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## Commission on Population and Development

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**General debate: actions for the further implementation of the Programme of Action of the International Conference on Population and Development at the global, regional and national levels**

## **Flow of financial resources for assisting in the further implementation of the Programme of Action of the International Conference on Population and Development**

### **Report of the Secretary-General**

#### *Summary*

In accordance with the recommendations contained in the report entitled “Flow of financial resources for assisting in the further implementation of the Programme of Action of the International Conference on Population and Development” prepared for the fifty-second session of the Commission on Population and Development ([E/CN.9/2019/4](#)), the present report is focused on the latest trends in official development assistance (ODA). The Programme of Action agreed at the International Conference on Population and Development included costed components. The analysis of ODA presented below is focused on the components – sexual and reproductive health, comprising reproductive health, family planning and sexually transmitted infections, including HIV; and population data and policy analysis – and is complemented by an analysis of ODA that is pertinent to the thematic focus of each session of the Commission. For 2020, the thematic focus of the Commission is on the linkages between population, food security, nutrition and sustainable development.

Between 2017 and 2018, gross ODA disbursements fell. The decrease had a particularly negative effect on the world’s least developed countries, as noted by the Organization for Economic Cooperation and Development (OECD). Against this background, the present report highlights changes in the level and distribution of aid between 2016 and 2017, the most recent year for which disaggregated data by sector was available at the time of writing. In the breakdown of aid, it is shown that, between

\* [E/CN.9/2020/1](#).



2016 and 2017, aid for population-related matters increased. Aid from official and private donors for sexual and reproductive health increased from \$10,110 million to \$11,201 million (or from \$6.35 to \$6.98 per woman of reproductive age in developing countries), and aid from the same category of donors for population data and policy analysis increased from \$243 million to \$339 million in total. While Development Assistance Committee countries are the largest donors with regard to sexual and reproductive health, multilateral agencies are the largest donors with regard to population data and policy analysis. Furthermore, an increasing number of private donors are reporting, or stepping up, their aid for population-related matters. With regard to ODA for food security and nutrition, the largest share is spent on policy and governance, with relatively little ODA allocated to support agricultural production. Overall, aid from advanced economies to agriculture in developing countries remains low, in particular when compared with estimates of total support by advanced economies to agriculture in their own countries.

## I. Introduction

1. In accordance with the recommendations contained in the report on entitled “Flow of financial resources for assisting in the further implementation of the Programme of Action of the International Conference on Population and Development” resource flows prepared for the fifty-second session of the Commission on Population and Development ([E/CN.9/2019/4](#)), the present report is focused on the latest trends in official development assistance (ODA). The Programme of Action agreed at the International Conference on Population and Development included costed components. The analysis of ODA presented below is focused on the components – sexual and reproductive health, comprising reproductive health, family planning and sexually transmitted infections, including HIV; and population data and policy analysis – and is complemented by an analysis of ODA that is pertinent to the thematic focus of each session of the Commission. In accordance with the thematic focus for 2020, ODA flows for food security, nutrition and sustainable development will be analysed in the present report.

2. In section II of the present report, an overview of overall trends in ODA is provided. ODA for the costed components of the Programme of Action is reviewed in section III. ODA for food security, nutrition and sustainable development is covered in section IV, and section V contains a summary and conclusions. Whereas the previous year’s report contained an examination of ODA flows for the period from 1994 to 2019 – to mark the twenty-fifth anniversary of the Programme of Action of the International Conference – the present report is focused on the period since 2010. For a review of aggregate ODA flows, the most recent year included in the analysis is 2018, whereas for an analysis of ODA flows by sector, the most recent year included is 2017. Thanks to the focus on a shorter period, a series of gross ODA disbursements can be used in the present report instead of the series of ODA commitments that was used in the previous year’s analysis. The analysis of sectoral ODA data – which is central to the present report – is based on the Creditor Reporting System of the Organization for Economic Cooperation and Development (OECD). In all instances, ODA flows are based on constant United States dollars.

3. The challenge of ensuring food security for a large and growing world population in a sustainable manner continues to grow. Not only does environmental degradation undermine efforts to boost agricultural output, current patterns of agricultural output also contribute to environmental degradation. Sustainability in the production and consumption of food is an imperative for people and the planet. Complementing the global and programmatic reports on population, food security, nutrition and sustainable development to the Commission on Population and Development,<sup>1</sup> the present report examines development assistance to these areas.

## II. Overall trends in official development assistance

4. As was noted in the previous year’s report, ODA levelled off between 2016 and 2017. As shown in figure I below, gross ODA disbursements fell between 2017 and 2018. The decline reflected ODA disbursements by Development Assistance Committee countries, non-Development Assistance Committee countries and multilateral agencies to varying degrees. In total, ODA disbursements in 2018 were

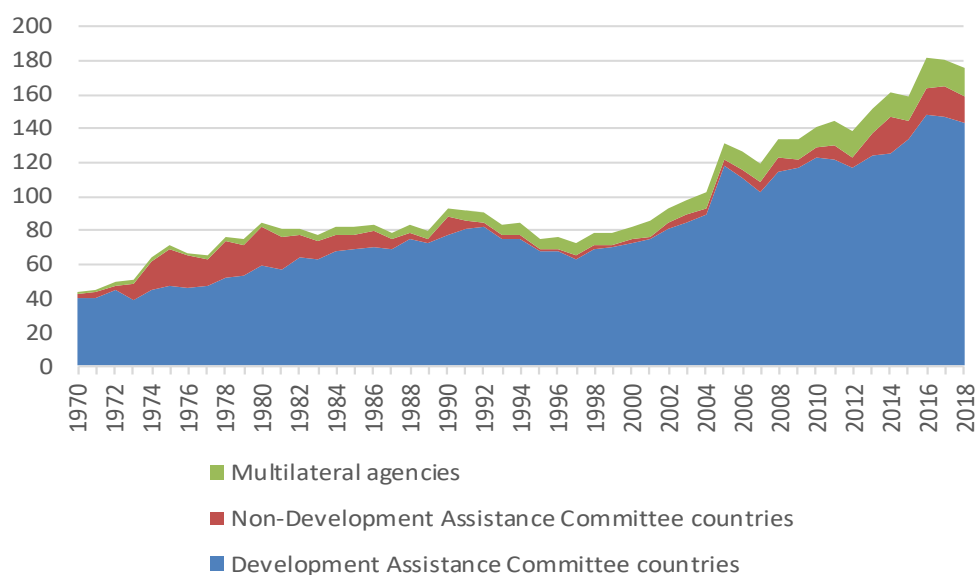
<sup>1</sup> Report of the Secretary-General on population, food security, nutrition and sustainable development ([E/CN.9/2020/2](#)) and report of the Secretary-General on programmes and interventions for the implementation of the Programme of Action of the International Conference on Population and Development and their contribution to population, food security, nutrition and sustainable development ([E/CN.9/2020/3](#)).

\$5.5 billion below the level of those in 2017. The decrease can be attributed to a decline in disbursements by Development Assistance Committee countries by 2.7 per cent, or \$3.9 billion, by non-Development Assistance Committee countries by 7.1 per cent, or \$1.2 billion, and by multilateral agencies by 1.9 per cent, or \$0.3 billion, over the previous year.

Figure I

**Official development assistance by Development Assistance Committee countries, non-Development Assistance Committee countries and multilateral institutions, 1970–2018**

(Billions of constant United States dollars)



Source: Estimates, based on OECD international development statistics. Available at [www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm](http://www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm).

Note: Many bilateral donors channel aid through multilateral agencies. If disbursed by multilateral agencies, the aid is counted as multilateral, rather than bilateral, disbursements.

5. OECD has found that the poorest countries, that is, the world's least developed countries, were particularly affected by the decline in ODA. It has noted that the decrease was largely a result of less aid being spent on hosting refugees as arrivals slowed and rules were tightened on which refugee costs could come from official aid budgets.<sup>2</sup>

6. The decrease in ODA provided to least developed countries is particularly pronounced when employing the new grant-equivalent methodology used by OECD to estimate ODA flows (see box 1). In the present report, however, cash flow methodology continues to be used because the new methodology is available only from 2018 onward, and a sectoral breakdown of aid, which is central to the analysis presented here, relies largely on time series data up to 2017. However, once the new methodology is also applied to the sectoral ODA data that are used for the present report, it will effectively begin a new ODA series, rendering comparisons with past ODA levels or trends difficult.

<sup>2</sup> OECD, "Development aid drops in 2018, especially to neediest countries", press release, 10 April 2019.

7. Using cash flow methodology to compare 2018 with 2017, it can be seen that bilateral ODA to the least developed countries fell by 2.7 per cent in real terms after 2017. In 2018, ODA outflows rose in 17 donor countries, with the biggest increases found in Hungary, Iceland and New Zealand, while falling in 12 countries, with the largest declines found in Austria, Finland, Greece, Italy, Japan and Portugal. The declines are explained in part by the fact that donors classify resources spent on refugees as ODA and are also a result of the decline in refugee arrivals.

**Box 1**

**New Organization for Economic Cooperation and Development methodology to estimate official development assistance flows**

The release of ODA in 2018 marks the adoption of a grant-equivalent methodology, which the Development Assistance Committee agreed to in 2014. The methodology provides a more realistic comparison between grants, which made up 83 per cent of bilateral ODA in 2018, in addition to loans, which made up the remaining 17 per cent. Whereas previously the full face value of a loan was counted as ODA, and repayments were progressively subtracted, using the grant-equivalent methodology, only the grant portion, or the amount that the provider gives away by lending at below-market rates, counts as ODA. The loan parameters are set so that donors can henceforth provide loans to poor countries only on very generous terms. Because the new grant-equivalent figure is not comparable with historical ODA data, the 2018 figures begin a new grant-equivalent ODA series.

ODA from Development Assistance Committee countries totalled \$153.0 billion in 2018, as calculated using the grant-equivalent methodology. Using the cash flow basis methodology employed in the past, 2018 ODA from Development Assistance Committee countries was \$149.3 billion, down 2.7 per cent in real terms from 2017. Excluding aid spent on processing and hosting refugees, ODA was stable from 2017 to 2018.

Grant-equivalent methodology mainly affects ODA data for countries with high ratios of loans to grants in their 2018 ODA, such as Japan (whose grant-equivalent ODA rises by 41 per cent versus its ODA as derived by using the cash flow methodology), Portugal (up by 14 per cent), Spain (up by 11 per cent), Germany (down by 3.5 per cent) and Belgium, France and the Republic of Korea (all down by 3 per cent). The new methodology barely affects ODA data for countries that provide the bulk of their aid in grants. According to the grant-equivalent methodology, the Development Assistance Committee countries as a group allocated 0.31 per cent of their gross national income as development aid, well below the long-standing target of 0.7 per cent of gross national income.<sup>a</sup>

*Source:* OECD, “Development aid drops in 2018, especially to neediest countries”.

<sup>a</sup> The donor target of providing at least 0.7 per cent of gross national income as development assistance has a long history. In 1970, the 0.7 per cent ODA/gross national income target was first agreed on and has been repeatedly re-endorsed at the highest level at international aid and development conferences. In 2005, the 15 countries that were members of the European Union by 2004 agreed to reach the target by 2015. The 0.7 per cent target served as a reference for 2005 political commitments to increase ODA from the European Union and the summit of the Group of Eight, held in Gleneagles, United Kingdom of Great Britain and Northern Ireland, in July 2005. For more information on the history of the target, see [www.oecd.org/dac/stats/the07odagnitarget-ahistory.htm](http://www.oecd.org/dac/stats/the07odagnitarget-ahistory.htm).

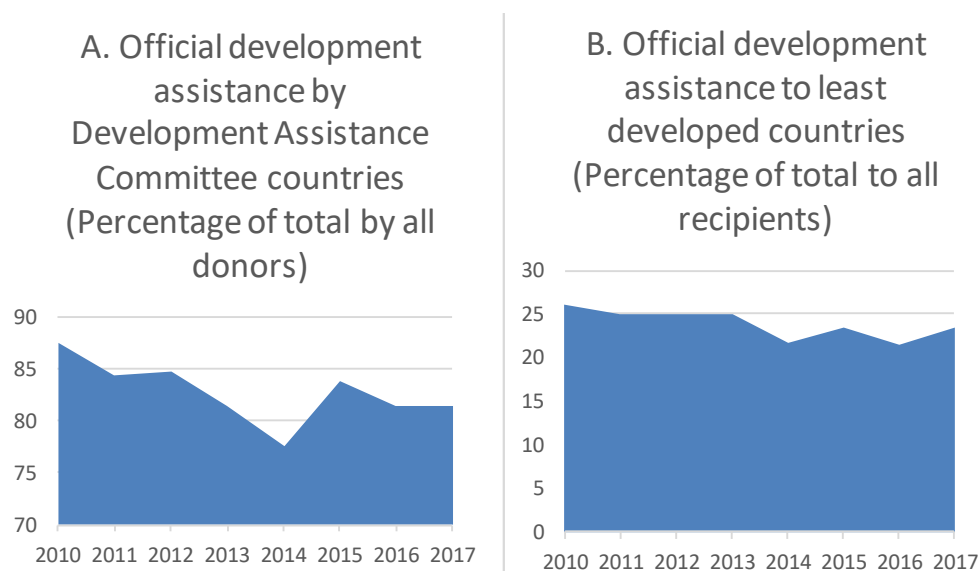
8. Although the share of donors other than the Development Assistance Committee countries of total ODA has risen, the share of these donors remains relatively small. Slow progress in the diversification of the donor base has been accompanied by a lack

of progress in focusing aid on the poorest countries. In figure II, it is shown that Development Assistance Committee donors continued to account for 81 per cent of gross ODA disbursements in 2017 and that the world's least developed countries received 24 per cent of gross ODA disbursements in 2017. This represents a decline in the share of ODA to least developed countries since 2010 and suggests that the commitment of increasing ODA to least developed countries is not being met.

9. In addition to the target of allocating 0.7 per cent of their gross national income as aid to all developing countries, most Development Assistance Committee countries have made the commitment to allocate 0.15 to 0.20 per cent of their gross national income to the least developed countries. The commitment goes back to the Third United Nations Conference on the Least Developed Countries, held in Brussels in 2001. It was subsequently included in the Millennium Development Goals and is also a Sustainable Development Goals target. The annexes to the present report show where donor countries stand with respect to both aid targets. A small number of Development Assistance Committee donors (Denmark, Luxembourg, Norway, Sweden and the United Kingdom of Great Britain and Northern Ireland) and two non-Development Assistance Committee members (Turkey and the United Arab Emirates) have exceeded the target.

Figure II

**Gross official development assistance disbursements by source and destination, 2010–2017**



Source: Estimates, based on OECD international development statistics. Available at [www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm](http://www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm).

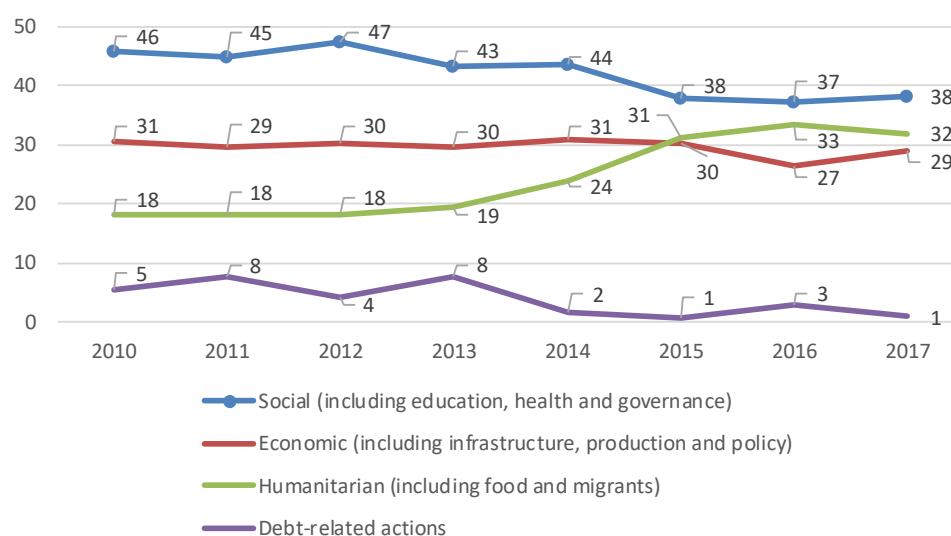
10. The distribution of ODA by sector reaffirms the finding in earlier reports that ODA is being allocated increasingly for humanitarian purposes. In figure III, it is shown that a declining share of ODA is allocated to the social sector and to debt relief, while a notable increase in ODA is allocated to humanitarian purposes. ODA for humanitarian purposes increased from 18 per cent in 2010 to 32 per cent in 2017. The increase suggests that a greater proportion of resources is being allocated for responding to crises, and a smaller proportion is being allocated for developmental purposes, which help to reduce the risk of future crises. Gross ODA disbursements for the economic sector, including infrastructure and production, have remained relatively flat over the period and are roughly 10 percentage points lower than gross

ODA disbursements for the social sector. A systematic comparison between ODA commitments and gross ODA disbursements reveals a relatively large shortfall for the economic sector. Between 2010 and 2017, gross disbursements for the economic sector were, on average, \$6.4 billion below commitments in each corresponding year. By comparison, there was a shortfall of \$0.5 billion for the social sector and of \$0.3 billion for ODA allocated for humanitarian purposes. The actions related to debt exceeded commitments thereto by an annual average of \$0.9 billion over the entire period.

Figure III

### Gross official development assistance disbursements by main sector, 2010–2017

(Percentage of total)



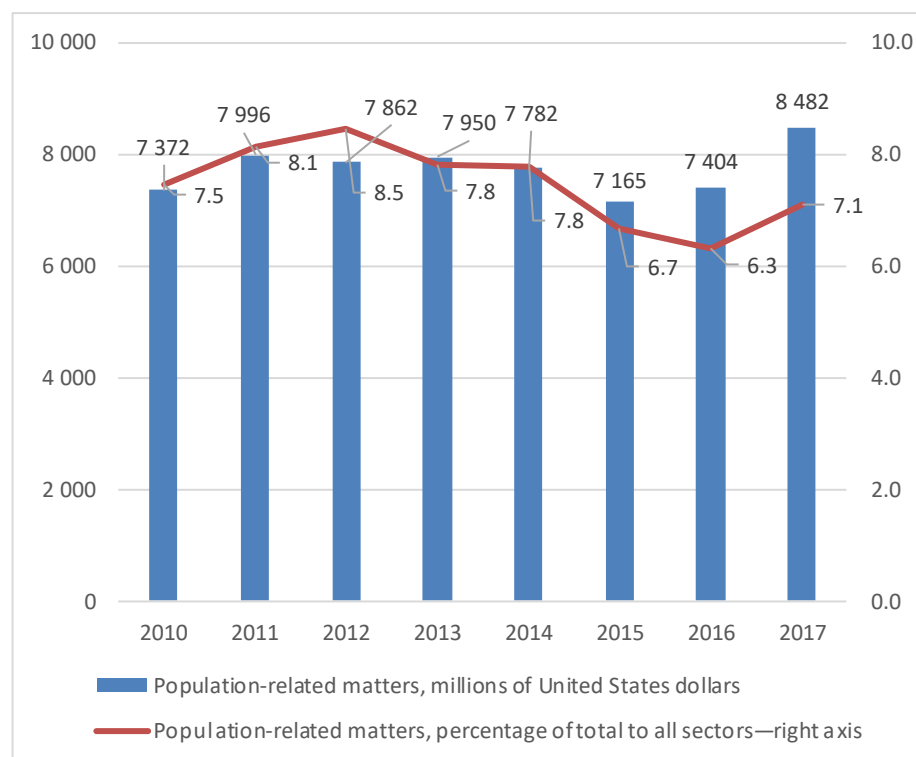
Source: Estimates, based on OECD international development statistics. Available at [www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm](http://www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm).

11. The increasing amount of ODA allocated for humanitarian purposes is also reflected in the analysis of ODA allocated for food, nutrition and sustainable development presented in table 4. It is shown there that the share of aid that is used to support food and nutrition other than for food emergencies has essentially stagnated, whereas there has been a notable increase in aid provided for food security in emergencies. Furthermore, comparatively little aid is allocated to the development of agriculture, forestry and fishing.

### III. Official development assistance for the costed components of the Programme of Action

12. Notwithstanding the fact that gross ODA disbursements flattened out between 2016 and 2017, gross ODA disbursements for population-related matters increased over the period (see figure IV). In absolute terms, gross ODA disbursements have been on the rise since 2015, and in 2017, they reached their highest level since 2010. Today, ODA disbursements for population-related matters account for about \$8.5 billion, or 7.1 per cent of ODA to all sectors.

Figure IV  
**Gross official development assistance disbursements by Development Assistance Committee countries for population-related matters, 2010–2017**



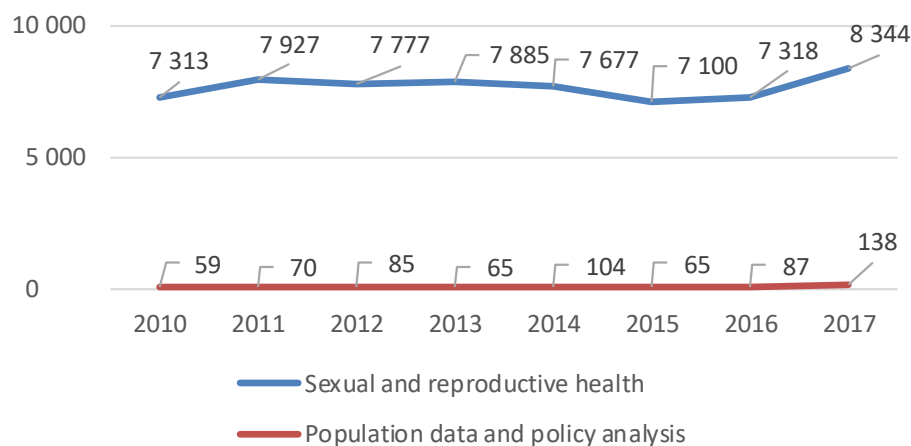
Source: Estimates, based on OECD international development statistics. Available at [www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm](http://www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm).

13. A breakdown of gross ODA disbursements for population-related matters by main areas – sexual and reproductive health, and population data and policy analysis – reveals that the disbursements have grown (see figure V). ODA disbursements for both areas have increased since 2015, but, since 2010, there have been only small changes to the overall distribution between ODA disbursements for these sectors. ODA for sexual and reproductive health accounted for 99 per cent of ODA for population-related matters between 2010 and 2016, declining to 98 per cent in 2017. Between 2015 and 2016, ODA for population data and policy analysis increased by 0.3 percentage points, from 0.9 to 1.2 per cent of the total, and between 2016 and 2017, ODA for population data and policy analysis increased by an additional 0.4 percentage points, from 1.2 to 1.7 per cent of the total. It remains to be seen whether the changes reflect a greater focus on population data and policy analysis, which are essential for evidence-based policymaking.



Figure V  
**Gross official development assistance disbursements by Development Assistance Committee countries for sexual and reproductive health and population data and policy analysis, 2010–2017**

(Millions of United States dollars)

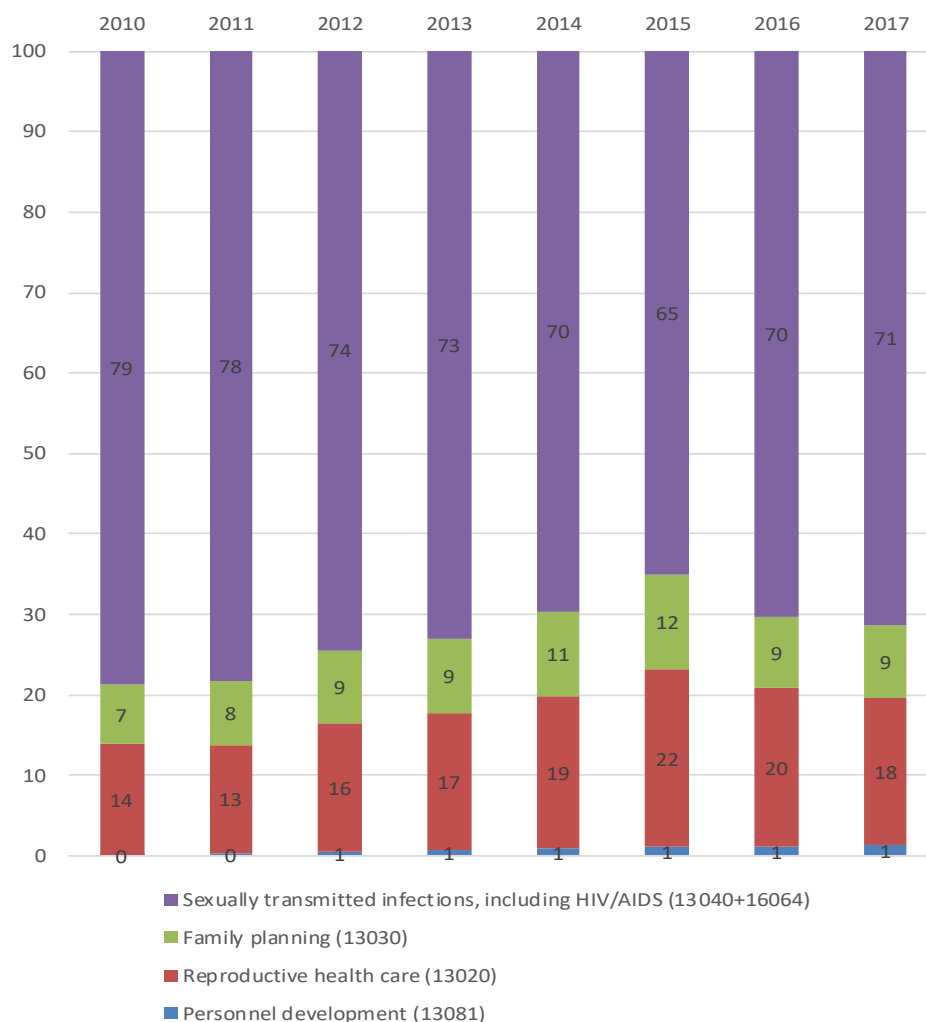


Source: Estimates, based on OECD international development statistics. Available at [www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm](http://www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm).

14. A breakdown of gross ODA disbursements by Development Assistance Committee countries to subcategories of sexual and reproductive health shows that the largest share of ODA continues to be allocated to efforts to combat sexually transmitted infections, in particular HIV/AIDS (see figure VI). The share allocated to this subcategory declined from roughly 79 per cent in 2010 to 65 per cent in 2015, then rose to 70 per cent in 2016. Between 2016 and 2017, it rose by an additional percentage point, from 70 to 71 per cent. Between 2016 and 2017, ODA for family planning increased slightly (from 8.7 to 9.1 per cent), whereas ODA for reproductive health care decreased (from 19.9 to 18.1 per cent). ODA for personnel development for population and reproductive health also increased, from 1.1 to 1.4 per cent, albeit from low levels. The changes are to be interpreted with care, however, owing to difficulties in delineating aid to these categories. For a discussion of these and other methodological issues that have given rise to the new format of the present report with regard to resource flows, see the report of the Secretary-General on the flow of financial resources for assisting in the further implementation of the Programme of Action of the International Conference on Population and Development (E/CN.9/2018/4).

Figure VI  
**Distribution of gross official development assistance disbursements by Development Assistance Committee countries to subcategories of sexual and reproductive health, 2010–2017**

(Percentage)



Source: Estimates, based on OECD international development statistics. Available at [www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm](http://www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm).

15. Given the importance, as well as the limitations, of official aid from traditional development partners, notably the Development Assistance Committee countries, in the discussion on financing for development, a growing emphasis has been placed on financing from other development partners. Against this background, highlighted in table 1 is development aid from other official donors, as well as from private donors, for sexual and reproductive health and population data and policy analysis. The table shows that, while Development Assistance Committee donors continue to account for the largest share of ODA for sexual and reproductive health, multilateral agencies are larger donors than the Development Assistance Committee countries with regard to ODA for population data and policy analysis. In 2017, multilateral agencies provided \$194 million for population data and policy analysis, compared with the \$138 million provided by Development Assistance Committee donors.

Table 1

**Gross aid disbursements by all official and private donors for sexual and reproductive health and population data and policy analysis, 2010, 2016 and 2017**

	<i>Millions of constant United States dollars</i>			<i>Percentage of share</i>		
	2010	2016	2017	2010	2016	2017
<i>Aid for sexual and reproductive health (sexual and reproductive health)</i>						
Development Assistance Committee countries	7 313	7 318	8 344	73.4	72.4	74.5
Non-Development Assistance Committee countries	0	25	2	0.0	0.2	0.0
Multilaterals	2 234	2 158	2 074	22.4	21.3	18.5
<b>Total official donors</b>	<b>9 547</b>	<b>9 500</b>	<b>10 420</b>	<b>95.9</b>	<b>94.0</b>	<b>93.0</b>
Bill and Melinda Gates Foundation	410	597	591	4.1	5.9	5.3
Other private donors	0	13	189	0.0	0.1	1.7
<b>Total private donors</b>	<b>410</b>	<b>610</b>	<b>781</b>	<b>4.1</b>	<b>6.0</b>	<b>7.0</b>
<b>Total official and private donors</b>	<b>9 957</b>	<b>10 110</b>	<b>11 201</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<i>Aid for population data and policy analysis</i>						
Development Assistance Committee countries	59	87	138	22.1	35.6	40.7
Non-Development Assistance Committee countries	0	0	0	0.0	0.0	0.0
Multilaterals	200	154	194	75.3	63.4	57.1
<b>Total official donors</b>	<b>259</b>	<b>241</b>	<b>332</b>	<b>97.4</b>	<b>99.0</b>	<b>97.8</b>
Bill and Melinda Gates Foundation	7	2	3	2.6	1.0	1.0
Other private donors	0	0	4	0.0	0.0	1.2
<b>Total private donors</b>	<b>7</b>	<b>2</b>	<b>7</b>	<b>2.6</b>	<b>1.0</b>	<b>2.2</b>
<b>Total official and private donors</b>	<b>266</b>	<b>243</b>	<b>339</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

Source: Estimates, based on OECD international development statistics. Available at [www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm](http://www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm).

16. Complementing table 1, whose upper portion shows aid from official and private donors for sexual and reproductive health in absolute terms, table 2 indicates aid from official and private donors for sexual and reproductive health per woman of reproductive age (15 to 49 years) in developing countries. Over the period 2010–2017, gross ODA disbursements for sexual and reproductive health per woman of reproductive age increased only slightly owing to continued growth in this population cohort. In 2017, gross ODA disbursements by official and private donors amounted to \$6.98 per woman of reproductive age, representing an increase over the level in 2016, when gross ODA disbursements by both official and private donors stood at \$6.35.

Table 2

**Gross official development assistance disbursements for sexual and reproductive health per woman of reproductive age (15–49 years) in developing countries, 2010, 2016 and 2017**

	<i>Constant United States dollars</i>			<i>Percentage of shares</i>		
	<i>2010</i>	<i>2016</i>	<i>2017</i>	<i>2010</i>	<i>2016</i>	<i>2017</i>
Development Assistance Committee countries	4.88	4.60	5.20	73.4	72.4	74.5
Non-Development Assistance Committee countries	0.00	0.02	0.00	0.0	0.2	0.0
Multilaterals	1.49	1.36	1.29	22.4	21.3	18.5
<b>Total official donors</b>	<b>6.37</b>	<b>5.97</b>	<b>6.49</b>	<b>95.9</b>	<b>94.0</b>	<b>93.0</b>
Bill and Melinda Gates Foundation	0.27	0.37	0.37	4.1	5.9	5.3
Other private donors	0.00	0.01	0.12	0.0	0.1	1.7
<b>Total private donors</b>	<b>0.27</b>	<b>0.38</b>	<b>0.49</b>	<b>4.1</b>	<b>6.0</b>	<b>7.0</b>
<b>Total official and private donors</b>	<b>6.64</b>	<b>6.35</b>	<b>6.98</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

*Source:* Estimates, based on OECD international development statistics; and United Nations, Department of Economic and Social Affairs, Population Division, *World Population Prospects 2019: Highlights* (United Nations publication, Sales No. E.19.XIII.4).

17. Among private donors, the Bill and Melinda Gates Foundation had its share in private donations fall for both sexual and reproductive health and population data and policy analysis, but overall, the Gates Foundation remains the largest private donor of aid for population-related matters. In 2017, the Foundation accounted for about 76 per cent of all private donations in the area, a decline from 98 per cent in 2016. Similarly, while its share in private donations for population data and policy analysis was 100 per cent until 2016, it fell to 45 per cent in 2017. The major private donors in 2017 with regard to sexual and reproductive health included the Children's Investment Fund Foundation, the David and Lucile Packard Foundation, the John D. and Catherine T. MacArthur Foundation, the Wellcome Trust and the William and Flora Hewlett Foundation, which each gave more than \$10 million to sexual and reproductive health that year. With regard to private donations for population data and policy analysis, the Gates Foundation allocated \$3.4 million in 2017, and the other large donor, the Hewlett Foundation, allocated \$3.5 million. The notable increase in private donations for population-related matters, in particular sexual and reproductive health, is probably a result in part of changes in reporting. Many of the private donors have begun only recently to report their donations to the OECD database, even though they have long been important players in the field.

18. While aid from official and private donors for population-related matters is critical, it is insufficient to end unmet need for family planning and preventable maternal death, as well as gender-based violence. Recent research put the price tag of achieving these ends globally at \$263.4 billion in the period 2020–2030 (see box 2).

**Box 2****Estimated cost of ending unmet need for family planning and preventable maternal death, as well as gender-based violence and all harmful practices**

To mark the twenty-fifth anniversary of the Programme of Action of the International Conference on Population and Development, and coinciding with the fiftieth anniversary of the United Nations Population Fund, the world community gathered on 12 to 14 November 2019 for the Nairobi Summit. Participants in the high-level conference mobilized political will and sought to increase financial commitments to the levels needed to fully implement the Programme of Action. As part of the Summit,

research was presented that addressed the projected costs and funding gaps associated with achieving three transformative and people-centred results: (a) an end to preventable maternal deaths; (b) an end to the unmet need for family planning; and (c) an end to gender-based violence and all harmful practices, including female genital mutilation and child, early and forced marriage. The table below shows the total amount required to address such challenges in priority countries, as well as the expected development assistance and funding gaps or additional investment needs. The additional investment to meet the challenges will need to come from a variety of external and domestic, public and private sources, including out-of-pocket expenditures.

### Cost estimates, 2020–2030

(Billions of United States dollars)

<i>Challenge</i>	<i>Total amount needed</i>	<i>Expected development assistance</i>	<i>Additional investment needs</i>
Ending unmet need for family planning: 232 million women in 120 developing countries have an unmet need for modern methods of contraception	68.5	8.6	59.9
Ending preventable maternal death: nearly 300,000 women in 120 countries die annually as a result of childbirth, usually of preventable causes	115.5	11.9	103.6
Ending gender-based violence: high rates of gender-based violence. Modelling focused on 132 priority countries	42.0	9.5	32.5
Ending child marriage: high rates of child marriage in a subset of countries. Modelling focused on 68 countries	35.0	10.9	24.1
Ending female genital mutilation: high rates of female genital mutilation in a subset of countries. Modelling focused on 31 countries	2.4	0.3	2.1

*Sources:* For unmet need for modern methods, see United Nations, Department of Economic and Social Affairs, Population Division, “Estimates and Projections of Family Planning Indicators 2019”, available at [www.un.org/en/development/desa/population/theme/family-planning/cp\\_model.asp](http://www.un.org/en/development/desa/population/theme/family-planning/cp_model.asp). For cost estimates, see Victoria Chou and others, “Building financing momentum: the investment case for ICPD PoA – costs and gaps”, video, 12 November 2019, available at [www.youtube.com/watch?v=V\\_n4JbMlxaM&list=PL-dwiYFZUlmVB1pHIBJBFKEZYjyi0ssNr](https://www.youtube.com/watch?v=V_n4JbMlxaM&list=PL-dwiYFZUlmVB1pHIBJBFKEZYjyi0ssNr).

## IV. Official development assistance for food security, nutrition and sustainable development

19. Progress towards Sustainable Development Goal 2, End hunger, achieve food security and improved nutrition and promote sustainable agriculture, is divided into eight targets and numerous indicators. One such indicator, 2.A.2, measures total official flows – including ODA, as well as other official flows – for agricultural development in developing countries.<sup>3</sup> According to OECD data, ODA accounted for 71 per cent of total official flows in 2010, and 67 per cent of total official flows in 2017. In 2017, 52 per cent of ODA for agriculture came from Development Assistance Committee countries, 1 per cent from non-Development Assistance Committee countries and 47 per cent from multilateral agencies. In the same year, no less than 98 per cent of other

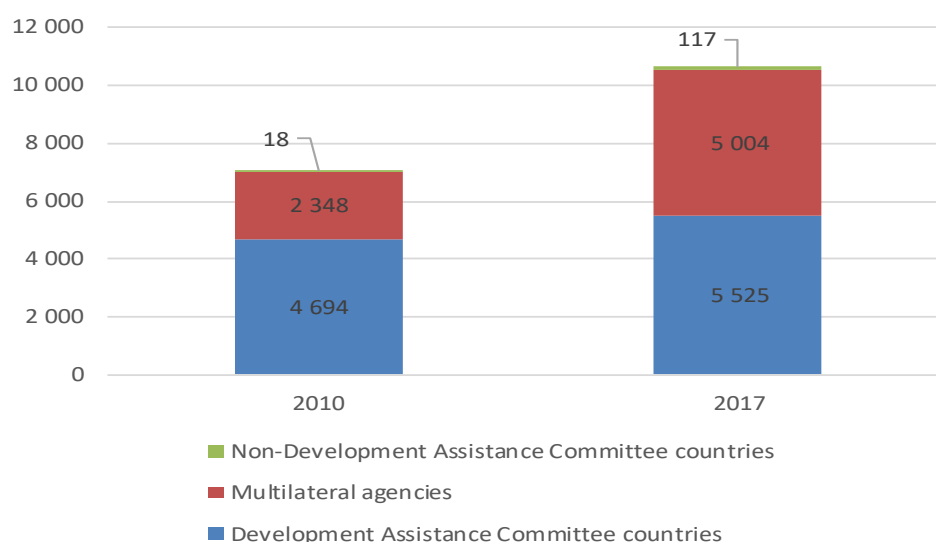
<sup>3</sup> Other official flows exclude officially supported export credits, and are defined as transactions by the official sector which do not meet the conditions for eligibility as ODA, either because they are not primarily aimed at development, or because they are not sufficiently concessional. See [www.oecd.org/dac/stats/documentupload/DCDDAC\(2016\)3FINAL.pdf](http://www.oecd.org/dac/stats/documentupload/DCDDAC(2016)3FINAL.pdf), para. 24. The agriculture sector is as defined by the Development Assistance Committee and comprises all Creditor Reporting System sector codes in the 311 series. See [www.oecd.org/dac/stats/purposecodessectorclassification.htm](http://www.oecd.org/dac/stats/purposecodessectorclassification.htm).

official flows came from multilateral agencies. In figure VII, ODA for agriculture flows are shown by Development Assistance Committee countries, non-Development Assistance Committee countries and multilateral agencies.<sup>4</sup> It is notable that the aid to this sector has increased significantly, in particular by multilateral agencies. However, it remains low compared with the support developed countries are giving to their own agricultural sectors. To highlight the difference, in figure VIII, an estimate of total agricultural support by OECD countries to their own agricultural sectors is compared with ODA provided by OECD/Development Assistance Committee countries.

Figure VII

**Official development assistance for agriculture by Development Assistance Committee countries, non-Development Assistance Committee countries and multilateral agencies, 2010 and 2017**

(Millions of United States dollars)

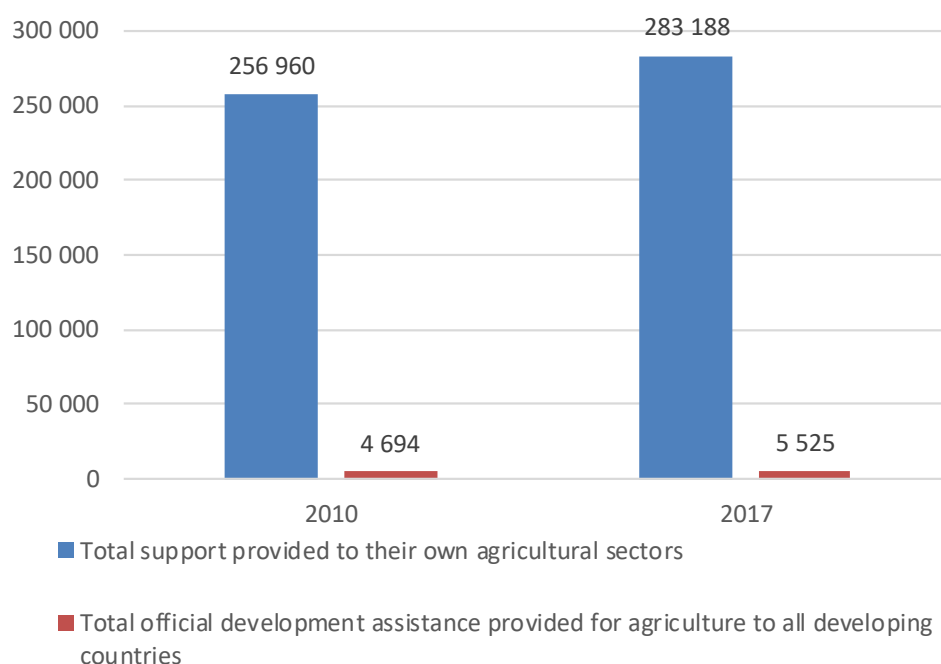


Source: Estimates, based on OECD international development statistics, table 5. Available at [www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm](http://www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm).

<sup>4</sup> In accordance with the Creditor Reporting System of OECD, agriculture is defined as sector code 311.

**Figure VIII**  
**Total agricultural support by Organization for Economic Cooperation and Development countries to their own agricultural sectors compared with official development assistance by those countries to all developing countries, 2010 and 2017**

(Millions of United States dollars)



*Source:* Estimates, based on OECD data on agricultural support, available at <https://data.oecd.org/agrpolicy/agriculturalsupport.htm>, and OECD international development statistics, table 5, available at [www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm](http://www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm).

*Note:* Agricultural support is defined as the annual monetary value of gross transfers to agriculture from consumers and taxpayers arising from government policies that support agriculture, regardless of their objectives and economic impacts. This indicator includes the total support estimate, measured as a percentage of gross domestic product; the producer support estimate, measured as a percentage of gross farm receipts; the consumer support estimate, measured as a percentage of agricultural consumption; and the general services support estimate, measured as a percentage of total support. Agricultural support is also expressed in monetary terms (in United States dollars or euros). For further details, see <https://data.oecd.org/agrpolicy/agricultural-support.htm>.

20. The general trends in official flows to agriculture, however, mask important differences between aid allocations to particular areas. The subsequent analysis provides a breakdown of aid and ODA flows on the basis of the OECD Creditor Reporting System. Furthermore, it shows aid allocations to areas outside the agricultural sector, as defined by the OECD purpose codes, but that nonetheless have an important influence on sustainable agricultural development. This includes, for example, aid allocations to combat food insecurity, as well as aid allocations to preserve and manage natural resources. In addition, it is important to note that food security is affected by other factors that are not covered here, most notably average income of households. The poorest households spend the largest share of their income on food, and any shortfall in household income exposes these households to acute food insecurity. The fight against poverty, through decent work and adequate social protection mechanisms, is thus closely linked to food security.

21. In table 3, aid allocations for food security in emergency and non-emergency situations are contrasted with those for the development of the primary sector, including agriculture, fishing and forestry. In absolute terms, aid to all of these areas increased from 2010 and 2017, but it increased most for food crises and agriculture development. Whereas aid allocated for food security other than in emergency situations increased by roughly 2 per cent over this period, aid allocated to food security during emergencies increased by 68 per cent. This is consistent with the analysis presented in figure VI, which showed a considerable jump in aid allocated for humanitarian purposes.<sup>5</sup>

Table 3

**Gross aid disbursements by official and private donors for food security and nutrition, as well as primary sector development, by sector, 2010 and 2017**

Sector	Value		Share		Change
	(millions of constant United States dollars)		(percentage of all sectors)		(percentage points)
	2010	2017	2010	2017	2010 to 2017
<b>All sectors (1000)</b>	141 250	198 925	100	100	0.0
<b>Food security and nutrition</b>	3 811	5 595	2.7	2.8	0.1
Non-emergencies (12240+520)	1 222	1 246	0.9	0.6	-0.2
Emergencies (5304+72040)	2 588	4 348	1.8	2.2	0.4
<b>Primary sector development (310)</b>	7 577	9 899	5.4	5.0	-0.4
Agriculture (311)	6 612	8 428	4.7	4.2	-0.4
Forestry (312)	689	836	0.5	0.4	-0.1
Fishing (313)	276	635	0.2	0.3	0.1

Source: Estimates, based on OECD international development statistics. Available at [www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm](http://www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm).

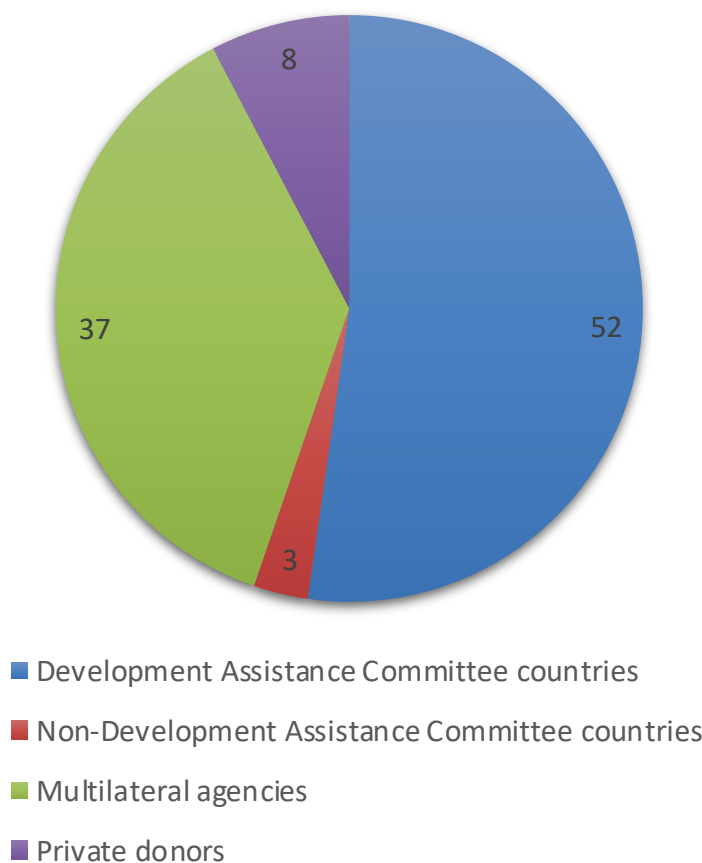
22. While aid for agriculture, forestry and fishing increased in value terms from 2010 to 2017, it fell or remained constant as a share of total aid. Furthermore, aid to these sectors remains low. In 2017, aid for agricultural development accounted for only 4.2 per cent, aid for forestry for 0.4 per cent, and aid for fishing for just 0.3 per cent of total aid allocations by official and private donors.

23. According to OECD data, private donors are not engaged in the area of food security with regard to general non-emergency measures to boost food security and nutrition nor with regard to emergency measures to ensure food security during a crisis. However, private donors do have a notable interest in the primary sector – in particular agriculture and fishing, and to a lesser extent forestry – and have increased their donations to those areas in recent years. In 2017, the private sector accounted for 2 per cent of the total development aid, but for 8 per cent of total aid to the primary sector. By comparison, in the same year, non-Development Assistance Committee countries accounted for a mere 3 per cent of total aid to the primary sector (see figure IX).

<sup>5</sup> While the OECD database theoretically allows for a further breakdown of aid targeted at food security, for example, by including purpose codes for school feeding, at the time of writing the OECD database did not show any values for those finer levels of disaggregation.



Figure IX  
**Share of official and private donors in gross aid disbursements to the agriculture, forestry and fishing sectors, 2017**  
 (Percentage)



Source: Estimates, based on OECD international development statistics. Available at [www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm](http://www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm).

24. Table 4 shows gross ODA disbursements by Development Assistance Committee donors to areas that have a direct bearing on food security and agricultural production for the years 2010 and 2017. The shares of ODA that are allocated for production and processing, business support services and inputs, as well as research, extension and training, have changed little over this period; the share of ODA allocated for policy development and governance has fallen slightly, owing to less ODA spent on environmental policies and governance; and the share of ODA spent on natural resource preservation and management has risen. Thus, more investment has gone into factors that support sustainable development more broadly and have important but less direct impacts on agricultural output. Development Assistance Committee ODA for business support services and inputs accounted for only 2 per cent of the total in 2017, while Development Assistance Committee ODA for research extension and training accounted for another 2 per cent. Notwithstanding these changes, the largest share of aid allocations – 26.7 per cent of all sectoral ODA in 2010, and 23.9 per cent of sectoral ODA in 2017 – went to the area of policy and governance. While such aid is important for the management of a wide range of systemic risks that affect food security (see box 3), it is itself insufficient to sustainably boost agricultural output. Greater aid allocations for production and

processing, business support and inputs, as well as research, extension and training, but also for natural resource management and preservation, are critical for food security.

Table 4

**Gross official development assistance disbursements by Development Assistance Committee countries for primary sector development, by sector, 2010 and 2017**

Sector	Value		Share		Change
	(millions of constant United States dollars)		(percentage of all sectors)		(percentage points)
	2010	2017	2010	2017	2010 to 2017
<b>All sectors</b>	27 959	28 092	100	100	0.0
<b>Production and processing</b>	2 314	2 486	8.3	8.8	0.6
Agriculture (31120+31161+31162+31163)	1 449	1 894	5.2	6.7	1.6
Forestry (31220)	324	130	1.2	0.5	-0.7
Fishing (31320)	104	213	0.4	0.8	0.4
Processing and agro-industry (23270+31165+31261+32140+32161+32161+32163+43050)	437	249	1.6	0.9	-0.7
<b>Business support and inputs</b>	428	425	1.5	1.5	0.0
Agriculture (31191+31195)	104	108	0.4	0.4	0.0
Forestry (31291)	6	0	0.0	0.0	0.0
Fishing (31391)	39	8	0.1	0.0	-0.1
Co-ops and finance (31193+31194)	176	217	0.6	0.8	0.1
Fertilizer and pesticides (31150+31192+32165+32267)	102	93	0.4	0.3	0.0
<b>Research, extension and training</b>	1 006	1 139	3.6	4.1	0.5
Agriculture (31166+31181+31182)	693	576	2.5	2.0	-0.4
Forestry (31281+31282)	17	8	0.1	0.0	0.0
Fishing (31381+31382)	30	12	0.1	0.0	-0.1
Water (14081)	42	54	0.1	0.2	0.0
Energy (23181+23182)	30	46	0.1	0.2	0.1
Environment (41081+41082)	168	383	0.6	1.4	0.8
Transport and storage (21081)	9	43	0.0	0.2	0.1
Trade (33181)	18	16	0.1	0.1	0.0
<b>Natural resource preservation and management</b>	2 936	4 597	10.5	16.4	5.9
Land (31130+41030+41040+43040)	1 430	2 008	5.1	7.1	2.0
Water (31140+14015+14021+14040)	923	1 274	3.3	4.5	1.2
Energy conservation (23183)		181	0.0	0.6	0.6
Waste and pollution (41020+14050+14022+14032)	583	1 134	2.1	4.0	2.0
<b>Policy and governance</b>	7 479	6 696	26.7	23.8	-2.9
Agriculture (31110+31164)	942	804	3.4	2.9	-0.5
Forestry (31210)	235	426	0.8	1.5	0.7
Fishing (31310)	44	72	0.2	0.3	0.1

Sector	Value		Share		Change
	(millions of constant United States dollars)		(percentage of all sectors)		(percentage points)
	2010	2017	2010	2017	2010 to 2017
Water (14010)	558	659	2.0	2.3	0.3
Energy (23110+231)	978	1 910	3.5	6.8	3.3
Environment (41010)	3 186	1 558	11.4	5.5	-5.8
Transport and storage (21010)	831	391	3.0	1.4	-1.6
Trade (331)	703	875	2.5	3.1	0.6

Source: Estimates, based on OECD international development statistics. Available at [www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm](http://www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm).

### Box 3

#### **Ongoing trends and challenges to move food and agricultural systems towards sustainability: alternative pathways to 2050 for food and agricultural systems**

**Trends.** A number of global trends are affecting global and local food and agricultural systems.<sup>a</sup> The world's population is expected to grow to almost 10 billion by 2050, boosting agricultural demand, while income growth in low- and middle-income countries would hasten the consumption of meat, fruits and vegetables, thus requiring commensurate shifts in output. Satisfying increased demands with conventional high-input, resource-intensive farming systems would lead to even more intense competition for natural resources, further loss of biodiversity and increased greenhouse gas emissions, further deforestation and land degradation, and increased resistance to antimicrobials by pests and diseases. In addition, hunger is rising once again, with more than 820 million people chronically hungry and 2 billion suffering from malnutrition. Pervasive inequalities remain, hindering poverty eradication, while critical parts of food systems, from input provisioning to food distribution, are becoming more capital-intensive, vertically integrated and concentrated in fewer hands. Small-scale producers and members of landless households are the first to lose out and are increasingly seeking employment opportunities outside of agriculture, while increasing conflicts, crises and natural disasters hamper food availability and access, undermine social protection systems and push people back into poverty and hunger, thus fuelling distress migration and increasing the need for humanitarian aid.

**Challenges.** These trends pose a series of challenges to achieving sustainable food and agricultural systems:

*Sustainable and stable availability of food.* As conventional agriculture is unsustainable, innovative systems that protect and enhance the natural resource base while increasing productivity are needed. This implies massive investment in research, development and implementation of more “holistic” approaches, such as agroecology, agroforestry and organic and conservation agriculture, supported by an appropriate use of information technology and nurtured by indigenous and traditional knowledge. These improvements, along with drastic cuts in economy-wide and agricultural fossil fuel use, would also help address climate change and the intensification of natural hazards, which already disproportionately affect the most food insecure regions.

*Sustainable access to and utilization of food.* Eradicating extreme poverty and hunger implies addressing, both between and within countries, inequalities related to income, opportunities and ownership of assets, including land. Pro-poor growth strategies combined with social protections would improve access to food and its

utilization and nutritional outcomes, while increasing investment opportunities in rural areas, thus addressing the root causes of out-migration. However, pro-poor growth must go beyond agriculture by supporting economy-wide job creation and income diversification.

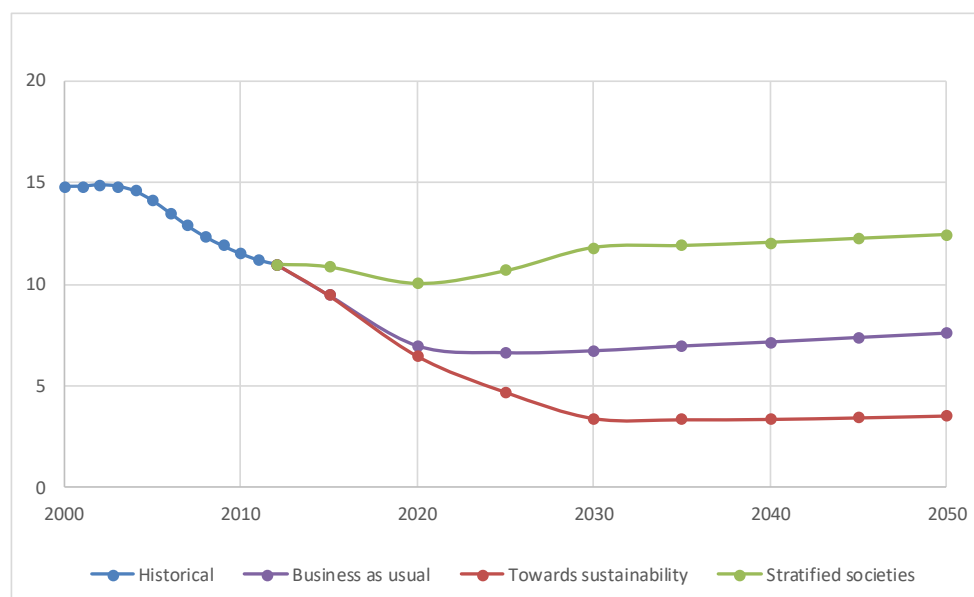
*Governance at all levels (systemic challenges).* Greater international collaboration and better governance at all levels is needed to, inter alia: protect global public goods such as climate, oceans and forests; prevent conflicts and resource grabbing through inclusive and equitable development; prevent the undue concentration of food and agricultural markets, monopolies in information technology and the undue control, management and exploitation of big data; protect countries that adopt stricter environmental and social standards from unfair trade competition; and address emerging transboundary threats to food agriculture systems, such as increased resistance to antimicrobials by pests and diseases.

**Alternative pathways to 2050.** The extent to which strategies and policies at the global and national level will address these challenges is going to determine the future of food and agricultural systems. To explore the possible future of those systems, the Food and Agriculture Organization of the United Nations (FAO) has designed three alternative scenarios for 2050. The first scenario is “business as usual”, where, despite some efforts, several outstanding challenges, including climate change, are left unaddressed, as has been the trend in recent decades. The second scenario, “towards sustainability”, is one in which proactive policies towards more sustainable food and agricultural systems and efforts to mitigate climate change are undertaken. The third scenario, “stratified societies”, is one in which exacerbated inequalities across countries and within societies lead to very limited innovation and intensified climate change.<sup>b</sup>

The FAO findings, consistent with results from other studies, highlight that, to satisfy the additional demand due to population and income growth, global agricultural production will need to increase, but the extent of this increase depends on dietary choices. The necessary increase in agricultural output, and the related use of natural resources and greenhouse gas emissions, can be significantly limited by, inter alia, reducing the consumption of meat and other livestock-based products, particularly in high-income countries and China, and by reducing food losses and waste in post-harvest storage, processing, distribution and consumption. Globally, a “business as usual” scenario would lead to significant undernourishment and malnutrition by 2050. The situation could even worsen should inequalities in income distribution, access to earning opportunities, including employment, and rights to basic services be further exacerbated (see figure).

### Global prevalence of undernourishment: historical and projected, 2000–2050

(Percentage)



Source: FAO, *The future of food and agriculture: alternative pathways to 2050* (Rome, 2018).

In moving towards sustainable food and agricultural systems, food prices would likely increase if all production and consumption costs were taken into account, including resource degradation and greenhouse gas emissions. Price increases could limit access to food among the poor; however, environmental sustainability, food security and better nutrition can be simultaneously achieved, as shown by various scenario analyses, if a more equitable distribution of income and food within and across countries is pursued. Indeed, policies to address inequitable distributions of income and food are an essential part of the policy package required to move food and agricultural systems towards overall sustainability.

<sup>a</sup> FAO, *The future of food and agriculture: trends and challenges* (Rome, 2017).

<sup>b</sup> FAO, *The future of food and agriculture: alternative pathways to 2050* (Rome, 2018). All scenarios assume that the population will follow the medium variant of United Nations projections. The scenarios take into account the changing calorie requirements implied by projected changes in population age structures.

25. Ensuring food security for the world population is a formidable challenge. Meeting it will require a comprehensive approach that helps countries boost agricultural production, reduce food waste and encourage better diets. In addition, countries will need to preserve and better manage natural resources and ensure adequate household incomes. Environmental degradation and pollution have important implications for the availability of food, and poverty reduction and income security are key determinants of access to food.

## V. Conclusions and recommendations

26. As noted in the 2019 report to the Commission (E/CN.9/2019/4), gross ODA disbursements between 2016 and 2017 levelled off; the analysis for 2020 shows that gross ODA disbursements between 2017 and 2018 fell. The decrease has had

particularly negative effects on the world's least developed countries, as noted by OECD. To date, only a few donor countries are reaching the ODA targets of 0.7 per cent of gross national income for all developing countries, and of 0.15 to 0.20 per cent for least developed countries, and some donors have further decreased their assistance.

27. The sectoral analysis of ODA trends, which relies on time series data up to 2017, must be viewed in the broader context of falling ODA. Thus, even though ODA for population-related matters increased between 2016 and 2017, there is a risk that ODA for population-related matters fell between 2017 and 2018. Similarly, ODA for food security, nutrition and sustainable development in 2018 might actually be lower than suggested by the ODA data for 2017.

#### **Notable trends in official development assistance**

28. Notwithstanding the above-mentioned caveats, the analysis presented here shows some notable trends. The shift in development assistance towards humanitarian purposes continues and is reflected in development assistance for food security. Aid allocated for food security other than in emergency situations increased by roughly 2 per cent from 2010 to 2017, whereas aid allocated to food security during emergencies increased by 68 per cent. While humanitarian assistance is of the utmost importance, so too is developmental aid that helps to build local capacities.

29. The diversification of the donor base continues and, in addition to non-Development Assistance Committee donor countries, there now are an increasing number of private donors reflected in the data. It is likely, however, that non-traditional donors have only now begun to report their activities to OECD for inclusion in the respective databases, even though the donors have long been active in the field.

#### **Official development assistance for population-related matters**

30. In 2017, gross ODA disbursements by Development Assistance Committee countries for sexual and reproductive health amounted to \$5.20 per woman of reproductive age in developing countries, which is an increase of \$0.60 from 2016. Including all official and private donors, aid for sexual and reproductive health in 2017 stood at \$6.98 per woman of reproductive age in developing countries. In 2017, gross ODA disbursements by Development Assistance Committee countries for population data and policy analysis stood at \$339 million, up from \$243 million in 2016.

31. The multilateral agencies are among the major donors for population data and policy analysis, whereas Development Assistance Committee countries remain the most important donors for sexual and reproductive health. However, an increasing number of private foundations also provide aid for population-related matters. Notwithstanding these changes, the Bill and Melinda Gates Foundation remains the largest private donor for sexual and reproductive health, whereas the William and Flora Hewlett Foundation is slightly ahead of the Gates Foundation with regard to aid for population data and policy analysis. In 2017, the Hewlett Foundation provided \$3.5 million and the Gates Foundation provided \$3.4 million for population data and policy analysis.

#### **Official development assistance for food security, nutrition and sustainable development**

32. Aid to ensure food security in emergencies has seen a notable increase from 2010 to 2017, and aid for the agricultural sector has risen as well. However, aid for agriculture in developing countries remains relatively low overall, especially when

compared against the total agricultural support provided by developed countries for their own agricultural activities. In 2017, aid for agricultural development in developing countries accounted for only 4.2 per cent, aid for forestry only 0.4 per cent and aid for fishing only 0.3 per cent of total sector-allocable aid by official and private donors.

33. According to OECD data, private donors are not engaged in the area of food security. They do not provide support for general non-emergency measures to boost food security and nutrition, nor do they provide support for emergency measures to ensure food security during crises. However, private donors do have a notable interest in the primary sector – including agriculture and fishing in particular, and forestry to a lesser extent – and have increased their donations to that area over the past years. In 2017, the private sector accounted for 2 per cent of total development aid, but 8 per cent of total aid to the primary sector. By comparison, also in 2017, non-Development Assistance Committee countries accounted for a mere 3 per cent of total aid to the primary sector.

34. With regard to ODA for food security and nutrition, gross ODA disbursements by Development Assistance Committee countries for issues related to policy and governance accounted for the largest share of sectoral ODA in 2017 at 23.8 per cent, compared with 8.8 per cent for production and processing, 1.5 per cent for business support services and inputs, and 4.1 per cent for research, extension and training.

35. The share of sectoral ODA disbursed for natural resource preservation and management reached 16.4 per cent in 2017 – an increase of nearly 10 percentage points over the 2010 level.

36. Efforts to ensure a sustainable increase in agricultural production will need to be complemented by a reduction in food waste and a shift towards more sustainable patterns of food consumption. Balanced nutrition, including a reduction in the consumption of proteins and an increase in the consumption of vegetables, is important for people and the planet, and essential to reducing undernutrition and obesity alike. Efforts to ensure the availability of healthy and nutritious food need to be complemented by a focus on ensuring access, which is determined, critically, by adequate household income.

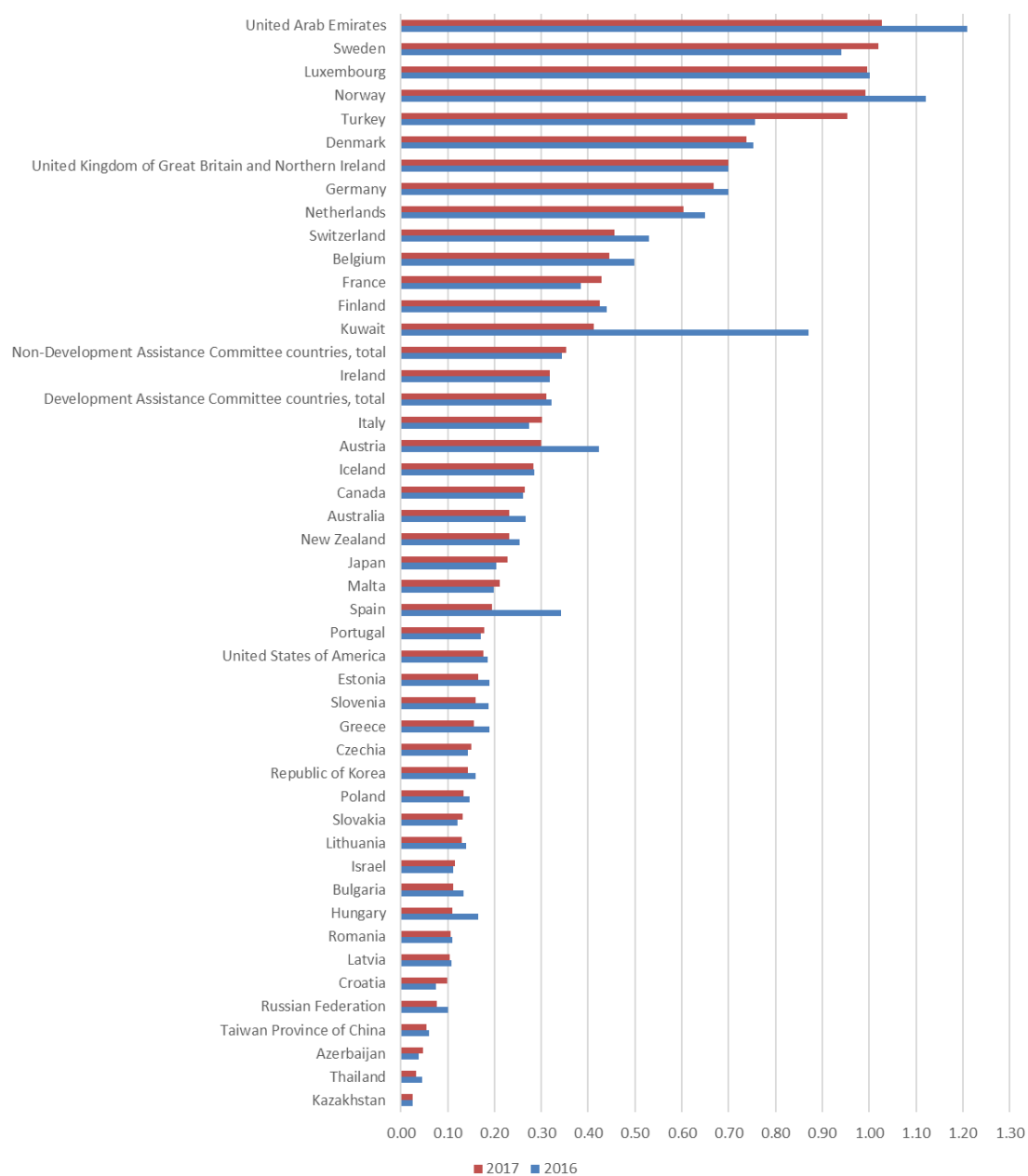
37. The increasing diversification of the donor base is consistent with the vision of the 2030 Agenda for Sustainable Development, which emphasizes the need for a broad engagement of the public and private sector in development. It would be detrimental, however, if an increase in development aid by non-traditional donors were to come at the expense of development aid by traditional donors, in particular for the poorest countries. The Secretary-General of OECD, Angel Gurría, noted in a press release that the picture of stagnating public aid was particularly worrisome because it followed data showing that private development flows were also declining, and that donor countries were not living up to their 2015 pledge to ramp up development finance, which boded badly for the achievement of the Sustainable Development Goals.<sup>6</sup>

<sup>6</sup> See OECD, “Development aid drops in 2018, especially to neediest countries”, press release, 10 April 2019. Available at [www.oecd.org/development/development-aid-drops-in-2018-especially-to-neediest-countries.htm](http://www.oecd.org/development/development-aid-drops-in-2018-especially-to-neediest-countries.htm).

## Annex I

# **Gross official development assistance disbursements by Development Assistance Committee and non-Development Assistance Committee donors to all recipients, 2016 and 2017**

(Percentage of donor gross national income)



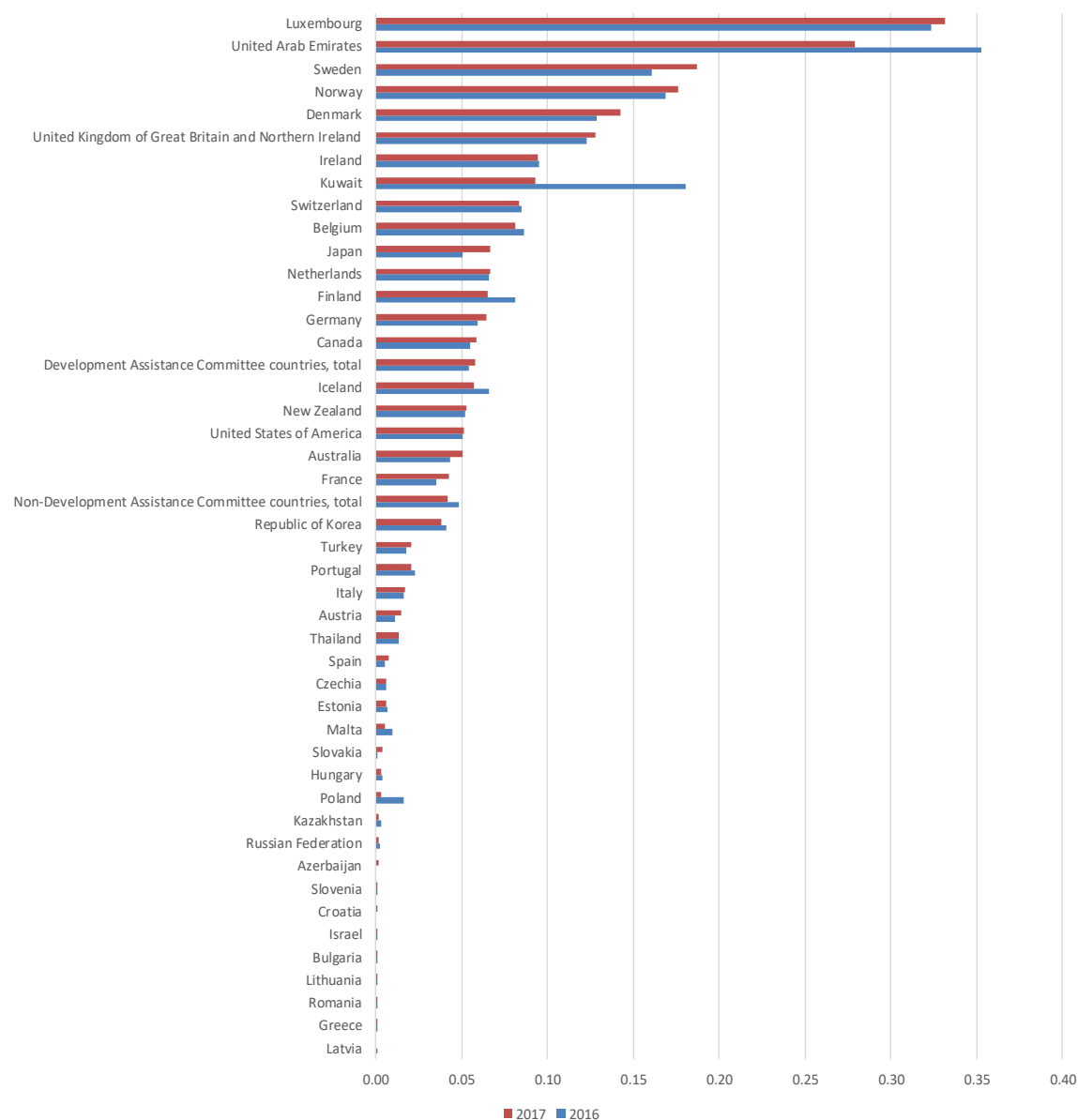
Source: Estimates, based on Organization for Economic Cooperation and Development international development statistics. Available at [www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm](http://www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm).



## Annex II

# **Gross official development assistance disbursements by Development Assistance Committee and non-Development Assistance Committee donors to least developed countries, 2016 and 2017**

(Percentage of donor gross national income)



Source: Estimates, based on Organization for Economic Cooperation and Development international development statistics. Available at [www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm](http://www.oecd.org/development/financing-sustainable-development/development-finance-data/idsonline.htm).