sharing and fee-based services in the early 2000s, to most recently a donor of multilateral aid, with World Bank support. Russia’s role as a donor is growing both in IDA—with a 60% increase in IDA16 from $108 million contribution in IDA15—and in diverse multilateral partnerships with the Bank Group in such critical areas as quality of education, infectious disease control, food and energy security, and others.

Responding to the request of key Russian government agencies in adapting principles and instruments of strategic communication for development aid, the World Bank’s Russia country team organized a workshop on “Strategic Communication for Russia’s Development Aid Program” as part of a DFID-supported Russia as a Donor Initiative (RDI) in Moscow on January 19-20, 2011.

The event engaged all Russian policy making agencies and communicators of the Russian development aid in a dialogue, also bringing experts from the World Bank, OECD, USAID, UNDP, Slovakia as well as local journalists, social media, civil society, and university professors. Participants discussed approaches to a proactive communications strategy for the ODA program, targeting major audiences—inside Russia, in beneficiary countries, and at the international level.

The workshop discussed best practices of strategic communications by long-established and new donors, findings of a public opinion survey of Russian population attitudes to development aid, and key priorities for improved communications in support of Russia’s development assistance. The importance of domestic support and promotion of the ODA concept at different levels of Russian society was emphasized in particular, as the public poll revealed that 75 percent of citizens would approve Russia’s aid to the poorest countries.

The main take-away from the workshop was a conclusion that aid communications should be a special function, to be based on branding of national aid, improved information and aid data access, and close collaboration between government aid agencies, journalists, and NGOs.

The workshop discussions, findings of the public poll, and background papers prepared by international and local experts will contribute to a Strategic Communication Framework paper that will outline an action plan for the Russian government agencies to help them manage multilateral and bilateral donor activities.
KEY ISSUES
For Russia as an aid donor

- Latent character of Russia’s aid programme
- Ambiguity of existing mechanisms
- “Pull factor” of outside agencies
  - World Bank, DFID, Oxfam, USAID – seminars, training programmes, consulting
  - World Bank / Levada Center survey of public opinion July 2010
Expert survey report within the integrated study: 'Russia as a donor' (Vol. 1 of 2): Main report

**Details**
- **Document Date:** 2010/07/02
- **Document Type:** Working Paper
- **Report Number:** 61890
- **Volume No:** 1 of 2

**Downloads**
- **Complete Report**
  - PDF: 28 pages, Official Version [1.96 mb]
  - Text Version*

*The text version is uncorrected OCR text and is included solely to benefit users with slow connectivity.

**Abstract**
This report presents the findings of the qualitative phase of an integrated study, 'Russia as a donor.' The objective of this phase of the study was to find out how opinion leaders and experts in a variety of socially significant spheres view Russia's role as an international donor. An in-depth interview method was chosen for the project, which allowed for

**Related Links**
- See documents related to the project(s)

http://go.worldbank.org/E4C6ZM1SU0
KEY ISSUES
For Russia as an aid donor

- Latent character of Russia’s aid programme
- Ambiguity of existing mechanisms
- “Pull factor” of outside agencies
- Modalities of aid
  - Primarily multilateral
  - Most sophisticated in emergency humanitarian aid
Russian cargo plane assists in transport of U.S. mobile air traffic control tower

Russian search-and-rescue team pulls a man from under the ruble a week after

Russian response to Earthquake in Haiti

January 2010
KEY ISSUES
For Russia as an aid donor

- Latent character of Russia’s aid programme
- Ambiguity of existing mechanisms
- “Pull factor” of outside agencies
- Modalities of aid
  - Primarily multilateral
  - Most sophisticated in emergency humanitarian aid
  - Priority areas food security & global health
  - Some continuities with Soviet-era programmes
KEY ISSUES
For Russia as an aid donor

- Latent character of Russia’s aid programme
- Ambiguity of existing mechanisms
- “Pull factor” of outside agencies
- Modalities of aid

Key Partners
- Former Soviet Republics, esp. in the Eurasian Economic Community (EvrAzES)
KEY ISSUES
For Russia as an aid donor

- Latent character of Russia’s aid programme
- Ambiguity of existing mechanisms
- “Pull factor” of outside agencies
- Modalities of aid

- Key Partners
  - Former Soviet Republics, esp. in the Eurasian Economic Community (EvrAzES)
  - Eurasian Development Bank
Антикризисный Фонд ЕвразЭС
В коллективных интересах сообщества

О Банке
Деятельность Банка
Проекты
Для инвесторов
Публикации и аналитика
Управление средствами
Антикризисного фонда ЕвразЭС
Пресс-центр
Карьера

Инвестиции в РАЗВИТИЕ И ИНТЕГРАЦИЮ

Новости региона
15.06.2011
Товарооборот Украины с Россией в нынешнем году превысит 50 млрд долларов - Виктор Янукович
+ далее

15.06.2011
Медведев призвал скорее решать

Новости о Банке
16.06.2011
Глава ЕАБР: Дальнейшее развитие экономической интеграции будет базироваться на основе «интеграционного ядра» Беларуси, Казахстана и России
+ далее

Евразийский банк развития
Хороший банк знает и свои рынки, и глобальный финансовый рынок. ЕАБР призван содействовать устойчивому экономическому росту и региональной интеграции своих государств-участников. Используя наши глобальные возможности и знание евразийских рынков, мы инвестируем в будущее региона.

http://www.eabr.org/
KEY ISSUES
For Russia as an aid donor

- Latent character of Russia’s aid programme
- Ambiguity of existing mechanisms
- “Pull factor” of outside agencies
- Modalities of aid

- Key Partners
  - Former Soviet Republics, esp. EvrAzES
  - Eurasian Development Bank
  - Recent financing to Tadzhikistan, Kyrgyzstan, Nicaragua and Nauru
  - Recent humanitarian aid to Haiti, China, Kosovo, Gaza, N. Korea
WHO ARE THE PUBLICS?

Most salient segmentations of the Russian population:

- Moscow/St Petersburg vs. “The Regions”
- Large urban centres vs. towns/villages/rural areas
- Generational
- Oligarchs vs. ‘Siloviki’ vs. ‘Reformers’

(siloviki: from the word sila (‘force’), slang term for current power brokers who were formerly in the military or security forces)

But: World Bank/Levada Center survey found that views on aid did not depend on demographic category
MEDIA COVERAGE

- Russia is media-saturated:
  - **Television** is No. 1 source of info
  - Leading **radio** stations extremely popular
    - Echo of Moscow
    - Radio Russia
    - Mayak
  - Proliferation of daily and weekly **newspapers**
  - Sophisticated issues-oriented **magazines**
  - Internet **bloggers** have celebrity status

- Surveying media 2005 to present to capture run-up to 2006 G8 Summit in St. Petersburg
MEDIA COVERAGE

2005: Sparse reports – mostly press releases

2006: Russia’s cancellation of Third World debt / Russia paying its own debt; consolidation of terminology

2007: “Russia as a donor” increasingly a theme

2008: Food crisis becomes a theme, but less about general aid to poorer countries (probable effect of financial crisis)

2009: Russia demonstrates its financial stability by announcing assistance to countries affected by the crisis.

2010: Russia announces it will provide hundreds of millions of dollars in aid, while DFID and other agencies will stop providing to Russia

2011: Analytical articles rather than press releases; but no clear sense of direction for Russia’s aid programme
STAKEHOLDERS?

- Private Sector: Not.
- Academics in universities and think tanks: ready, but no support
HSE IORI

International Organisations Research Institute (IORI) was set up in 2005. Within the framework of its projects the Institute studies the role of the international institutions and regimes, regional organisations and alliances in governing the global economic, social and political processes. It focuses on the G8 and its role in performing the functions of collective governance and reconciling domestic and international pressures, the modes and tools of G8 - international multilateral institutions interaction in the emerging multi-level governance system.

The Institute research aims to assist effective participation of the Russian Organisations, agencies, research structures and other stakeholders in the international multilateral institutions, enhance the role and quality of their contribution towards effective multilateral governance.

The Institute periodical “International Organisations Research Journal” highlights the main analytical outcomes of the IORI research projects as well as activities of international Organisations and alliances, namely EU, G8, G20, OECD, WB, UN and UNESCO.

See below: http://www.iori.hse.ru/english/about.shtm
STAKEHOLDERS?

➢ Private Sector: Not.

➢ Academics in universities and think tanks: ready, but no support

➢ NGOs: ready, even sophisticated, but no recognition
Engagement of Russian Business in International Development Assistance in the CIS countries  

Author: Polina Basova, Alexandr Borisenko, Alexey Emelyanov, Elena Kozievskaya, Elena Yatsenko

Project 00070881 “Support to Russia's Effective Participation in the International ODA Architecture” (Preparatory assistance project)
OBSERVATIONS

- Public awareness is very low
- Interviewees said it does not make sense for Russia to actively inform about its activities
  - Too early
  - Probable negative reaction
  - Uncharacteristic of the Russian government
- There cannot be a clear message while there is no clear mandate or strategy – and there isn’t
- Russia as a recruited donor: ‘donor expansion’?
Thank you!

Questions / comments are welcome

Acknowledgements:

- Research assistance/media analysis provided by Anastasia Gulyavina
- Funding for this project provided by DFID under the “Futures of Aid’ programme
- Funding for earlier phase of this research provided by the Irish Research Council for Humanities and Social Sciences (IRCHSS)