

## UNFPA/NIDI Resource Flows Newsletter, December 2011

*The purpose of the UNFPA/NIDI Resource Flows Newsletter is to inform donor and developing country governments, public and private organisations, research institutes, universities and civil society about resource tracking for population and AIDS activities in general and the role of the Resource Flows (RF) project in particular.*

### New Donor Countries

The UNFPA/NIDI project “Tracking Financial Resource Flows for Population Activities” has been carried out since January 1997. The purpose of the project is to monitor progress by donors and developing countries in implementing the financial targets agreed at the International Conference on Population and Development in Cairo in 1994 and the Declaration of Commitment adopted at the United Nations Special Session on HIV/AIDS in 2001 by collecting data and reporting on international population assistance and domestic expenditures for population activities in developing countries. At the core of the project’s activities are the annual donor and domestic surveys whereby financial data are collected at the project/ programme level. An important part of the donor survey is the collection of data on so-called donor countries.

Since the start of the Resource Flows (RF) project, the list of donor countries to be surveyed has hardly changed and at this very moment the list consists only of the OECD/DAC countries.<sup>1</sup> These countries provide Official Development Assistance (ODA), and a significant share pertains to population assistance. However over the years, other countries also started to provide development assistance to serve international cooperation. This often resulted from adopting United Nations (UN) strategies to combat poverty, disease, early mortality, discrimination against women, illiteracy, environmental degradation and so on, in developing countries. Goals and targets were set, for example, the Millennium Development Goals (MDG), and increasingly countries – notably UN member states – started to support such challenges financially too. As the world’s leaders continuously change face and policy, it is good practice to question once in a while which of the world’s countries

currently are the main providers of ODA, or more precisely population assistance. It is to this end that a report was composed by the RF team: Which are the donor countries outside the scope of the Resource Flows project and, one step further, how likely is a country to be a donor nowadays? (Resource Flows, 2011). This Newsletter contains a summary of that report.

### Donor countries

A ‘donor country’ refers to a country that gives (financial) aid to another country in need (the so-called recipient country). A country gives money to help the needy in its society and others through public (governmental) donations. Countries can channel donations via ODA. To qualify as such, a contribution must meet three preconditions as defined by the DAC:

1. Be undertaken by the *official sector* (that is, a government or government agency);
2. Have promotion of economic *development* and welfare as a main objective;
3. Be *concessional* in character (that is, with favorable loan terms).

Thus, ODA does not include private donations. And it does not need a major (natural) disaster nor a major conflict to create basic humanitarian needs. All societies try to protect their most vulnerable citizens and to reduce risks and tackle poverty. However, it is not always easy to separate humanitarian aid from investments in disaster preparedness, recovery programming and long-term development spending.

### Traditional donor countries

The majority of ODA and humanitarian funding from governments comes from the members of the Development Assistance Committee (DAC). By definition, these countries are also OECD members. Besides the supranational European Union, the DAC consists of Australia, Austria, Belgium,

<sup>1</sup> OECD: Organisation for Economic Cooperation and Development (in Paris).

DAC: Development Assistance Committee, the OECD Committee “that groups the world’s main donors, defining and monitoring global standards in key areas of development” (see: OECD website).



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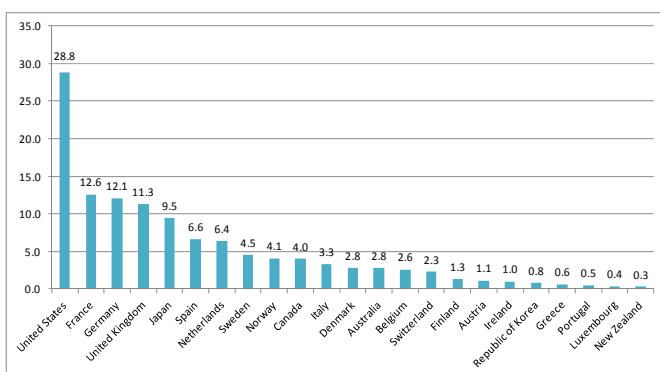
Canada, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Japan, Luxembourg, the Netherlands, New Zealand, Norway, Portugal, Republic of Korea (since 2010), Spain, Sweden, Switzerland, United Kingdom and United States. When speaking of ‘donors’ these are the countries that are mostly referred to. *Figure 1* shows ODA disbursements from the DAC countries in 2009. It is clear that the United States is by far the largest donor in absolute terms.

DAC countries provide the majority of their aid in the form of ODA. Among the DAC members agreements have been made on aid donations, e.g. on the goals and concessionality of aid. DAC countries therefore give most aid in the form of grants and have a focus on budget support, human development and social infrastructure. The DAC tries to limit the tying of aid, because that diminishes competition and lowers effectiveness. To increase aid effectiveness and transparency, DAC countries also apply conditions related to good governance and improvement of countries’ public financial management systems.

### Non-traditional donor countries

Increasingly, governments outside the DAC also provide assistance, although such aid may sometimes be donated after a crisis, and may be provided ‘in kind’ (via medical equipment or with personnel, by providing training, and the like). For example, after the January 2010 Haiti earthquake, the UN collected responses from 73 different governments to

*Figure 1: Net ODA disbursements from DAC countries, 2009 (current USD billion).*

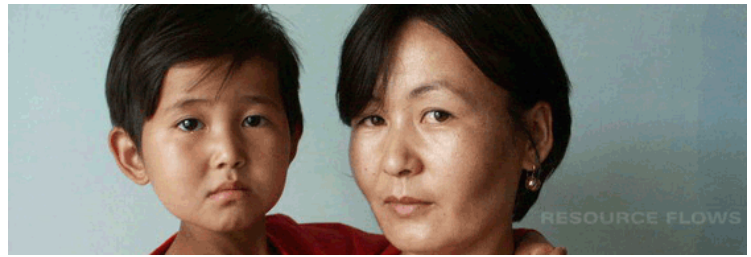


Source: OECD/DAC database

assist the victims. Among these countries were Brazil, Equatorial Guinea, Nigeria, Saudi Arabia and Thailand, and several of them are ODA recipient-countries themselves.

Because the non-DAC donors form such a diverse group, it is difficult to classify them under one common name. The OECD/DAC tried to classify non-DAC donors into three different categories (Smith *et al.*, 2010):

1. **Emerging donors:** Countries with new or re-emerging aid programs. Most of these countries are new EU Member States or members of the OECD that are not (yet) DAC members. Examples are the Czech Republic, Hungary, Poland, Slovakia and Iceland; Turkey is also part of this group. Recently Israel, Slovenia, Estonia, Mexico and Chile became members of the OECD (OECD, 2010), so it is expected that these countries will increase their aid programs in the near future. New EU members provide the majority of their aid in financial form, yet instead of spending it bilaterally they provide the major share of their aid through multilateral channels, like EU institutions.
2. **Providers of South-South Cooperation (SSC):** These are countries that still fall within the group of developing and middle-income countries, or are emerging economies. Many of these countries still receive ODA, but now also increasingly donate by giving financial support or goods, as well as by sharing expertise. Two often-named upcoming donors are China and India; countries like Brazil, South Africa, Colombia and Thailand are also good examples. Chile and Mexico are also active mainly in the field of South-South Cooperation.
3. **Arab Donors:** Aid from oil-exporting countries in the Middle East has been ongoing for several decades. Since 1975 the Arab countries have coordinated their aid by funding the Coordination Group of Arab National and Regional Development Institutions. In addition to aid by individual countries, funding comes from the regional Arab and Islamic Development Banks and from the OPEC Fund for International Development (including other OPEC countries, like Venezuela) (G24, 2008). The largest donors from this region are Kuwait, Saudi Arabia and the United Arab Emirates. Though they are not members, they do report to the OECD on their aid.



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Another source, the 2010 Global Humanitarian Assistance report, mentions that, in addition to the established donor countries currently Algeria, Bahrain, China, Czech Republic, Hong Kong, Hungary, India, Iraq, Israel, Kazakhstan, Kuwait, Kyrgyzstan, Libya, Liechtenstein, Malawi, Namibia, Oman, Poland, Qatar, Romania, the Russian Federation, Saudi Arabia, Slovakia, South Africa, South Korea, Republic of China (Taiwan), Thailand, Trinidad and Tobago, Turkey and the United Arab Emirates are significant non-DAC donors, at least for humanitarian aid (GHA, 2010).

Not only are the countries very diverse, so is the aid they are giving. One thing aid from non-DAC countries has in common is that it generally differs from the aid provided by DAC countries. Whereby DAC countries provide most aid via financial means, for non-DAC countries it is not uncommon to provide aid in the form of goods, human resources or technical assistance. They also have the tendency to give aid in the form of concessional loans or provisions instead of grants, and focus more on the development of infrastructure and natural resources. This is especially true for the South-South Cooperation countries. Their aid not only focuses on providing financial means: the exchange of expertise, e.g. in the form of technical skills or providing training, also plays an essential role. In addition, financial aid from non-DAC donors is often provided with commercial interests. This means agreements related to trade and investment are incorporated, and aid is tied to goods and services from the donor country. Imposing conditions related to governance and effectiveness are less common, since some non-DAC donors claim that such restrictions undermine countries' sovereignty. Several countries also mention that providing bilateral aid should be in the interest of 'both countries', i.e. such countries cooperating for mutual benefits (Smith *et al.*, 2010).

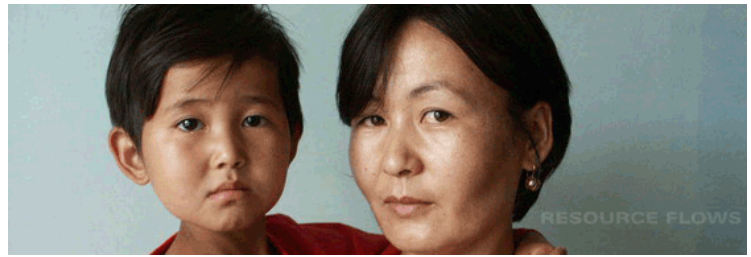
Non-DAC donors that are OECD and/or EU members are more likely to follow the principles of aid used by these institutions. Since new EU members have to follow EU agreements, they need to increase their ODA to 0.17% of GNI by 2010, and 0.33% by 2015. It is therefore most likely that these countries will develop towards an aid pattern similar to that of DAC donors (G24, 2008; Manning, 2006). In addition, international agreements like the Paris Declaration (2005), the Accra Agenda for Action (2008) and the Millennium Development Goals have helped to set common goals and led to more convergence in the ways aid is given (Smith *et al.*, 2010).

### *ODA from non-DAC donors*

DAC countries used to donate at least 95% of overall international aid (Young, 2008). However, nowadays the share of non-DAC countries is rising. While in 2000 only 1.5 billion USD was estimated to be given by non-DAC countries (United Nations, 2008), the OECD (2011) considered that this amount was somewhere between 12 and 14 billion USD in 2008. This would mean that non-DAC donors now provide almost 10% of the total aid given. These figures only include non-DAC countries for which OECD data are available, so the actual amount might be even higher. At present, 20 countries beyond the DAC membership report their aid flows to the DAC: Republic of China (Taiwan), Cyprus, Czech Republic\*, Estonia\*, Hungary\*, Iceland\*, Israel\*, Kuwait, Latvia, Liechtenstein, Lithuania, Malta, Poland\*, Romania, Saudi Arabia, Slovak Republic\*, Slovenia\*, Thailand and Turkey\* (OECD, 2011). Countries marked with an asterisk are OECD members. The other countries report their aid to the DAC on a voluntary basis. The United Arab Emirates is the first non-DAC country to provide the DAC with information on aid flows at activity level (similar to DAC countries). In addition to publishing official figures on ODA, the OECD published estimates of ODA spending for a few large non-DAC donors: Brazil, the Russian Federation, India, China and South Africa (the so-called BRICS).

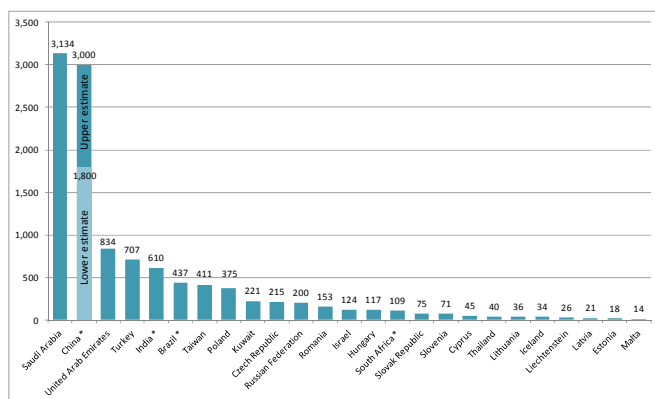
Figure 2 shows an overview of ODA spending by non-traditional donor countries for which the DAC has information available. Saudi Arabia and China are by far the largest ODA donors, followed by the United Arab Emirates. The smaller countries like Cyprus, Iceland, and Malta are not large donors in terms of total ODA donated. However, when looking at ODA as percentage of total Gross National Income (GNI) they turn out to be among the most generous donors. In terms of ODA as % of GNI, Saudi Arabia ranks first.

When comparing these figures to those of the DAC countries, we observe that the level of ODA given by Saudi Arabia and China is comparable to DAC countries like Italy and Denmark. Smaller non-DAC donors like the United Arab Emirates, Turkey, India and Brazil also have aid levels comparable to those of several DAC countries. In terms of total ODA, the United States is still by far the largest donor, but as Figure 2 shows, some non-DAC countries have also developed quite significant ODA levels.



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Figure 2: Net ODA disbursements from non-DAC countries, 2009 (current USD million).



Source: OECD/DAC (\*Based on estimations by the OECD)

### The Donor Country List

Information on ODA is only available for a small selection of non-DAC donors, since most do not (yet) report their aid flows to the DAC. Many countries lack the statistical systems to record their aid flows or are reluctant to make them publicly available; others are concerned that by reporting their aid to the DAC they have to follow DAC principles and recommendations, or that they themselves would no longer be eligible to receive aid (Smith *et al.*, 2010).

How to come to a judgment as to which countries are obvious donors and which are obvious receivers of donations? And how to judge whether countries are seemingly in-between — receiving donations for specific societal aspects but possibly donating in others? In short, how to sort countries on a scale from most generous donor toward most obvious receiver.

To identify which countries could be potential donors a 'Donor Country List' is compiled showing the rank of countries based on the Human Development Index (HDI) and the Gross Domestic Product (GDP) (in purchasing power parity, per capita). Countries scoring high on this list should be wealthy enough to be able to donate money. This does not automatically mean that they give development aid, so after preparing the Donor Country List we also explored to what level the top countries indeed donate money to poorer countries. Starting points were the HDI and GDP rank order lists of the world's countries. These lists order all countries for which the indicators exist. Averaging the ranks in both lists brings up the 'Donor Country Index' we look for.

On top of the Donor Country List we find the country that is the most obvious donor, as it is wealthy and has a high life expectancy, a well-educated population and high standards of living. At the bottom end of the list we will find the countries with just the opposite scores on these items, i.e. they are relatively poor and lack some of the most basic facilities to provide a reasonable-to-good living for their populations. The top countries can be judged as obvious donors, the bottom as obvious receivers of donations available via the ODA channels. An Annex in the RF report gives a more extensive overview of how the Donor Country List came into existence and what sources were used, as well as a first exploration whether these potential donor countries were also actually donating ODA (Resource Flows, 2011). This was done by looking at OECD data on ODA received and donated by non-DAC countries. In addition, for those countries for which the OECD does not provide information, we searched the internet as to whether they were ODA donors or receivers, and indications of how much ODA they donate.

The resulting Donor Country List, showing the 50 countries most likely to be potential donors, is to be found in Table 1 (the full list ranking 100 countries can be found in the report). As could be expected, the DAC countries are at the top of the list. However, some non-DAC countries can also be found amidst the DAC countries. These are especially the above-mentioned Eastern European countries and wealthy Arab states. Among the DAC countries Portugal ranks lowest, at 38. The first Latin American countries, like Argentina and Chile, appear just after that. Even some countries from Sub-Saharan Africa (the region that receives most ODA) appear on the list: Gabon, Mauritius, Seychelles, Equatorial Guinea, Botswana and Namibia, though these countries do not rank in the top 50.

When comparing our Donor Country List to the countries already mentioned as non-DAC donors, most of these countries also rank among the 100 on our list. However, some of the countries that are known to have substantial aid programs do not rank high enough. India for example — often mentioned together with China as a large emerging donor — ranks 115. China is at position 89. The table also shows the status of the country — ODA donor or receiver. Members of the DAC or the OECD are donating countries, almost by definition. Other countries that donate ODA according to DAC data are also classified as donating countries. The status of the remaining countries is based on literature and other (official) information.



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The DAC also collects data on which countries receive ODA, so when a country receives ODA but does not appear to donate any money it is assumed to be a recipient country. When there is not enough information on whether a country is an ODA donor or recipient, a question mark is placed.

We tried to identify which countries are structural aid providers and which are overall ODA receivers. The countries in the first part of the list can all be seen as (potential) donors. This, however, does not mean that receiving countries do not provide any development assistance at all. As the Global Humanitarian Assistance report shows, there are several countries that otherwise receive ODA, but are willing to assist when humanitarian support is needed. For example: Trinidad and Tobago is mentioned in the 2010 GHA report as a donating country (at least for humanitarian aid), but the country refers to itself as “a receiving development state”. Further, not all countries respond by donating financial means. As stated previously, it is common for non-DAC countries to provide aid in the form of goods, human resources or training.

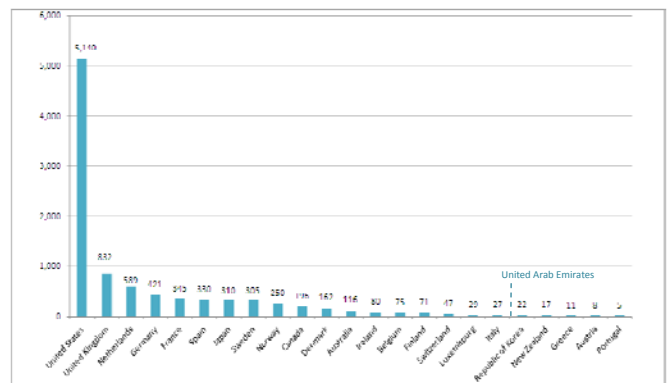
For a few non-DAC countries not included in the DAC data, it was possible to find actual amounts of aid spend through official sources, while for others we could only find the kind of aid provided. Argentina also appears to be a significant donor, 748 million USD was spent on development aid in 2007, based on estimates made by the UNDP (ONE, 2011). Monaco provides extensive information on its development programs, having spent a total of 10 million Euros (about 14 million USD). Croatia has spent around 26 million USD on ODA, with additional voluntary contributions to UN agencies. Other countries, like Singapore and Barbados only indicate they are providing aid, though mainly in the form of training courses and human resources. Qatar, one of the countries that scores very high on the Donor Country List, is an obvious donor. However, all we know about its aid is that it provides assistance and financial help to several Asian and African countries, and participate in regional and international development funds. Also countries like Andorra and Oman are donors based on their official information, but no figures on the level of aid could be found. For some of these countries it is unclear whether aid is provided financially, or in the form of goods and resources, or to what sectors or countries it goes. For some countries information on whether they provide aid could not be found at all.

### ODA spending on population

Since the aim of the RF project is to monitor financial flows for population assistance, it is also interesting to see how much non-DAC countries spend on population. As stated before, non-DAC countries tend to give lower priority to social issues like family planning, reproductive health and HIV/AIDS. This, however, does not mean that none of these countries fund such issues. Though figures on population assistance from non-DAC countries are not easy to find, we explored national reports and other (official) sources to get an impression of non-DAC spending on population.

To annually calculate population spending by DAC countries, the RF project uses the OECD/DAC CRS database, complemented with a survey. The outcomes for 2009 are shown in figure 3. However, CRS data are not available for non-DAC countries. The United Arab Emirates is the only exception, and has provided detailed data on their aid spending to the DAC. The same method used to calculate population assistance from DAC countries can be applied to these data. Based on this calculation, the Emirates has spent 23.8 million USD on population in 2009, though mainly indirectly through health and education.

Figure 3: ODA on population from DAC countries, 2009 (current USD million).



Source: UNFPA/NIDI Resource Flows Database

For other non-DAC countries, we had to search national reports for more detailed information on their aid spending. In some cases, it was possible to find information on the sectors to which countries donated, but it was much more difficult to find exact figures on population assistance. Based



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on their reports, several countries like Turkey, Estonia, Monaco and the Czech Republic spend part of their aid on population issues.

Turkey indicated to have spent 0.14 million USD on population and reproductive health in 2008, and another 16.3 million USD on the Millennium Development Goals 4 and 5 (on child and maternal health). The Czech Republic has grouped population activities together with education and health. Together this group receives almost 15 million USD, but the amount going to population specifically is unknown (Czech Development Cooperation, 2009). Also Estonia has several projects related to reproductive health, mother and child health, and to HIV/AIDS, but how much is spent exactly is not specified.

For other non-DAC countries it was difficult to find whether population is funded and if so, how much. If these figures could not be found but figures on total ODA were known, an estimation of the amount spent on population was made based on the ICPD targets, and the average percentage of ODA spent on population by DAC and non-DAC countries. The RF report contains an overview of the results of these estimations.

### **Conclusion**

Since the start of the RF project the list of countries providing population assistance, to be surveyed yearly, has remained more or less standard, comprising DAC member countries. But how likely is it today that other countries may also be providing considerable amounts of aid, and population assistance in particular?

To answer this question an inventory was made of non-DAC countries, information on ODA spending from non-DAC countries was collected, and a 'Donor Country List' was developed giving the country-specific donor likelihood.

It turned out that DAC donors are by far no longer the only countries providing aid. Arab countries and OECD members have established substantial aid programs, and the new EU members are also expected to increase their aid levels in the near future. With the rise of South-South Cooperation (SSC), nowadays countries that just recently used to be aid receivers (and sometimes still are) also provide aid to other countries. The Donor Country List resulted in several additional potential donors like Hong Kong, Singapore, Monaco, Qatar and Oman. The list also shows several countries that still

structurally receive ODA, but are known to provide (humanitarian) aid in times of need.

Though there is now a substantial list of non-DAC countries providing aid in all different kinds, tracking their aid is difficult. Currently 20 non-member countries report on their aid to the DAC, either voluntarily, or because they are OECD members. However, most of these countries do not have suitable systems to record aid flows or are reluctant to make this information public. Additionally, not all countries provide aid in the form of financial means. Instead, they more often donate goods, human resources and technical assistance, especially in the case of SSC. When financial aid is provided, this tends to be in the form of loans and in relation to commercial interests. Also the focus lies more on the development sectors related to infrastructure and natural resources.

To get an impression of how much non-DAC countries spend on population, we had a closer look at the sectors to which aid was given. Based on analyses of DAC data, we found that the United Arab Emirates spend significant amounts on health and education, indirectly benefitting population. Also several other countries like Turkey, Estonia, Monaco and the Czech Republic indicated that they fund population activities. However, for most non-DAC countries it was difficult to find out whether and how much aid is going to population.

In the end, the goal is to get an overview of the current donor countries other than the DAC donors surveyed by the RF project. An assessment of the main donors is useful to see whether the RF project still provides an adequate overview of the financial flows going to population assistance. The Donor Country List as well as the ODA levels suggest that the DAC members are still the most obvious donor countries. But, as this Newsletter shows, they nowadays are not the only countries providing aid. Next to the DAC members especially the Arab countries, other OECD members, and several new EU member countries have become promising donors. Together with the BRICS (Brazil, the Russian Federation, India, China and South Africa), these countries now provide an estimated 10% of all ODA given. However, since detailed figures are lacking, their share within population assistance remains unknown.



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Table 1. Donor Country List: country specific ranks\* of donor likelihood<sup>2</sup>

Rank	Country	Status
1	Norway	DAC country
2	United States	DAC country
	Liechtenstein	Donor <sup>3,4</sup>
3	Australia	DAC country
4	Netherlands	DAC country
5	Ireland	DAC country
6	Canada	DAC country
7	Switzerland	DAC country
	San Marino	?
8	Sweden	DAC country
9	Luxembourg	DAC country
10	Hong Kong	Donor <sup>3</sup>
11	Singapore	Donor <sup>3</sup>
12	Germany	DAC country
	Monaco	Donor <sup>5</sup>
13	Iceland	OECD Member
14	Belgium	DAC country
	Andorra	Donor <sup>5</sup>
15	Denmark	DAC country
16	Qatar	Donor <sup>3</sup>
17	Japan	DAC country
18	Austria	DAC country
19	New Zealand	DAC country
20	France	DAC country
21	Finland	DAC country
22	United Arab Emirates	OECD Member
	Republic of China (Taiwan)	Donor <sup>1,3,4</sup>
23	Brunei Darussalam	?
24	South Korea	DAC country
25	Israel	New OECD Member
26	United Kingdom	DAC country
27	Spain	DAC country
28	Italy	DAC country
29	Greece	DAC country

30	Kuwait	Donor <sup>1,4</sup>
31	Bahrain	Donor <sup>3</sup>
32	Slovenia	New OECD Member
33	Czech Republic	OECD Member
34	Slovakia	OECD Member
35	Bahamas	Receiver
36	Malta	Donor <sup>1,4</sup>
37	Cyprus	Donor <sup>1,4</sup>
38	Portugal	DAC country
39	Estonia	New OECD Member
40	Hungary	OECD Member
41	Poland	OECD Member
	Oman	Donor <sup>3</sup>
42	Barbados	Receiver
43	Saudi Arabia	Donor <sup>1,4</sup>
	Seychelles	Receiver
44	Lithuania	Donor <sup>1,4</sup>
45	Croatia	Donor
46	Trinidad and Tobago	Receiver
47	Argentina	Donor <sup>4</sup>
48	Chile	New OECD Member
49	Latvia	Donor <sup>1,4</sup>
50	Uruguay	Receiver <sup>5</sup>

\* For countries without rank number, only less extensive or outdated HDI and GDP information could be found. These countries are therefore mentioned on their most likely position.

<sup>1</sup> Source: G24, 2008.

<sup>3</sup> Source: GHA, 2010.

<sup>4</sup> Source: OECD/DAC.

<sup>5</sup> Source: Resource Flows Database (based on OECD/DAC data).

<sup>2</sup> The list only shows the top 50 countries. The complete list with the ranking of 100 countries can be found in the report (Resource Flows, 2011).



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