

Commission of the European Communities Directorate-General for Information, Communication, Culture

## EUROPE INFORMATION



# OFFICIAL DEVELOPMENT ASSISTANCE FROM THE EUROPEAN COMMUNITY AND ITS MEMBER STATES

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The Community of Twelve is an important partner for the developing countries.

This is true for trade; the Community is the largest market for many Third World countries, and an important outlet for all of them. Likewise, the South also takes a sizeable share of European exports - a bigger share than that of the United States or Japan.

But the European Community and its Member States are also the world's main source of official development assistance. Of every 100 dollars in aid going to the Third World, 31 come from the Community of Twelve, in the form of aid from the Community as such, bilateral aid, or the Member States' contributions to multilateral aid.

The aim of this brochure is to enlarge on this basic fact: how much official aid comes overall from the Community of Twelve as compared with other donors, both for the whole of the Third World and also for each of its major regions? Where does aid from the Community as such stand in comparison to European aid as a whole? How is the aid broken down geographically, how is it spread over various types of activities, etc.?

An attempt is made here to answer these questions. Whether Europe is doing enough or not, whether it is distributing its aid wisely and whether the best use is being made of the money spent, are matters which lie outside the scope of this publication.

# OVERALL ASSISTANCE FROM THE COMMUNITY OF TWELVE

"The Community of Twelve" means both the twelve Member States of the European Community and the Community itself: the figures used to illustrate the overall effort of the Twelve therefore represent the sum total of expenditure on bilateral and multilateral aid from the Member States and the aid committed under Community development policy<sup>(1)</sup>. Most of the data do not include, however, the relatively marginal contributions from the three countries which have most recently joined the Community: Greece, Spain and Portugal.

"Development aid" means official development assistance (ODA), i.e. grants or loans with a predominant grant element, and hence not including other official contributions without such a grant element, or any private contributions (donations, investment or loans). Unless otherwise indicated, the figures used refer to net disbursements.

Community aid is compared to that of the other main providers of funds: the United States, Japan, the other members of the OECD Development Assistance Committee (DAC)-Australia, New Zealand, Canada, the Nordic countries, Austria and Switzerland-and the OPEC countries. Some figures have been given on the COMECON (CMEA) countries, although it is difficult to provide reliable and comparable data, for them.

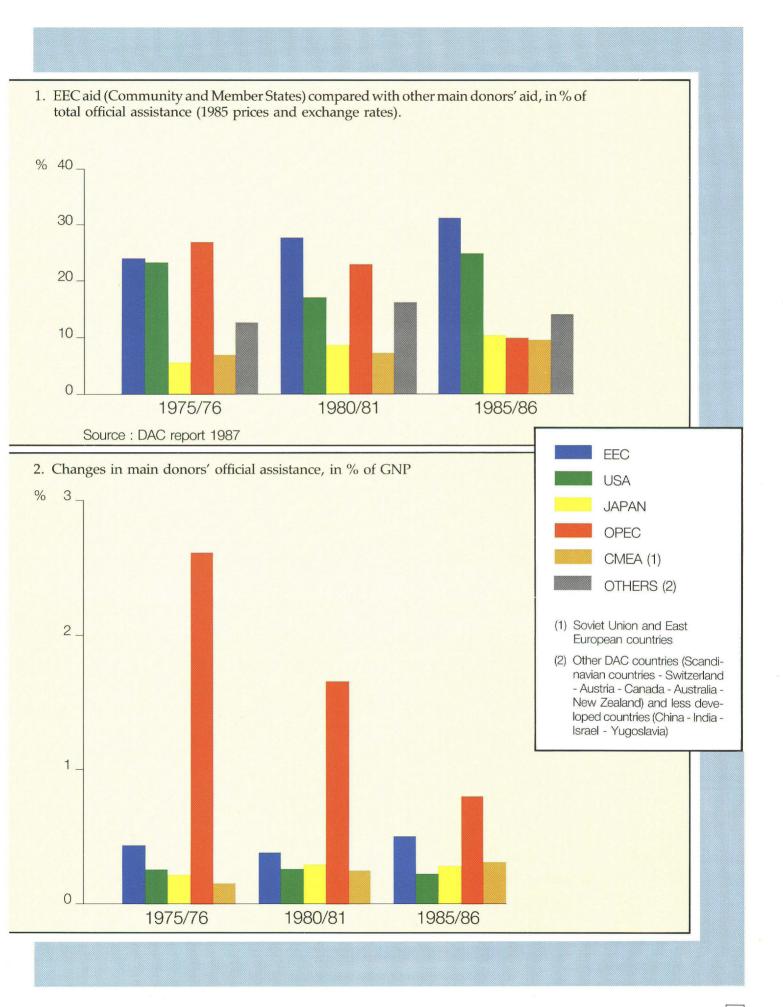
(1) In this brochure the terms **Europe** and **European aid** are used to denote Europe of the Twelve and its overall aid.

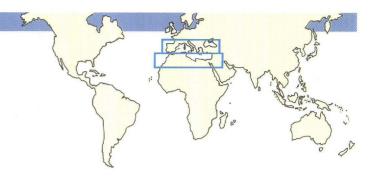
### Policy pipedream...

If the two great economic powers of Japan and the United States agreed to match the performance of the Twelve, i.e. to grant 0.51% of their GNP in aid, the total available resources for the Third World would increase by more than USD 14 billion, or in other words more or less the total amount of aid which went to sub-Saharan Africa in 1986. According to a recent report prepared for the UN Secretary-General on financing Africa's recovery, sub-Saharan Africa requires an additional USD 5 billion a year.

### The Twelve - main aid donor

- In 1985-86 the Twelve represented the biggest source of official development assistance in the world: USD 11.7 billion (at 1985 prices and exchange rates). In second position came the United States with a contribution 20% smaller, although their capacity to contribute on the basis of their gross national product, was 60% higher than the European Community's. The contributions of Japan, the OPEC countries, and the CMEA countries (USSR and the Eastern European States) were roughly similar, amounting to less than a third of Europe's contribution.
- An analysis of developments over the last ten years shows steady growth in European aid. In 1975-76, however, the Community took second place behind the OPEC countries. Since then, falling oil prices have forced OPEC to make substantial reductions; US aid increased, as did that of Japan and the CMEA countries, albeit to a lesser extent.
- The fact remains that throughout this period Europe has been the largest provider of aid in relation to its intrinsic wealth, i.e. gross national product (GNP), except in the case of OPEC mentioned above. In 1985-86 European aid reached 0.51% of GNP, compared to 0.45% in 1975-76. The figure for the United States fell from 0.26% to 0.23% and increased for Japan from 0.22% to 0.29%.
- The rate for the Twelve is obviously an average of Member States' performances, which vary considerably: the rate for the Netherlands, for example, comes close to 1% whereas the less wealthy countries have problems of underdevelopment at home and so grant less aid to the Third World.
- Official development assistance appears as an item of expenditure in a country's budget. In the United States aid represents 1.1% of budget expenditure and, in Japan, 1.2%. In the Community, the figures reach 2.6% in Germany and Denmark, 2.7% in the Netherlands and 3.3% in France.





Amongst the recipient countries were Portugal and Greece,

which have since become members of the Community.

The largest amount of aid, however, went to Turkey,

which also received aid from Japan (second-largest

### Geographical breakdown of assistance from the Twelve

The following table illustrates the importance of Europe's aid in the various regions of the Third World by comparing the main sources of aid; these exclude the traditional multilateral development agencies which themselves are mostly financed by OECD countries and therefore to a large extent by the Twelve.

Net ODA per recipient - 1986

	Community of 12	USA	Japan	Other DAC	OPEC	CMEA
Europe	44.9%	31.2%	16.0%	1.7%	6.2%	_
Africa	52.0%	20.1%	5.4%	13.0%	6.6%	2.5%
America	34.5%	28.8%	6.9%	5.9%	0.9%	23.0%
Asia	13.7%	18.8%	16.5%	6.0	20.3%	24.5%
Oceania	42.6%	20.8%	4.9%	29.0%	_	_

donor) and the United States.

NB:

Europe : essentially Turkey

Africa: North Africa and sub-Saharan Africa

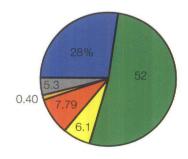
America: South America, Central America and the Caribbean, Mexico

Asia: Including Middle East

The broad picture which emerges from this table shows clearly the importance of aid from the Twelve for Africa (North and sub-Saharan Africa), and also to a lesser extent for the American region. A more detailed analysis is required, however, to assess and compare the aid from the main donors going to the various regions of the Third World.

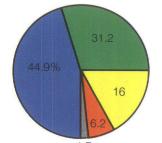
### Africa north of the Sahara

- The region received 6.5% of all bilateral aid.
- It received 5.8% of European aid.
- European aid made up 28% of the total aid received.



### Mediterranean Europe

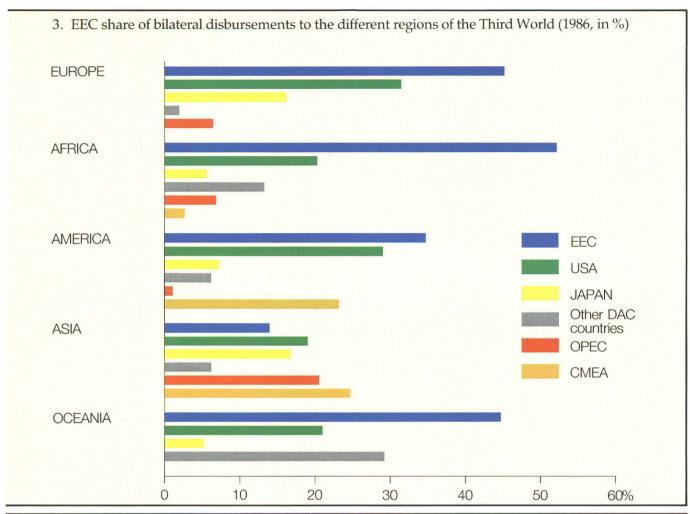
- The region received 1.3% of all bilateral aid.
- It received 1.8% of European aid.
- European aid made up 44.9% of the total aid received.

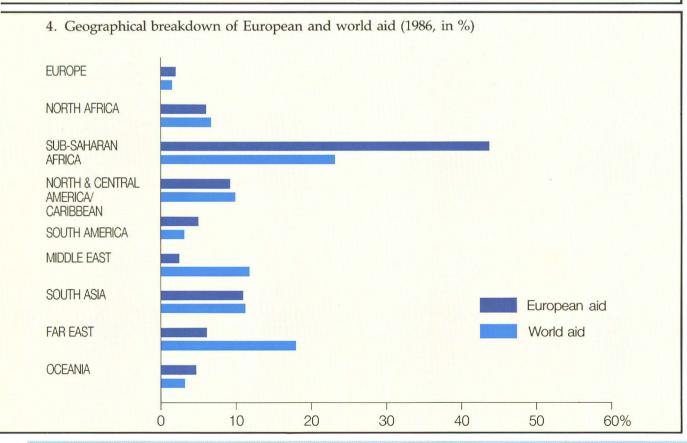


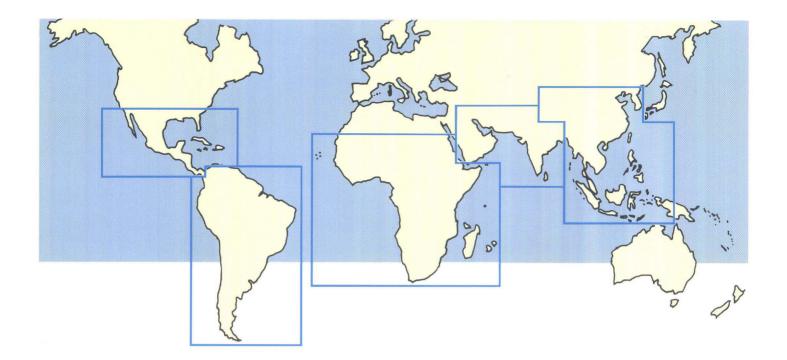
The Community of Twelve ranked second behind the United States, the largest donor with 52% of total contributions. These figures are, however, considerably affected by the amount of aid going to Egypt, the second-largest recipient of US aid in the world (USD 1 147 million in 1986).

Egypt also receives a significant amount of aid from the Twelve (USD 257 million, putting it in third place after India and Indonesia) and from Japan (it is the only significant recipient of Japanese aid outside Asia).

If we exclude Egypt, the largest contributions for the region come from The Twelve, ranked number one for all the Maghreb countries.

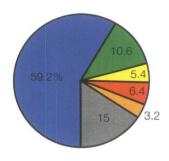






### Sub-Saharan Africa

- The region received 23% of all bilateral aid.
- It received 43.5% of European aid.
- European aid made up 59.2% of the total aid received.



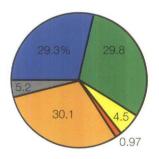
Sub-Saharan Africa is the largest recipient of aid, from whatever source; this predominance is seen even more clearly as regards aid from the Twelve.

- The latter account for almost 60% of the total going to the region, far outstripping other aid sources. In second position, with 15% of the total, are the other DAC countries, here mainly the Nordic countries and Canada; next come the United States (10.6%), the OPEC countries (6.4%), Japan (5.4%), and finally COMECON (3.2%).
- Of the 27 largest recipients of European aid (receiving more than USD 100 million in 1986), 16 are in sub-Saharan Africa. Corresponding figures for US aid are one country (Sudan) out of 11, for COMECON, one country (Ethiopia) out of nine, and none for Japan.
- This trend was already apparent in 1981. Since then it has become rather more marked. Throughout the period, the relative share of assistance from the United States and COMECON changed little, while assistance from Japan and the other DAC countries increased.

Contributions from the OPEC countries, on the other hand, decreased sharply.

# North America, Central America and the Caribbean

- The area received 9.7% of all bilateral aid.
- It received 9% of the aid from the Twelve.
- European aid accounted for 29.3% of the bilateral aid received.



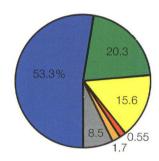
These overall figures, however, tell us very little, since they result from a conjunction of very specific factors. In overall terms, aid from the Twelve, the United States and COMECON is roughly equal (each supplies 30%), but COMECON aid goes to only two countries - Nicaragua and, above all, Cuba, the second-largest recipient in the world of their assistance. Half of European aid goes to the French overseas departments. Lastly, US aid is focused strongly on three "strategic" countries, with 56% of the total going to Costa Rica, Honduras and, particularly, El Salvador.

European assistance is the most evenly spread: all 32 countries in the region receive aid to varying degrees. Japan aids 18 countries, and the United States 13. Europe is the main source of assistance for Mexico, Tri-

nidad and most of the Lesser Antilles. In Central America, where disbursements have more than doubled since 1981, it holds second place.

South America

- The region receives 2.9% of all bilateral aid.
- It receives 4.8% of European aid.
- European aid represents 53.3% of the aid the region receives.



In total, this region receives the least in bilateral aid (except for Oceania).

This also applies to Europe's aid, although South America's share of European aid is higher than its share of total world aid, and would still be higher even if the aid given to French Guiana - an overseas department - were not included.

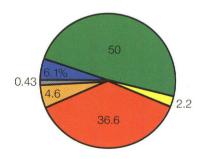
After European aid come the contributions of the USA (20.3%) and Japan (15.6%).

Europe is the largest donor in most of the region (Argentina, Brazil, Colombia, Peru, Suriname, Uruguay and Venezuela) and comes second after the United States in Bolivia and Ecuador.

Since 1981, total aid for the region expressed in current US dollars has fallen back noticeably, particularly as a result of the drop in European aid for Brazil and Suriname.

Middle East

- The region receives 11.6% of all bilateral aid.
- It receives 2.25% of European aid.
- European aid makes up 6.1% of the total aid received.



Regional statistics have little meaning because of the massive American aid for Israel (USD 1 895 million, or 50% of total assistance to the region). Aid from OPEC

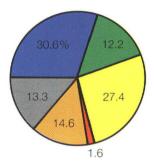
countries (in second place with 36.6%) is much less narrowly focused and, obviously, focused differently. Syria and Jordan account for 80% of it.

European aid is more modest but more evenly spread. Aid goes to all the countries, but particularly to the Yemen, Arab Republic, Syria, Lebanon, Jordan and Israel.

It has increased since 1981, when it represented only 3.8% of the region's aid.

### Southern Asia

- The region receives 11% of all bilateral aid.
- It receives 10.7% of European aid.
- European aid makes up 30.6% of bilateral aid received.

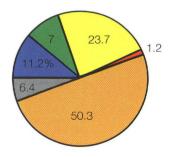


India is the largest recipient of European aid in the world, and the Twelve are its largest provider of funds, as is also the case for Pakistan. For Bangladesh and Sri Lanka, the Twelve take second place behind Japan but ahead of the United States. The contributions of the COMECON countries, slightly higher than those of the United States, are directed mostly to Afghanistan and India.

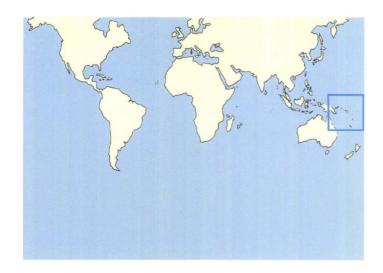
Since 1981, European aid for the region and aid from the United States have remained stable, while Japan's contributions have more or less doubled, and include a spectacular increase in assistance to India.

### Far East

- The region receives 17.3% of all bilateral aid.
- It receives 5.9% of European aid.
- European aid makes up 11.2% of the bilateral aid received.



The main source of aid is the COMECON countries (with more than 50%), but this goes exclusively to the communist countries: mainly Viet Nam and Mongolia, then Kampuchea, North Korea and Laos.

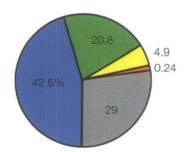


Japan takes second place, with 23.7%. It is the main supplier of aid for China, the Philippines and Thailand.

The main recipient of European aid in the region is Indonesia, followed by China, Malaysia, Thailand and the Philippines. The increase in aid for China is the most striking feature of European aid to the region since 1981.

### Oceania

- The region receives 3% of all bilateral aid.
- It receives 4.4% of European aid.
- European aid makes up 42.6% of the bilateral aid it receives.



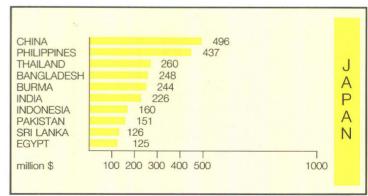
Some 60% of the total contributions going to the region are in fact provided for territories under French sovereignty (New Caledonia, and French Polynesia) or United States sovereignty. Half of the USD 500 million going to independent countries is allocated to Papua New Guinea, most of it coming from Australia. Papua New Guinea also receives European aid, as do all the small islands, although Europe usually comes third after Australia and Japan. The situation has not changed fundamentally since 1981. Over that period, only Japan has noticeably increased its aid.

# Profile of assistance from the Twelve

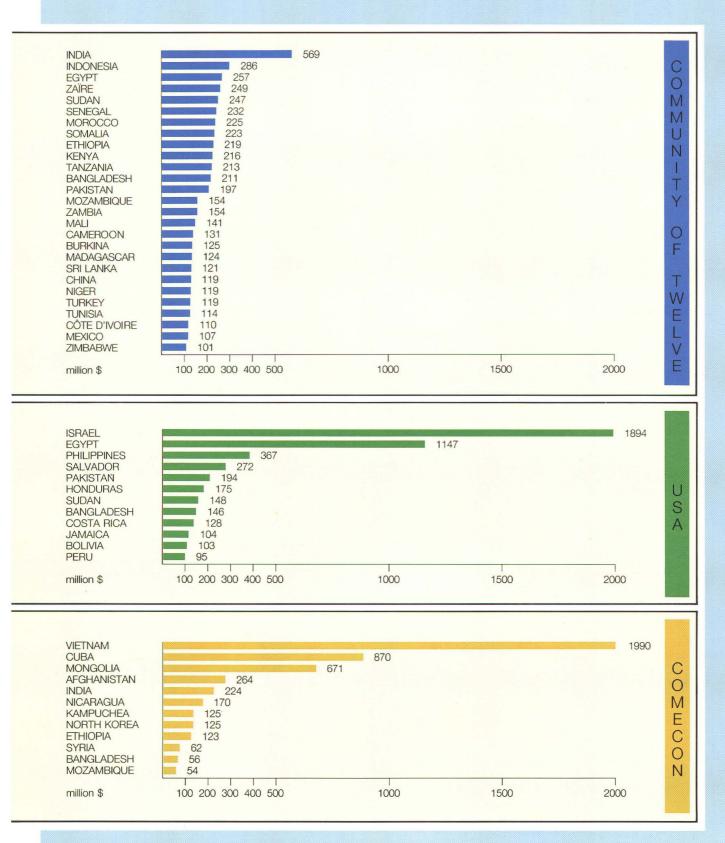
A comparison between the distribution of aid from the Twelve among its various recipients and of contributions from the other main donors shows the following:

- The number of large recipients is noticeably higher for European aid: in 1986, 27 countries received aid of more than USD 100 million. In contrast, there were only 11 for US aid, 10 for aid from Japan and from COMECON, and 5 for aid from the OPEC countries.
- Aid from the other providers of funds is clearly concentrated on a few very large recipients, with six countries attracting more than 50% of US aid, almost 50% of Japanese aid, 43% of OPEC aid and more than 76% of aid from the COMECON countries. The six largest recipients of European aid, on the other hand, receive only 16% of total disbursements.
- Assistance from the Twelve, partly because it involves a pooling of aid and therefore of the "preferences" of the various Community Member States and the Community itself, is much less influenced by strategic or political considerations. This contrasts sharply with the distribution of aid from the United States or the Eastern block countries.

This feature of European aid has become more pronounced since 1981, when only 18 countries received assistance of more than USD 100 million, and the six main recipient countries accounted for 20% of aid disbursed. Over the same period, however, the concentration of US aid and of aid from COMECON countries changed very little.



# 5. Main recipients of aid from four of the principal donors (ODA net, 1986, in million \$)



# ASSISTANCE FROM THE EUROPEAN COMMUNITY

Aid from the Community as such is granted by the European Community to developing countries under cooperation agreements or in implementation of decisions which the Community has taken unilaterally. The most important agreements, i.e. those containing specific financial cooperation arrangements, are the Lomé Convention, which concerns 66 African, Caribbean and Pacific countries, and the agreements with Mediterranean countries. Aid resulting from unilateral Community decisions includes food aid, emergency aid, and the development aid granted to Latin American and Asian countries but not covered by contractual obligations (whether or

not there are cooperation agreements with the countries concerned) (1).

For historical reasons, there is no one single financing system which applies to all these types of aid. The European Development Fund, set up in 1958, is the oldest Community instrument and still operates under the successive Conventions signed in Lomé; it is financed by Member States' contributions and is separate from the Community budget. All other development expenditure, however, is shown in the budget.

# Position of development assistance in Community expenditure

Development aid, taking budget payments and European Development Fund expenditure together, accounted for 5.8% of total Commmunity expenditure in 1986. Although this percentage may seem modest, the Community's development policy holds a more than respectable position when compared with the various other sectoral activities of the Twelve apart from the common agricultural policy. It should also be noted that 5.8% of budget expenditure is considerably higher than the corresponding percentages for the Member States (never higher than 3.3%).

Development aid expenditure as a percentage of total Community expenditure. Comparison with other Community policies. million ECU 1985% 1986% 1792 (6.2) 2142 (5.8) Development aid Regional policy 1662 (5.8) 3390 (9.0) 1620 (5.6) 2356 (6.4) Social policy Research, industry, 721 (2.5) 993 (2.7) energy, transport

 Over the last ten years, the share of EDF expenditure relative to budget expenditure has progressively fallen.
 In 1976 EDF disbursements accounted for almost 65% of total expenditure, whereas they stood at only 49% in 1986.

This does not mean that the appropriations granted

to the ACP countries under the Lomé Conventions were reduced, but that the Community's other development activities have become more numerous and progressively more significant.

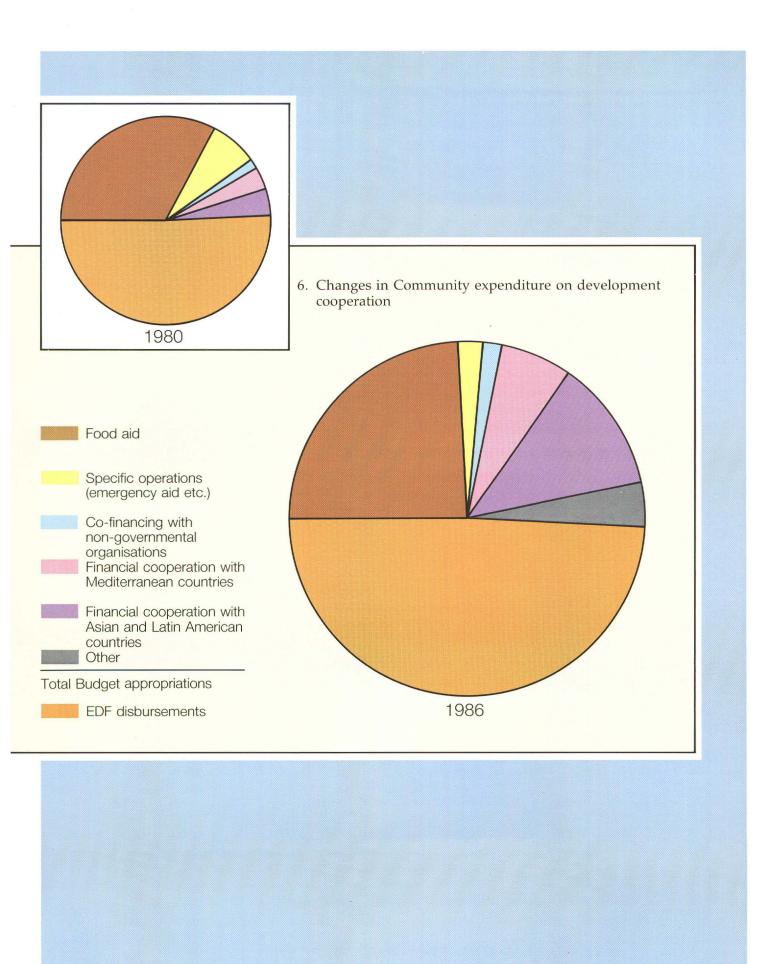
### Some basic figures

- Financing under the 6th EDF (1986-1990): 7400 million ECU
- Financing provided for in the cooperation agreements with southern Mediterranean countries (Third Protocols 1987-1991): 1 681 million ECU, including 1066 million for EIB loans.

#### Changes in cooperation expenditure

enanges in cooperation expenditure					
	millior	nECU			
	1980	1986			
<ul> <li>Food aid</li> </ul>	314	412			
<ul> <li>Specific operations</li> </ul>	58	51			
(emergency aid, etc.)					
<ul> <li>Cofinancing with non-governmental</li> </ul>					
organizations	10	35			
<ul> <li>Financial cooperation with</li> </ul>					
Mediterranean countries	35	107			
<ul> <li>Financial cooperation with</li> </ul>					
Latin American and		404			
Asian countries	44	181			
- Other	-	68			
<ul> <li>Total budget appropriations</li> </ul>	461	854			
<ul> <li>EDF disbursements</li> </ul>	485	843			
- Total	946	1 720			

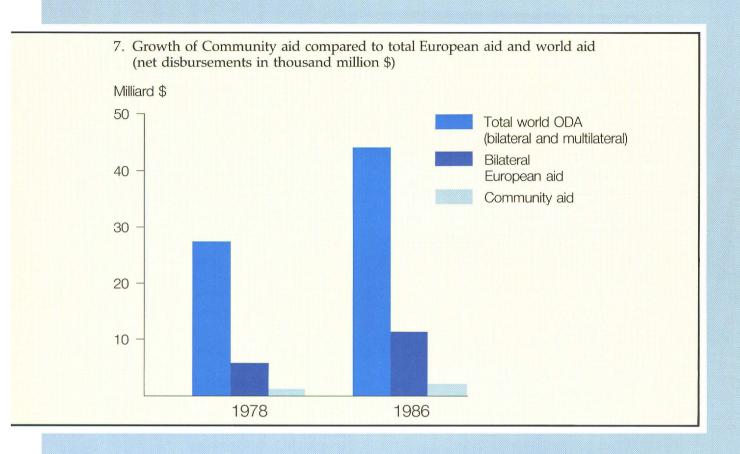
 For a more detailed analysis of Community cooperation policy, see "Europe-South Dialogue", CEC, 1988.

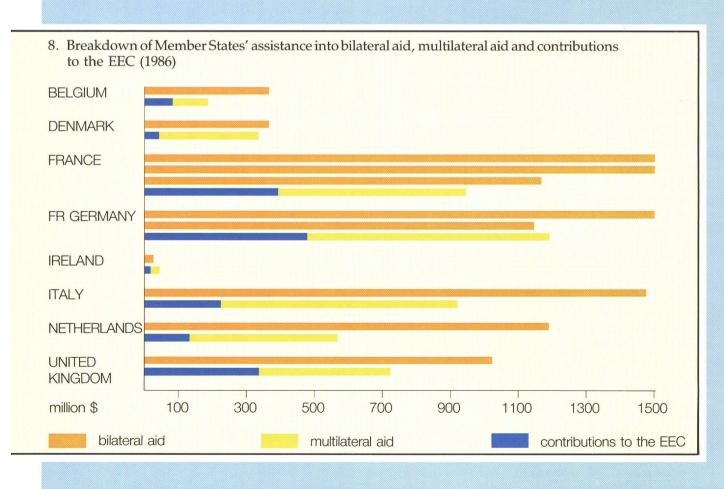


### Volume of Community development assistance

In 1986, aid from the Community as such totalled USD 1.9 billion (net disbursements), corresponding to 4.3% of world official development assistance and almost 12% of total aid from the Twelve (bilateral and multilateral aid).

- In volume terms, Community aid, although a significant and increasing source of assistance, remains relatively modest.
- Compared with national bilateral aid, for example, Community aid represents 25% of US bilateral aid, 72% of German aid, and 185% of UK aid.
- Compared with total aid from the Twelve (Community plus Member States), Community aid represents almost 17% of all bilateral aid from the Member States; if the total of bilateral and multilateral official assistance is taken, the figure is 11.8%.
- In 1978 Community aid was just over USD 800 million. By 1986 it had increased by almost 140%. Over the same period the total for the Twelve increased by only 81% (all types of aid) or 84% (bilateral aid). The share of aid from the Community as such in overall assistance from the European Community and its Member States is therefore increasing.
- The part which the payments to the European Community for its development aid represent as a proportion of total national aid expenditure varies from Member State to Member State, from 6% (Denmark) to 27% (Ireland). Figure 8 compares bilateral aid, and payments to multilateral bodies and to the EEC, for each country.



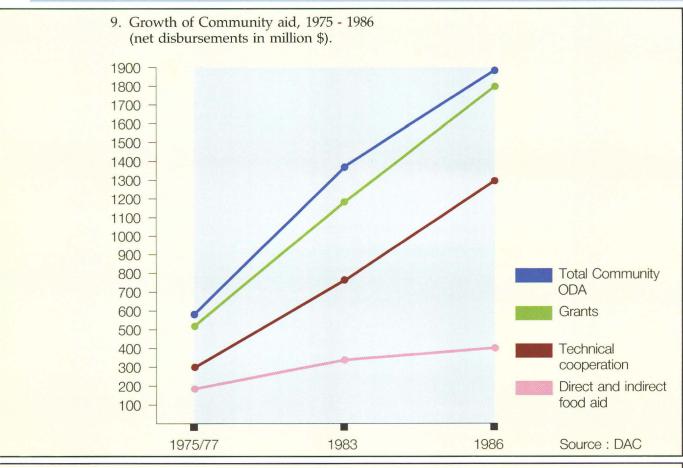


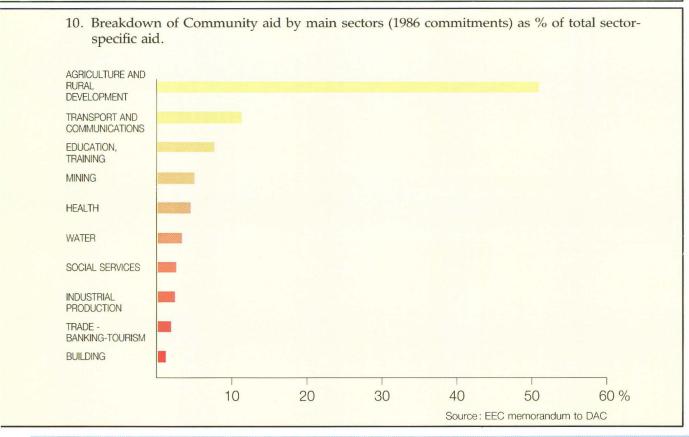
In broad terms, Community contributions are mostly made up of grants, mainly allocated to development projects, although food aid is also significant. EEC assistance is given to a very wide range of countries - almost all the developing countries - but with an even clearer priority for sub-Saharan Africa than that given by other donors. The Community also allocates a larger share of its aid than do other donors to agricultural and rural development.

# Profile of Community assistance

- In 1986 grants made up 97% of Community aid (compared with 91% in 1975-77).
   For all the DAC countries, the figure was only 85%.
   This shows the particularly high grant element present in EEC aid.
- Most of the grants go to development projects. In 1975-77 these made up only 52% of total aid; in 1986 they accounted for 69% (including emergency aid other than food aid). The proportion for food aid, distributed direct by the Community or via multilateral agencies, dropped from 31% in 1975-77 to 21% in 1986. Nevertheless the Community remains an important donor of this type of aid, ranked second (16% of the total food aid of the DAC countries on average in 1985-86) behind the United States (39%).
- The increasing priority given to agricultural and rural development is clearly a feature of Community aid: assistance for the development of agricultural production (representing only a fraction of the activities focused on rural development) accounted for 21.4% of Community aid commitments in 1986, whereas the figure for all bilateral aid from DAC countries was only 12.5%. More generally, aid for production predominates in Community commitments: 36% of the total as against 21.3% for the DAC countries, 32.5% for the World Bank and 17.3% for UN agencies.

The importance of agriculture is even more apparent when considered not as a share of total aid, but as a percentage of commitments allocated to specific sectors (i.e. excluding food aid, etc.), where it represents over 50% of the total.

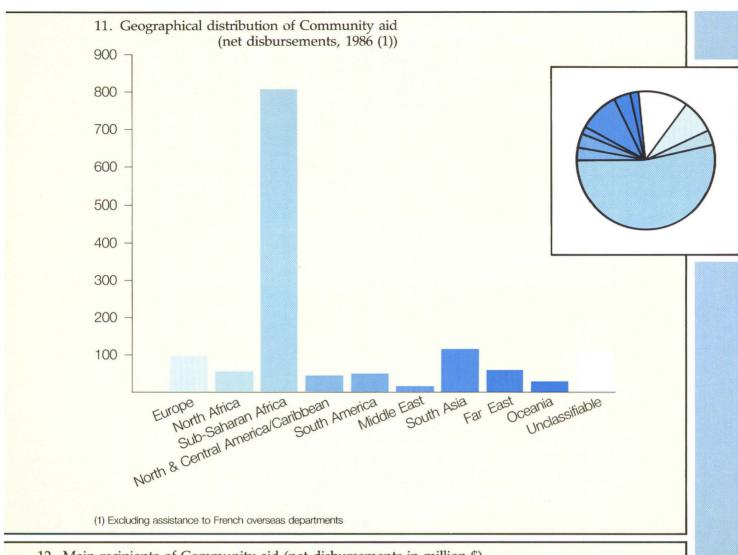


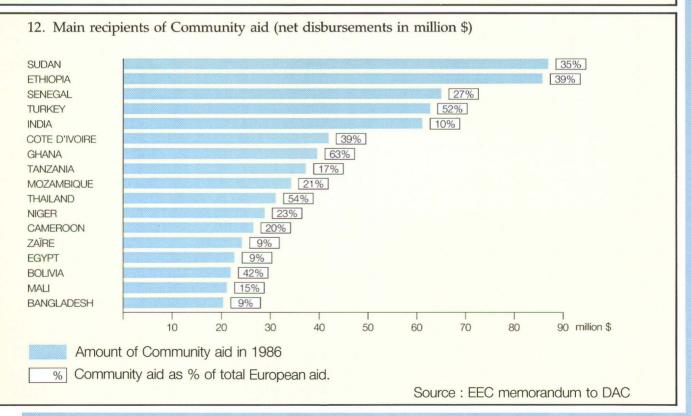


### Geographical distribution of Community assistance

- Sub-Saharan Africa is by far the biggest recipient of Community aid<sup>1</sup> with 55% of country-specific disbursements in 1986. If the disbursements which were not country-specific are added, this figure rises to 60%; corresponding figures are 23% for total world aid and 43% for aid from the Twelve (Community plus Member States).
- Next, in order, come southern Asia (8%), southern Europe (6.4%, mainly Turkey), America (Latin America and the Caribbean, 6.5%), the Far East (4%), North Africa (3.6%), Oceania (1.9%), and the Middle East (1.1%).
- Nonetheless, the share of sub-Saharan Africa has decreased somewhat since 1980 (falling by six percentage points) and that of Asia has been cut by a third. America (up from 4% to 6.5%), southern Europe and Oceania have seen their share increase.
- Although Community aid is higher in some regions than in others, it is given to the vast majority of developing countries across all continents.
   This diversified network is similar to that which characterizes aid from the Twelve as a whole. The process of expanding Community development policy, beginning with the initial "core" (French-speaking Africa and North Africa) and gradually spanning the globe, is reflected in this far-flung pattern.
- Community aid represents on average 4.3% of world aid and 17% of total aid (bilateral aid) from the Twelve; as regards assistance given to each region or recipient country, the percentage varies: for the African continent, Community contributions acount for 6% of total aid resources and 16.6% of total contributions from the Twelve. The corresponding figures are 1% and 9% for Asia, and 2% and 10% for America.<sup>(1)</sup>

Figure 12 shows how average percentages can vary considerably according to the recipient country; thus, in 1986 Community aid accounted for more than a third of assistance from the Twelve in certain countries, such as Sudan, Ethiopia, Côte d'Ivoire, Ghana, Thailand and Bolivia.





#### Statistical annexes

#### TABLE I

Main donors of official development assistance 1986 - in USD million at 1985 prices and exchange rates

EUR 12:	11 964
United States:	9 362
Japan:	3 853
Other DAC countries:	4 653
OPEC countries:	3 669
CMEA countries:	3 658
Less developed countries:	380
TOTAL:	37 541

Source : DAC Report 87

### TABLE III

Main donors of official assistance in various regions of the Third World 1986 - net disbursements in USD million

	Europe	Africa	America	Asia	Oceania
EUR 12     United States     Japan     Other DAC countries     OPEC     CMEA (gross figures)     Total 1 - 6     Multilateral agencies	29	5611 2170 593 1403 719 274 10770 3935	1 581 1 318 317 269 39 1 057 4 581 904	2 150 2 940 2 588 944 3 178 3 825 15 624 3 685	494 230 55 320 3 - 1102 58
TOTAL	596	14704	5 886	19310	1 159

#### TABLE II

Official assistance from the European Community and its Member States. 1986 - net disbursements.

	USD million	% of GNP (average 1985-86)
Belgium	549	0.51
Denmark	695	0.85
France	5105	0.75(1)
Germany	3832	0.44
- Greece (2)	28	,
Ireland	62	0.27
Italy	2403	0.34
Luxembourg (3)	15	(0.07)
Netherlands	1740	0.87
Portugal (3)	15	
Spain (3)	167	(0.10)
United Kingdom	1750	0.33
EEC	1899	

- (1) Including aid to Overseas Departments
- (2) Estimate for 1985
- (3) Average for 1985-86

### **TABLE IV**

EEC-ACP cooperation Financing available under the first, second and third Lomé Conventions.

million ECU

Total for Convention	Lomé l	Lomé II	Lomé III
	3462	5409	8500
EDF - grants - special loans - risk capital - STABEX - SYSMIN EIB loans from own resources	3072	4724	7400
	2150	2999	4860
	446	525	600
	99	284	600
	377	634	925
	-	282	415
	390	685	1100

### **TABLE V**

Cooperation with southern Mediterranean countries (Maghreb - Mashreq - Israel).

Contributions provided for in the financial Protocols - million ECU.

	Budget	European Investment Bank	Total
First Protocol 1976 - 1981	307	362	669
Second Protocol 1982 - 1986	415	600	1 015
Third Protocol 1987 - 1991	615	1 066	1 681

### **TABLE VI**

European Community aid to the "non-associated" developing countries (1) - trend in commitments - million ECU.

1976	20.0
1977	45.0
1978	70.0
1979	110.0
1980	138.5
1981	150.0

1982	243.0
1983	212.2
1984	218.0
1985	264.0
1986	248.2
1987	290.1
	<u> </u>

#### TABLE VII

Geographical breakdown of Community food aid - 1985

	Cereals	Butteroil	Milk powder
Middle East	1.3%	0.3%	0.5%
Africa	60.7%	35.6%	19.1%
Asia	5.0%	20.5%	9.9%
Latin America	1.7%	3.4%	5.6%
International	31.2%	40.0%	64.7%
Organizations			

(1) Mainly in Asia and Latin America.