

# New donor countries

UNFPA/NIDI  
Resource Flows Project  
[www.resourceflows.org](http://www.resourceflows.org)

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## Introduction

Since the start of the Resource Flows (RF) project, the list of donor countries to be surveyed has hardly changed; at this 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. RF investigates yearly the financial streams from these donating to the so-called receiving countries.

Over the years, other countries also started to provide development assistance to serve international cooperation. This often resulted from adopting UN strategies to combat poverty, disease, early mortality, discrimination against women, illiteracy, environmental degradation and so on, in “poor countries”. Goals and targets were set, for example in 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 this document 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?

## Traditional donor countries

A “donor country” refers to a country that gives (financial) aid to another, poorer country (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:

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

Thus, by definition, 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.

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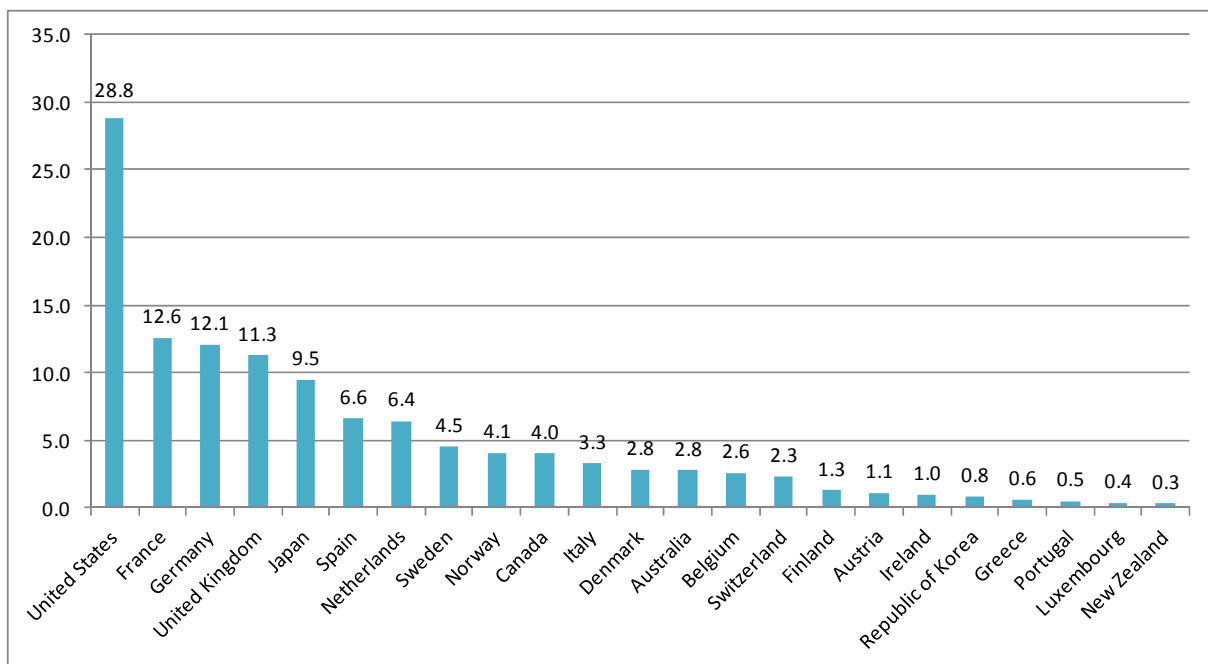
<sup>1</sup> OECD: Organisation for Economic Cooperation and Development (in Paris).

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).

## *DAC donors*

The overwhelming 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 consist of Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Japan, Luxembourg, the Netherlands, New Zealand, Norway, Portugal, South Korea, 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.

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



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-DAC donors*

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 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):

- 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.
- 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 good examples too. Chile and Mexico are also active mainly in the field of South-South Cooperation.
- 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. Next 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.

Another source, the 2010 Global Humanitarian Assistance report, mentions that next to the established donor countries currently also 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 the countries are 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 in 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 SSC countries. This kind of 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 a vital 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 (for example Brunei Darussalam) (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.

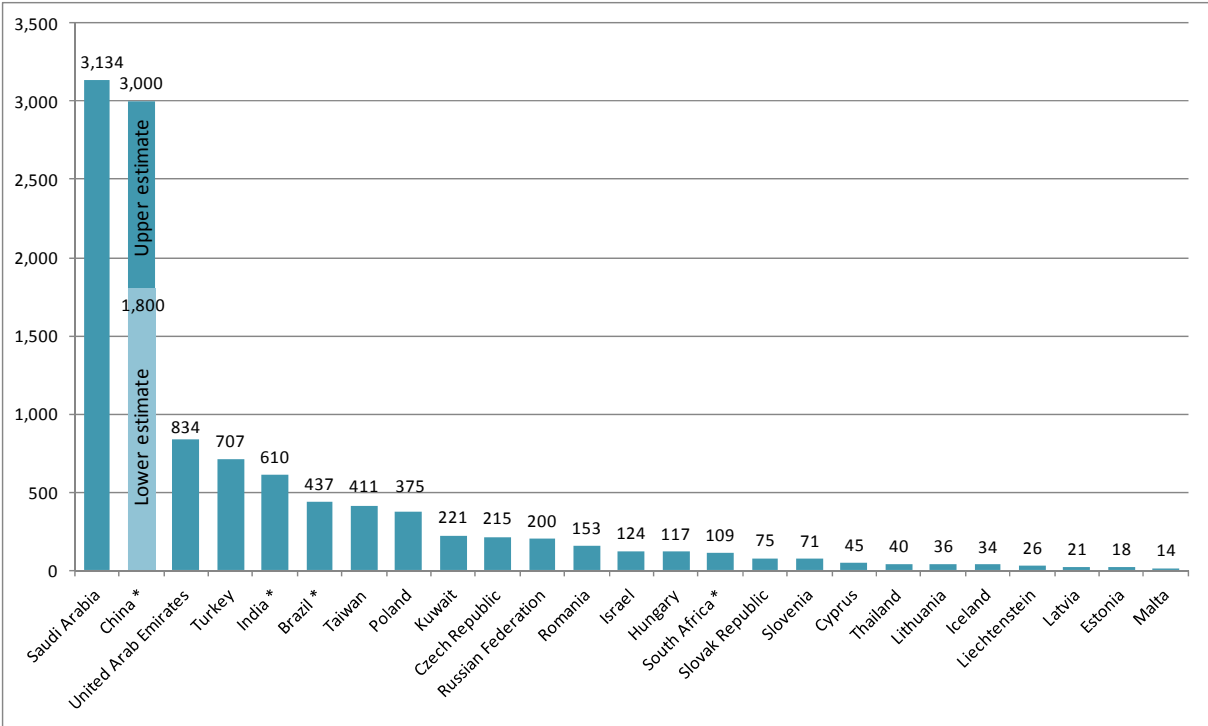
At present, 20 countries beyond the DAC membership report their aid flows to the DAC: Republic of China (Taiwan), Cyprus, Czech Republic\*, Estonia\*, Hungary\*, Iceland\*, Israel\*, Kuwait, Latvia, Liechtenstein, Lithuania, Malta, Poland\*, Romania, Saudi Arabia, Slovak Republic\*, Slovenia\*, Thailand 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). Next to publishing official figures on ODA, the OECD published estimates of ODA spending for a few large non-DAC donors: China, India, Brazil, the Russian Federation and South Africa.

Figure 2 shows an overview of ODA spending by 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.

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



\* Amount spent on ODA is based on estimations from the OECD/DAC

### Non-traditional donor countries

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).

To identify which countries could be potential donors, we made a “Donor country list” 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.

#### Methodology

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.

Following up on a suggestion by NIDI colleague Harry van Dalen (who is also part-time professor of macroeconomics at Tilburg University), we took the HDI and GDP rank order lists of the world's countries. These lists order all countries for which the indicators exist, and averaging the ranks in both lists brings up the "Donor country index" that we are looking 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 its population. The top countries can be judged as obvious donors, the bottom as obvious receivers of donations available via the ODA channels.

As RF is interested in population assistance, it is of major importance to know for each of the listed countries in the top or half <sup>2</sup> whether they indeed provide assistance for health and population issues. Annex 1 gives a more extensive overview of how the Donor country list came into existence and what sources were used.

After constructing the Donor country list we had to find out whether these potential donor countries were also actually donating ODA. 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 Donor country list*

The resulting Donor country list, showing the 100 countries most likely to be potential donors, is to be found in Table 1. 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 mentioned Eastern European countries and wealthy Arabic states. Among the DAC countries Portugal ranks lowest, at 38.

The first Latin American countries, like Argentina and Chile, appear just after that, and even several African countries are wealthy enough to be potential donors. Remarkably, 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.

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 at 115 and is therefore not included in this list.

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

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<sup>2</sup> A normal distribution of donations would result in the practice of the wealthiest countries in the top half of the list supporting the poorer countries in the bottom half, financially and in kind.

DAC data are also classified as a donating country. The status of the remaining countries is based on literature and other (official) information.

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 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 they refer to themselves as “a receiving development state”. Further, not all countries respond by donating financial means like DAC countries do. 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 countries it was possible to find actual amounts, while for others we could only find the kind of aid provided. Argentina, for example, provided 748 million USD on development aid, based on estimates made by the UNDP (ONE, 2011). Monaco provides extensive information on their development programs, having spent a total of 10 million Euros (about 14 million USD). Their main focus lies on eradicating poverty and the MDGs. Croatia has spent around 26 million USD on ODA, with additional voluntary contributions to UN agencies. Other countries, like Singapore, only indicate providing aid mainly in the form of sponsored training courses for officials from developing countries. Barbados stated they can “offer to help with the organization of elections and parliamentary practices, and can send professionals such as teachers and nurses where they are needed”. Qatar, one of the countries that scores very high on the Donor country list, is an obvious donor. However, all we know about their aid is that they provide 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 the aid provided is financial or to what sectors or countries it goes. Finally, there are some countries like San Marino and Brunei Darussalam for which we could not find any information on development assistance at all, or the information was only available in the local language.



**Table 1:** The Donor country list: Country-specific ranks of donor likelihood. \*

Rank	Country	Status	Rank	Country	Status
1	Norway	DAC country	31	Bahrain	Donor <sup>3</sup>
2	United States	DAC country	32	Slovenia	New OECD Member
	Liechtenstein	Donor <sup>3,4</sup>	33	Czech Republic	OECD Member
3	Australia	DAC country	34	Slovakia	OECD Member
4	Netherlands	DAC country	35	Bahamas	Receiver <sup>7</sup>
5	Ireland	DAC country	36	Malta	Donor <sup>1,4</sup>
6	Canada	DAC country	37	Cyprus	Donor <sup>1,4</sup>
7	Switzerland	DAC country	38	Portugal	DAC country
	San Marino	?	39	Estonia	New OECD Member
8	Sweden	DAC country	40	Hungary	OECD Member
9	Luxembourg	DAC country	41	Poland	OECD Member
10	Hong Kong	Donor <sup>3</sup>		Oman	Donor <sup>3</sup>
11	Singapore	Donor <sup>3</sup>	42	Barbados	Receiver <sup>7</sup>
12	Germany	DAC country	43	Saudi Arabia	Donor <sup>1,4</sup>
	Monaco	Donor <sup>5</sup>		Seychelles	Receiver <sup>6</sup>
13	Iceland	OECD Member	44	Lithuania	Donor <sup>1,4</sup>
14	Belgium	DAC country	45	Croatia	Donor <sup>6</sup>
	Andorra	Donor <sup>5</sup>	46	Trinidad and Tobago	Receiver <sup>6</sup>
15	Denmark	DAC country	47	Argentina	Donor <sup>4,7</sup>
16	Qatar	Donor <sup>3</sup>	48	Chile	New OECD Member
17	Japan	DAC country	49	Latvia	Donor <sup>1,4</sup>
18	Austria	DAC country	50	Uruguay	Receiver <sup>5</sup>
19	New Zealand	DAC country	51	Romania	Donor <sup>1,4</sup>
20	France	DAC country	52	Russian Federation	Donor <sup>2,4</sup>
21	Finland	DAC country	53	Libya	Donor <sup>1,3</sup>
22	United Arab Emirates	OECD Member	54	Malaysia	Donor <sup>2</sup>
	Republic of China (Taiwan)	Donor <sup>1,3,4</sup>	55	Panama	Receiver <sup>5</sup>
23	Brunei Darussalam	?	56	Mexico	OECD Member
24	South Korea	DAC country	57	Montenegro	Receiver <sup>7</sup>
25	Israel	New OECD Member	58	Belarus	Receiver <sup>7</sup>
26	United Kingdom	DAC country	59	Bulgaria	Donor <sup>1</sup>
27	Spain	DAC country	60	Serbia	Receiver <sup>7</sup>
28	Italy	DAC country	61	Kazakhstan	Donor <sup>3</sup>
29	Greece	DAC country	62	Costa Rica	Receiver <sup>5</sup>
30	Kuwait	Donor <sup>1,4</sup>		Cuba	Receiver <sup>5</sup>

Rank	Country	Status	Rank	Country	Status
	Lebanon	Receiver <sup>5</sup>	<b>81</b>	Dominican Rep.	Receiver <sup>5</sup>
	Gabon	Receiver <sup>5</sup>	<b>82</b>	Algeria	Donor <sup>1,3</sup>
<b>63</b>	Mauritius	Receiver <sup>7</sup>	<b>83</b>	Thailand	Donor <sup>2,4</sup>
<b>64</b>	Iran	Receiver <sup>5</sup>	<b>84</b>	Suriname	Receiver <sup>5</sup>
<b>65</b>	Venezuela	Donor <sup>1,2</sup>	<b>85</b>	Turkmenistan	Receiver <sup>5</sup>
<b>66</b>	Azerbaijan	Receiver <sup>5</sup>	<b>86</b>	Armenia	Receiver <sup>5</sup>
<b>67</b>	Turkey	OECD Member	<b>87</b>	Georgia	Receiver <sup>5</sup>
<b>68</b>	Brazil	Donor <sup>1,2</sup>	<b>88</b>	El Salvador	Receiver <sup>5</sup>
<b>69</b>	Equatorial Guinea	Receiver <sup>5</sup>	<b>89</b>	China	Donor <sup>1,2,3,4</sup>
<b>70</b>	Peru	Receiver <sup>5</sup>	<b>90</b>	South Africa	Donor <sup>1,3,4</sup>
<b>71</b>	Macedonia	Receiver <sup>7</sup>	<b>91</b>	Jordan	Receiver <sup>5</sup>
<b>72</b>	Albania	Receiver <sup>6,7</sup>	<b>92</b>	Tonga	Receiver <sup>5</sup>
<b>73</b>	Botswana	Receiver <sup>5</sup>	<b>93</b>	Sri Lanka	Receiver <sup>5</sup>
<b>74</b>	Bosnia Herzegovina	Receiver <sup>6</sup>	<b>94</b>	Namibia	Donor <sup>3</sup>
<b>75</b>	Colombia	Receiver <sup>6</sup>	<b>95</b>	Egypt	Receiver <sup>5</sup>
<b>76</b>	Tunisia	Receiver <sup>5</sup>	<b>96</b>	Fiji	Receiver <sup>5</sup>
<b>77</b>	Ecuador	Receiver <sup>5</sup>	<b>97</b>	Guyana	Receiver <sup>5</sup>
<b>78</b>	Belize	Receiver <sup>5</sup>	<b>98</b>	Paraguay	Receiver <sup>5</sup>
<b>79</b>	Jamaica	Receiver <sup>5</sup>	<b>99</b>	Maldives	Receiver <sup>5</sup>
<b>80</b>	Ukraine	Receiver <sup>7</sup>	<b>100</b>	Bolivia	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 shown based on their most likely position.

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

<sup>2</sup> Source: Manning, 2006.

<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>6</sup> Official source:

- *Andorra*: Ministry of Foreign Affairs, 2009.
- *Albania*: Department of strategy and donor coordination, 2009.
- *Bosnia Herzegovina*: Ministry of Finance and Treasury, 2010.
- *Colombia*: Dirección de Cooperación Internacional (No date).
- *Croatia*: Ministry of Foreign Affairs and European Integration, 2010.
- *Monaco*: Office of International Cooperation Principality of Monaco, 2010.
- *Trinidad and Tobago*: Ministry of Foreign Affairs and Communication 2010.

<sup>7</sup> Other source:

- *Albania*: United Nations Albania, 2011.
- *Argentina*: Ministry of Foreign Affairs, 2010, (ONE, 2011).
- *Bahamas*: Commonwealth Secretariat, 2006.
- *Barbados*: OECD, 2009.
- *Belarus*: UN Belarus (2010).
- *Macedonia*: Austrian Development Agency (ADA), 2010.
- *Mauritius*: Delegation of the European Union to Mauritius, 2010.
- *Montenegro*: UN Montenegro, 2010.
- *Serbia*: European Commission, 2010.
- *Seychelles*: OECD, 2009.
- *Ukraine*: UNDP Ukraine, 2011.

## Non-DAC countries spending on population activities

Next to knowing how much non-DAC countries spend on ODA, for RF it is most interesting to see how much these countries spend on population activities. 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 give any money to such issues. We therefore explored national reports and other sources for figures on population expenditures, to get an impression of the proportion of ODA going to population. If these figures could not be found but figures on total ODA were known, an estimation of the amount spent on population was made.

### *Methodology*

When specific ODA figures are known, the proportion of ODA spent on population can be estimated. This was done in various ways; more information on these different estimations can be found in Annex 2:

- Based on the targets set at the International Conference on Population and Development (ICPD) that all countries should spend 0.7% of their GNI on ODA and 10% of total ODA on population activities. This means that for countries with a known ODA, 10% is expected to go to population activities. We also looked at what amount is reached on population activities when we take 0.07% of GNI (the amount expected to go to population).
- The average ODA percentage DAC countries spend on population, which was 4.9% in 2009.
- The average percentage that non-DAC countries for which data was available spend on population, which was 2.8% in 2009.

Additionally, we tried to find specific information on population expenditures by searching official documents and websites.

### *Actual spending on population activities*

The United Arab Emirates is the only non-DAC country for which the DAC has detailed project level data. Based on this data, their ODA amount spent on population can be calculated similarly as that for other DAC countries. As Figure 1 shows, the United Arab Emirates spent in total 834 million USD on ODA. Of this amount 23.8 million goes to population, though spent mainly indirectly through health and education projects.

In the 2008 national report, Turkey indicated to have spent 0.14 million USD on population and reproductive health, and another 16.3 million USD on MDG 4 and 5 (child and maternal health). Compared to their total ODA of 780 million this is only 2%, but it is comparable to the total ODA on population given by New Zealand. Turkey did not spend ODA on HIV/AIDS, but did give money for the prevention of infectious diseases (Turkish International Cooperation and Development Agency, 2009). Another country that spends ODA on population activities is Estonia. Though their amount spent on ODA is relatively small (14.6 million USD in 2010), they state women's and children's health to be one of their main targets in the field of human development. Aid for this cause is to be given through multilateral organizations like the UNFPA and bilateral aid to a number of priority countries,

mainly located in eastern Europe (Estonian Ministry of Foreign Affairs, 2011). How much of Estonian ODA is spent on maternal and child health is unknown.

The Czech Republic also spends money on population activities. In their reports, population is grouped together with education and health. This group receives a total of almost 15 million (12% of total ODA), but the amount going only to population remains unspecified (Czech Development Cooperation, 2009).

Other countries that score high on the Donor country list, like Poland and Iceland, do not seem to give much aid to population activities. Poland does state a number of focus areas, like good governance and rural development, but health or population issues is not mentioned (Ministry of Foreign Affairs of the Republic of Poland, 2010). Iceland does spend ODA on health, together with a number of other priority sectors. When looking at reproductive health specifically, they state: "ICEIDA is not involved in projects in this sector". Judging from their online project database, they do seem to have financed a number of "maternal houses" aiming at lowering maternal mortality (ICEIDA, 2011).

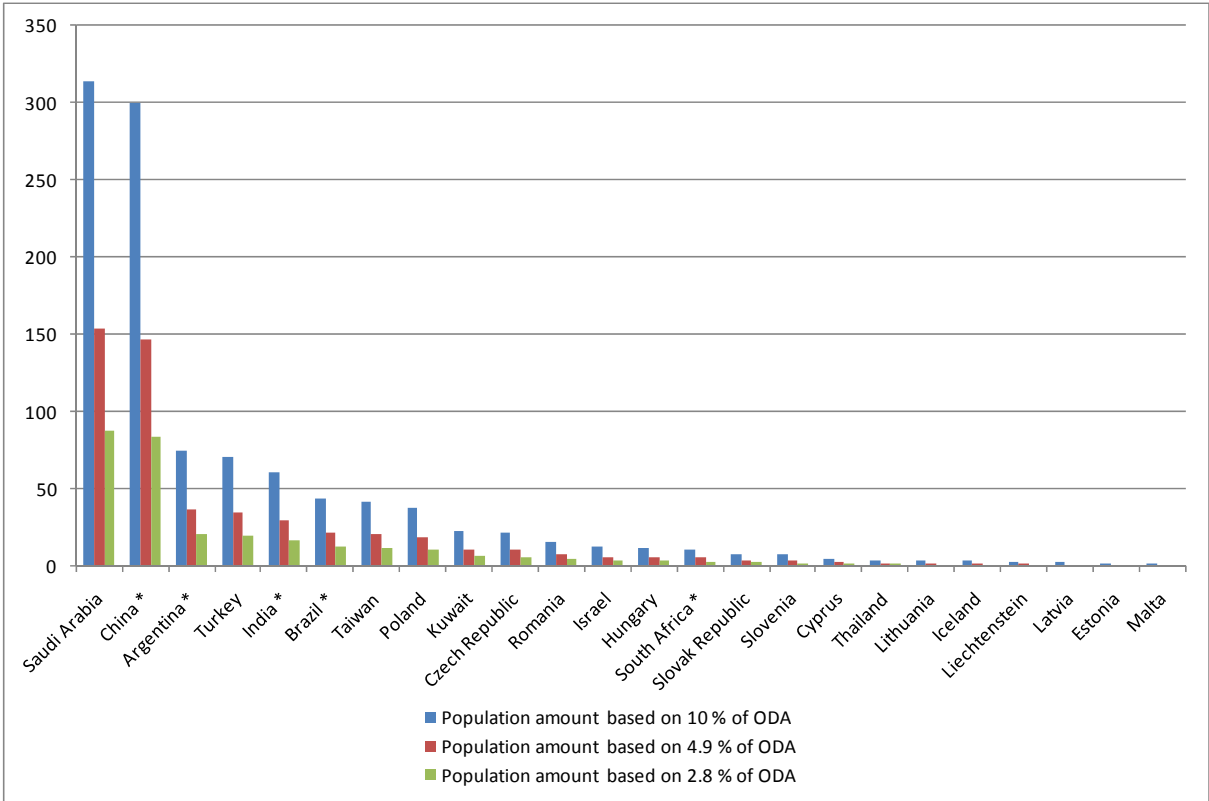
### *Estimated spending on population activities*

These are a few examples of non-DAC countries for which it is possible to further specify the amount spent on population. For most non-DAC countries however we did not find this kind of information, therefore we tried to estimate the amount these countries spend on population activities in order to at least have an idea of how they compare to DAC countries' spending. Since these estimates are based on the amount of total ODA spent, we could only make estimates for those countries with known ODA figures.

The results are shown in Table 3 (in Annex 2) and in Figure 3. The figure clearly shows by estimation method that there are large differences in amounts spent on population. Especially the ICPD target, whereby 10% of total ODA should go to population, leads to a large "population budget". As Annex 2 shows, among the DAC countries only the United States currently achieves this target. A few other DAC countries like the Netherlands and Ireland are close to reaching it, but there are also several DAC countries who only spend a very small part of their ODA on population. On average the DAC countries spend only 4.9% of their ODA on population, so the amount based on this percentage is already a more realistic estimate.

If we base the ODA for population on the average percentage of South Korea and the United Arab Emirates the amount might become even more realistic, since we expect the ODA spending of these countries to be similar to that of non-DAC countries. This would mean that non-DAC countries spend only a small part of their total ODA on population, but still population spending from countries like Saudi Arabia and China would be comparable to DAC countries like Ireland and Belgium.

**Figure 3** : Comparison by estimation method of the amounts (million USD) spent on population.



\*ODA figures are 2009 estimations by the DAC (DAC, 2010). ODA of Argentina is a 2007 estimate by the UNDP (ONE, 2011).

In total the DAC countries spent 9.3 billion USD on population activities in 2009. As Table 2 shows, the estimation for non-DAC countries ranges from 1 billion to 324 million. When taking the most optimistic figures, this would mean more than 10 percent of total population spending comes from non-DAC countries, while for the lowest estimation this is only 3.4 percent. It should, however, be taken into account that this figure is based on just a small subsection of non-DAC donors, since most do not have ODA figures available. It is also very likely that ODA spending by sector varies per country, as is the case for DAC countries — so some non-DAC countries spend more on population issues than others.

**Table 2** : Total ODA (USD million) spending on population from non-DAC countries (including United Arab Emirates), by estimation method.

Estimation method	Total ODA to population activities
Total population amount based on 10 % of ODA	1,098.0
Total population amount based on 4.9 % of ODA	550.2
Total population amount based on 2.8 % of ODA	324.6

Another note should be made about an already mentioned characteristic of non-DAC donor spending: aid in the form of goods or human capital. Because it is very hard to measure this kind of aid, for this exploration we looked at ODA only in financial terms. This does not mean that other forms of aid, like providing contraceptives or training nurses, are less effective in achieving population goals.

## Conclusion and recommendations

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 OECD/DAC members. But how likely is it today that other countries may also be providing considerable amounts of ODA, and population assistance in particular?

To answer this question an inventarisation was made of non-DAC countries, information on these countries was collected from the OECD/DAC, and a 'Donor country list' was developed giving the country-specific donor likelihood. It turned out that although the DAC donors still provide the major share of total ODA, they 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, nowadays countries that just recently used to be aid receivers (and sometimes still are) also provide aid to other countries.

Non-DAC countries do not always provide aid in the form of financial means and grants, like DAC countries do. 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.

Though there is now a substantial list of countries providing aid in all different kinds, tracking their aid is difficult. Most countries do not have suitable systems to record aid flows or are reluctant to make this information public. Currently 20 non-member countries do report their aid to the DAC. Some of these countries are OECD members, others report on their aid voluntarily. Together with estimates on aid from several other large donors (the BRICS: China, India, Brazil, the Russian Federation and South Africa), these countries now provide an estimated 10% of all ODA given. Several non-DAC countries even have ODA levels comparable to those of DAC countries.

From the Donor country list developed in this exercise it also becomes clear that RF surveys the most obvious donors: members of the DAC. Several non-DAC members turned out to score high on the list as well. Most of these countries are already mentioned by the DAC, for example the main emerging or Arab donors, but the Donor country list also resulted in several additional potential donors. Based on official and other sources, high-ranking countries like Hong Kong, Singapore, Monaco, Andorra, Qatar, Bahrain and Oman all are ODA donors. Argentina and Malaysia also score relatively high, and are mainly active in the field of SSC. The list also shows several countries that still structurally receive ODA, but are known to provide (humanitarian) aid in times of need.

In the end, the goal of this document is to identify which countries are currently not in the RF donor survey but have established significant aid programs and may therefore be good candidates for inclusion. Within the framework of the RF survey there are certain criteria these countries should meet. First of all, aid should be provided in the form of financial means. Though other forms of aid are equally important, the focus of the project lies on tracking financial aid. Countries providing aid in the form of goods and human resources thus stay outside the scope, since it is very difficult to express such aid in financial terms. Secondly, countries to be included should spend a significant amount on aid.

This is necessary in order to collect the major share of the expenditures, also because the survey is a timely and extensive undertaking. The largest non-DAC donors are therefore the most interesting ones. The countries should also be able and willing to provide information on their aid flows. China and India, for example, are very reluctant to provide information on their aid, so it is impossible to track them easily. Finally, the aim of the RF survey is to monitor aid flows for population activities, therefore RF is not interested in non-DAC countries that do not spend money on population or AIDS.

The most likely candidates are those countries that report on their aid to the DAC but are not yet DAC members. These 20 countries are either OECD members, new members of the EU, or Arab countries, all with established aid programs. They provide financial aid for sure, and are already willing to report on it. It is expected that especially the OECD and EU members are most likely to develop aid programs similar to those of DAC countries. In the future it is also possible that they will provide the DAC with information on a project level, as is already the case for the United Arab Emirates. This will enhance the data collection, since such information is not (publicly) available for the other non-DAC countries at the moment.

Given that the United Arab Emirates already provide detailed information to the DAC, they can be added fairly easily to the donor sample. They only have to receive the questionnaire sent to DAC countries asking for additional information. A short exploration of their data reveals that they do not give aid to population directly, but only indirectly through education and health. So maybe the UAE should be contacted first to explore the relevance of the RF survey. However, we should note that the amount they spend indirectly on population is similar to the population expenditures from South Korea and Italy.

When looking at the other countries for which the DAC has information, Saudi Arabia, Turkey, Taiwan and Poland are the most generous non-DAC donors in terms of total ODA. Especially Saudi Arabia is a large donor, as it donates more ODA than most DAC countries. The other three countries have relatively small ODA levels compared to the DAC countries, but still donate considerable amounts. Because these countries only provide the DAC with overall figures, exact amounts on population are unknown. Based on reports from the Turkish International Cooperation and Development Agency, Turkey spent 0.14 million USD on population and reproductive health, and 16.3 million USD on MDG 4 and 5 in 2008, so they certainly donate ODA to population activities, although not on HIV/AIDS. It is not clear whether the other countries donate on population and how much. Poland did not state health or population as being an area of priority, but further exploration may reveal to what sectors aid from these countries is going specifically. If we take the lowest estimate, the population budget from each of these countries would still exceed 10 million— which surely merits inclusion.

Also Monaco, showing up high on the Donor country list, spends most of its aid on health care and social issues, including MDG 4, 5 and 6 (child and maternal health, and HIV/AIDS). Like several others Monaco is a small country and therefore donates relatively small absolute amounts of total ODA. Those countries for which donated amounts are not known at all cannot easily be perceived as likely donors.

It might be a good start to include the following countries in the RF survey: United Arab Emirates, Saudi Arabia, Turkey, Taiwan and Poland. Depending on the results the sample of non-DAC countries could be extended further by including the somewhat smaller non-DAC donors like Kuwait, Estonia and the Czech Republic. The latter two countries clearly indicate ODA is spent on population activities, though both are relatively small donors in terms of total ODA.



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## Annex 1. New donor countries, technical explanation and sources

In order to obtain the Donor country list, an indicator that allows judging the likelihood of countries being or becoming ODA donors, we constructed a weighted average of the recent Human Development Index and the Gross Domestic Product at purchasing power parity per capita, both worldwide available per country.

The information for the Human Development Index (HDI) was extracted on 30 May 2011 from the UN websites on Human development reports (<http://hdr.undp.org/en/statistics/>), providing the ranking order with the new (2010 methodology) estimates for 2010. The HDI is a comparative measure of life expectancy, literacy, education and standards of living for countries worldwide, hence also a standard means of measuring well-being. It is used to distinguish whether a country is developed, developing or underdeveloped, and includes all 192 UN member states except for 24 states for which data are lacking. Recently (2010) the UN introduced a new methodology to measure the country-specific HDI. HDI trends are available since 1980, as well as forecasts up to 2030.

The information for the Gross Domestic Product (at purchasing power parity, per capita) was taken from the *List of countries by GDP (PPP) per capita* available on the Internet (see e.g. [http://en.wikipedia.org/wiki/List\\_of\\_countries\\_by\\_GDP\\_\(PPP\)\\_per\\_capita](http://en.wikipedia.org/wiki/List_of_countries_by_GDP_(PPP)_per_capita), visited 31 May 2011). The list aims at providing information on a country's national wealth. Estimates and assumptions on purchasing power parity calculations tend to differ, sometimes substantially, when prepared by various organizations (IMF, World Bank, CIA Fact book, OECD). This means that such PPP figures are estimates rather than facts and should be used with caution. As the OECD only provides info on its member states, we took the IMF list (with 2010 estimates), the World Bank list (with 2009 estimates) and the CIA list (with 2010 estimates), even though the number of countries included varied slightly. We constructed a new ranking order by calculating the average ranking position from the three lists. Countries were only included if they appeared in at least two of these three lists.

Next, country-specific ranks for the 2010 HDI and mean GDP were averaged, resulting in a new ranking order and giving rise to our Donor country list. Our list starts with Norway, the United States and Australia, and consists of 100 nations (ending with Bolivia, the Philippines and Mongolia). However, the list excludes Andorra (likely position around 15), Liechtenstein (3), Monaco (13) and San Marino (8), countries that probably would have a place within the top-20, judging from less extensive or outdated HDI and GDP information. Also Cuba (63), Gabon (65), Lebanon (64), Oman (42), Seychelles (44) and the Republic of China (Taiwan) (23) are likely to have a position in the top-100.

From this Donor country list we can see, next to the countries already surveyed in the RF project, which other countries may already be donors or become so in the near future. This may result in also sending the RF survey to the first 10 or 20 countries that do not yet receive RF questionnaires, like Hong Kong, Singapore, Iceland, Qatar, United Arab Emirates, Brunei, South Korea, Israel, Kuwait, Bahrain, Slovenia, the Czech Republic, Slovakia, Bahamas, Malta, Cyprus — the list goes on. In Table 1 we provided more detailed information on each of these and other countries.

If no concrete ODA data were available, then we searched the Internet for official information about political goals or statements (via the country's Ministry of Foreign Affairs) from which one might draw conclusions about solidarity with and providing development assistance to one or more developing countries. Barbados, for example, indicates focusing on help in kind, as this country "can send teachers or nurses if wanted and available".

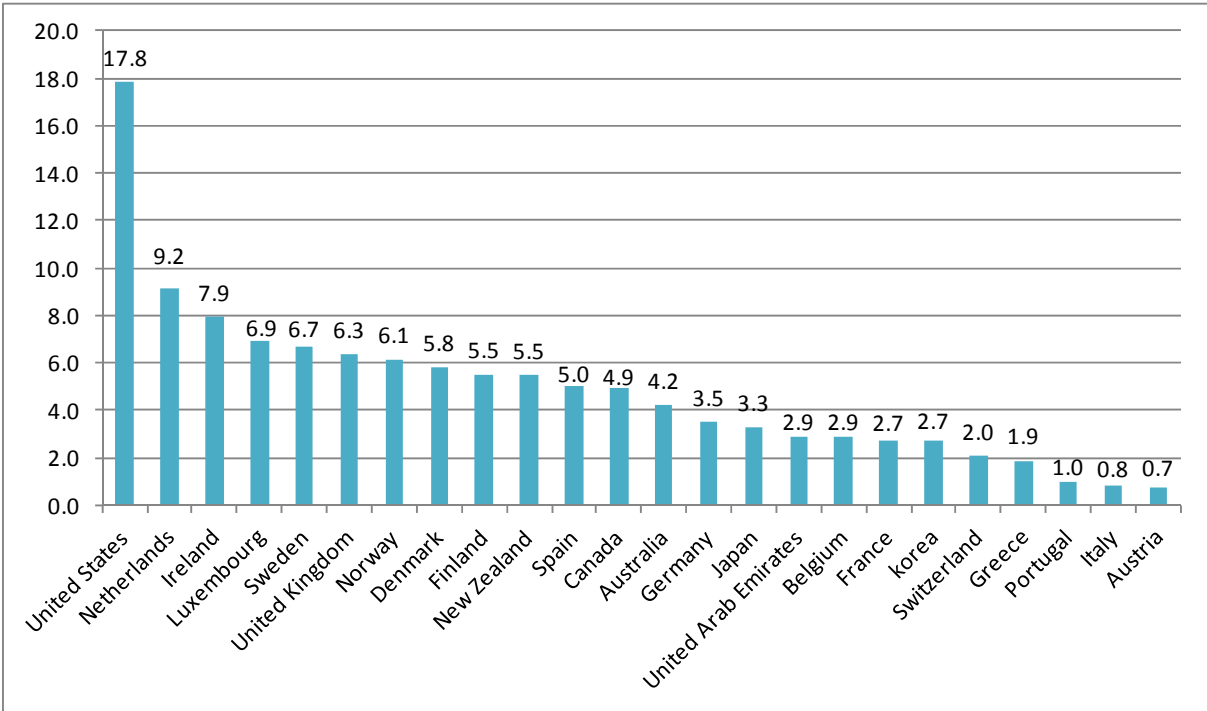
## Annex 2. Estimating ODA to population assistance

Next to identifying which countries are potential ODA donors and how much ODA they give, we were also interested in the proportion of ODA that is for the benefit of population. Because it is impossible to find information for most countries on precise ODA spending on population, we used several indicators that could provide more insight into these figures.

First, we used the targets set by the ICPD program of action and the International Parliamentarians’ Conference on the Implementation of the ICPD Programme of Action (IPCI/ICPD). According to these targets, countries should spend 0.7% of their GNI (former GNP) on ODA, and, of total ODA, 10% should go to population activities (UNFPA, 2009). ODA could not be found for all countries, therefore we looked at 10% of ODA for the countries for which this was available.

The ICPD target of 10% of ODA to population should be reached by 2015, but when we look at Figure 4 we see that even the DAC countries (with the exception of the United States) did not achieve this yet by 2009. It might therefore be unrealistic to think that the amount spent by non-DAC donors on population activities can be estimated by using this target.

**Figure 4 :** Population Assistance as % of total ODA, 2009.



As the Figure shows, the percentage of ODA spent on population activities varies by country, but on average DAC countries spend 4.9% of ODA on population activities. This could be a better indicator of the percentage non-DAC countries might spend on population, so we used this percentage for the second estimation.

Thirdly, like DAC donors, non-DAC donors form a very diverse group. In general, non-DAC countries differ from traditional donors in that they tend to give more ODA via loans and spend more on the development of infrastructure and natural resources. They spend less aid on social issues, which also means that few resources are available for family planning and reproductive health (Young, 2008).

For this reason we also looked at the population expenditures of South Korea (official DAC member since January 1, 2010) and the United Arab Emirates. Although the United Arab Emirates provide the OECD with detailed data on their ODA, they are not yet a DAC member. These two countries might constitute a better representation of the non-DAC donor group. When looking at the sectors on which ODA was spent in 2009, South Korea spent most of its ODA on infrastructure, but also 2.7% of its total ODA on population activities. The United Arab Emirates has spent a similar percentage (2.9%) of its ODA on population activities, yet it mainly spends ODA on health, education and nutrition, from which population activities benefit only indirectly. The South Korean and United Arab Emirates' average spending of 2.8% of their ODA on population is less than the average spending by DAC countries. Based on their position in Figure 4, their levels of population assistance are comparable to several DAC countries, although their ODA spending probably resembles more that of non-DAC donors than of traditional donors. For this reason, another estimate of non-DAC spending on population was based on 2.8% of total ODA spending.

Finally, for countries that scored high on the Donor list the internet was explored for official information on ODA spending for population specifically. This turned out to be quite a challenge, since many non-DAC countries do not report in a way that is similar to DAC countries. The information that could be found therefore tends to contain a lot less detail and concerned different categories than those used by the OECD.

**Table 3** : Population spending by non-DAC countries by method of estimation (current USD million).

<b>Non-DAC country</b>	<b>ODA 2009 Net Disbursement</b>	<b>Population ODA based on 10 % of ODA</b>	<b>Population ODA based on 4.9 % of ODA</b>	<b>Population ODA based on 2.8 % of ODA</b>
<b>Saudi Arabia</b>	3,133.7	313.4	153.6	87.7
<b>China</b> <sup>1</sup>	3,000.0	300.0	147.0	84.0
<b>Argentina</b> <sup>2</sup>	748.0	74.8	36.7	20.9
<b>Turkey</b>	707.2	70.7	34.7	19.8
<b>India</b> <sup>1</sup>	609.5	61.0	29.9	17.1
<b>Brazil</b> <sup>1</sup>	437.0	43.7	21.4	12.2
<b>Taiwan</b>	411.4	41.1	20.2	11.5
<b>Poland</b>	374.7	37.5	18.4	10.5
<b>Kuwait</b>	221.1	22.1	10.8	6.2
<b>Czech Republic</b>	214.7	21.5	10.5	6.0
<b>Romania</b>	152.5	15.3	7.5	4.3
<b>Israel</b>	123.9	12.4	6.1	3.5
<b>Hungary</b>	116.9	11.7	5.7	3.3
<b>South Africa</b> <sup>1</sup>	109.4	10.9	5.4	3.1
<b>Slovak Republic</b>	75.4	7.5	3.7	2.1
<b>Slovenia</b>	71.3	7.1	3.5	2.0
<b>Cyprus</b>	45.4	4.5	2.2	1.3
<b>Thailand</b>	40.2	4.0	2.0	1.1
<b>Lithuania</b>	36.2	3.6	1.8	1.0
<b>Iceland</b>	34.4	3.4	1.7	1.0
<b>Liechtenstein</b>	26.3	2.6	1.3	0.7
<b>Latvia</b>	21.0	2.1	1.0	0.6
<b>Estonia</b>	18.4	1.8	0.9	0.5
<b>Malta</b>	13.7	1.4	0.7	0.4

<sup>1</sup> ODA figure is a 2009 estimate by DAC (DAC, 2010)

<sup>2</sup> ODA figure is a 2007 estimate by UNDP (ONE, 2011)