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## EMERGING ECONOMIES AND THE CHANGING DYNAMICS OF DEVELOPMENT COOPERATION

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<b>Notes on Contributors</b>	iii
<b>Introduction: Beyond Aid – The Future of Development Cooperation</b> Jing Gu and Naohiro Kitano	1
<b>Potential and Challenges for Emerging Development Partners: The Case of Indonesia</b> Akio Hosono	13
<b>Chains of Knowledge Creation in the Evolution of New Donors</b> Yasutami Shimomura and Wang Ping	31
<b><u>Estimating China’s Foreign Aid Using New Data</u></b> <u>Naohiro Kitano</u>	49
<b>Emerging Economies, Disaster Risk Reduction, and South–South Cooperation: The Case of Mexico</b> Neil Renwick	73
<b>India’s Role as a Facilitator of Constitutional Democracy</b> Hiroaki Shiga	93
<b>Triangular Cooperation in East Asia: Challenges and Opportunities for Japanese Official Development Assistance</b> Jin Sato	111
<b>The BRICS Effect: Impacts of South–South Cooperation in the Social Field of International Development Cooperation</b> Geovana Zoccal Gomes and Paulo Esteves	129
<b>Perspectives on the Global Partnership for Effective Development Cooperation</b> Xiaoyun Li, Jing Gu, Samuel Leistner and Lídia Cabral	145
<b>Glossary</b>	<b>167</b>

# Estimating China's Foreign Aid Using New Data<sup>\*†</sup>

Naohiro Kitano<sup>1</sup>

**Abstract** This article presents updated estimates of China's foreign aid between 2001 and 2014 as a proxy for China's official development assistance (ODA) as defined by the OECD-DAC, and to compare this with the ODA of other DAC members. China's net foreign aid increased from US\$5.2bn in 2012 to US\$5.4bn in 2013, but dropped to US\$4.9bn in 2014. Since 2013, China has ranked at number nine. Its bilateral foreign aid has ranked at number six, alongside Japan and France, since 2012, while multilateral foreign aid has been relatively less significant. It is estimated that net disbursements of preferential export buyer's credits decreased from US\$4.9bn in 2012 to US\$4.7bn in 2013, increasing to US\$6.1bn in 2014. China has increased the volume of its foreign aid, improved the quality of it, and diversified the fields of aid activity. It is important for the international community to carefully examine the magnitude of China's foreign aid.

**Keywords:** China, foreign aid, development finance, ODA, concessional loans, OECD-DAC.

## 1 Introduction

This article aims to present updated estimates of China's foreign aid volumes between 2001 and 2014 as a proxy for China's official development assistance (ODA) defined by the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD), and to compare the results with the ODA of other DAC members. I draw on budget data from the websites of 50 departments<sup>2</sup> and from other relevant organisations within China, as well as from other relevant sources of information. The estimation process I have chosen to use has been modified from the one proposed in the previous work of Kitano and Harada (2014)<sup>3</sup> so that I have been able to revise and update the previous estimates for the period between 2001 and 2014.

The previous work showed that China's net foreign aid has grown rapidly since 2004, reaching US\$7.1bn in 2013. The share of bilateral

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aid is much larger than that of multilateral aid. The results have presented a relatively realistic view of China's foreign aid; its ranking had been moderate, ranking below number 13 until 2008, before moving rapidly up to number six in 2012. As a point of reference, the net disbursement of preferential export buyer's credits was estimated to have been US\$7.0bn in 2013.

What distinguishes this estimate from the Chinese government's official figures and other estimates is that as a practical definition of China's foreign aid it first introduces the concept of net and gross disbursements of foreign aid (net and gross foreign aid), in a way that is as comparable as possible to that for the net and gross disbursements of ODA. Secondly, the estimate includes multilateral aid within the total aid; and thirdly, disaggregated department-level budget data sets are used to estimate grants and interest-free loans as well as multilateral aid.

The results of the previous work were presented on a number of occasions and a number of comments and suggestions were offered. Some examples of these are as follows: an estimate of 0.072 per cent as China's net ODA/GNI (gross national income) ratio<sup>4</sup> in 2012 may be too high; the expected annual growth rate of China's foreign aid in the previous scenario, which is 15 per cent, is too high and should be level with the gross domestic product (GDP) growth rate; it is important to capture the volume of development finance and include not only foreign aid but also other official flows.

I have incorporated some of those comments and suggestions into the present article. For example, in the previous work the annual rate of increase in gross disbursements of concessional loans provided by the Export-Import Bank of China (China Exim Bank) was simply assumed based on the average annual rate of increase of 33 per cent from 2006 to 2011. To incorporate the above-mentioned comments on net ODA/GNI ratio and the expected annual growth rate of China's foreign aid contained in the previous work, I have introduced a modified process for estimating the gross disbursements of concessional loans in 2012, 2013, and 2014. I found that there might be weak regularity within a cumulative amount of the framework loan agreement ('the framework agreement'), the project loan agreement ('the loan agreement'), and the gross disbursement of concessional loans: the cumulative amount of the gross disbursements of concessional loans in a given year is similar to that of the loan agreement signed two years ago, which is in turn similar to that of the framework agreement from one year prior to that. This weak regularity has been used to estimate the gross disbursements of concessional loans in this article.

As a result of introducing this modified estimation process, it was found that China's foreign aid volumes in 2012 and 2013 were significantly smaller than the previous estimates – China's ranking was number ten in 2012 and number nine in 2013, rather than number six as it was estimated in the previous work. Furthermore, the estimate made in

2014 implied that China's foreign aid had decreased from 2013. If these results are close to accurate, the current estimates provide improved knowledge on China's foreign aid budget data for grants and loans, and for comparison of China's foreign aid with DAC member countries.

The rest of this article proceeds as follows: Section 2 will review recent official documents and relevant literature. Section 3 will reiterate the definition of China's foreign aid as a proxy for ODA. Section 4 will show the estimation process I employed in this article. Section 5 will present the revised and updated estimates of China's net and gross disbursements of foreign aid (net and gross foreign aid) through the estimation process, and compare the results of this article with the estimates given in the previous article, the official figure given by China, and the DAC's estimates. Section 6 will compare the results with the net and gross disbursements of ODA extended by DAC members. Section 7 concludes.

## **2 Recent official documents and relevant literature**

The 2011 White Paper on China's foreign aid (Information Office of the State Council 2011) was published in 2011, and was then followed by 'the 2014 White Paper' (Information Office of the State Council 2014) released in 2014. The 2014 White Paper stated that the aggregate amount of China's foreign aid from 2010 to 2012 was RMB89.34bn (US\$13.7bn).<sup>5</sup> Even though the 2014 White Paper provided more information than the 2011 White Paper, there is still room for improvement; for example, the 2014 White Paper does not present the annual amount of China's foreign aid, the disaggregated amount by country and sector, or the consolidated amount of all forms of assistance described in the document as being covered not only by the foreign aid budget but also other budget items.

In November 2014, the Ministry of Commerce (MOFCOM) released 'Measures for the Administration of Foreign Aid (For Trial Implementation)' (MOFCOM 2014).<sup>6</sup> According to MOFCOM, this was the first comprehensive departmental regulation on the management of foreign assistance.<sup>7</sup> In this document, the term 'foreign aid' refers to those activities which provide economic, technical, material, human resources, and administrative support to recipient countries, supported by the Chinese government's 'financial resources for foreign aid'. The forms of foreign aid outlined in this document are similar to those in the 2011 and 2014 White Papers: namely, grants, interest-free loans, and concessional loans. The regulations stipulate that MOFCOM is, in conjunction with the relevant departments under the State Council, responsible for formulating mid- to long-term foreign aid policy and country aid strategies, which shall be implemented upon approval. MOFCOM is responsible for collecting, collating, and preparing statistical material on foreign aid. The release of this document is a significant step towards enhancing China's institutionalisation of aid mechanisms. However, due to the definition of 'foreign aid' mentioned above, MOFCOM was unable to consolidate other relevant forms of assistance covered by other budget items, such as 'international organisations'. In Section 3, the

Table 1a Process of estimating China's net and gross foreign aid (RMB million)

Year	Final account of central-level public budget expenditure for foreign aid (1)	Sum of final account of central-level general public budget expenditure for foreign aid and gross disbursement of concessional loans (2)	Outstanding amount of two preferential facilities (3)	Cumulative amount of framework agreement for concessional loans (4)	Framework agreement for concessional loans (5)	Cumulative amount of concessional loans signed (6)	Concessional loans signed (7)	Gross disbursement of concessional loans (8)=(2)-(1)	Cumulative disbursement of concessional loans (9)	Repayment of concessional loans (10)	Net disbursement of concessional loans (11)=(8)-(10)	Outstanding amount of concessional loans (12)
2001	4,711		5,000					1,060	3,803	19	1,041	3,784
2002	5,003	6,200	8,000					1,197	5,000	78	1,119	4,903
2003	5,223	6,500	10,300					1,277	6,277	133	1,144	6,047
2004	6,069	7,600	13,700					1,531	7,808	199	1,332	7,380
2005	7,470	9,400	18,300					1,930	9,738	274	1,656	9,035
2006	8,237	11,500	22,900					3,263	13,001	380	2,883	11,918
2007	11,154	17,400	32,000					6,246	19,247	500	5,746	17,664
2008	12,559	17,600	43,400					5,041	24,288	628	4,413	22,077
2009	13,296	22,100	57,100	73,550	13,409	59,400	10,830	8,804	33,092	781	8,023	30,101
2010	13,611	25,600	84,600	88,434	14,884	73,479	14,079	11,989	45,081	974	11,015	41,116
2011	15,898	29,400	120,000	104,956	16,522	88,402	14,923	13,502	58,583	1,281	12,221	53,337
2012	16,695			123,310	18,339	104,817	16,416	14,447	73,030	1,847	12,600	65,937
2013	17,049			143,666	20,356	122,874	18,057	15,458	88,489	2,296	13,162	79,099
2014	18,457			165,448	21,781	142,737	19,863	16,231	104,720	3,110	13,121	92,220
<b>Rate of increase</b>												
2002	6%		60%					13%	31%	309%	8%	30%
2003	4%	5%	29%					7%	26%	71%	2%	23%
2004	16%	17%	33%					20%	24%	50%	16%	22%
2005	23%	24%	34%					26%	25%	38%	24%	22%
2006	10%	22%	25%					69%	34%	39%	74%	32%
2007	35%	51%	40%					91%	48%	31%	99%	48%
2008	13%	1%	36%					-19%	26%	26%	-23%	25%
2009	6%	26%	32%					75%	36%	24%	82%	36%
2010	2%	16%	48%	20%	11%	24%	30%	36%	36%	25%	37%	37%
2011	17%	15%	42%	19%	11%	20%	6%	13%	30%	32%	11%	30%
2012	5%			17%	11%	19%	10%	7%	25%	44%	3%	24%
2013	2%			17%	11%	17%	10%	7%	21%	24%	4%	20%
2014	8%			15%	7%	16%	10%	5%	18%	35%	0%	17%

Note Figures in bold were extracted from publicly accessible statistics and information; those in italics were obtained from graphs, those highlighted in grey were critical figures estimated by the setting of assumptions, and the remaining figures, neither in bold, italics, nor highlighted in grey were calculated from other columns.

Sources Finance Yearbook of China 2002 and 2003;<sup>9</sup> Chinese government relevant websites, etc.

	Subsidies for concessional loans (13)	Outstanding amount of preferential export buyer's credits (14)=(3)-(12)	Net disbursement of preferential export buyer's credits (15)	Repayment of preferential export buyer's credits (16)	Gross disbursement of preferential export buyer's credits (17)=(15)+(16)	Grants and interest-free loans by MOFCOM (18)	Grants by other departments and relevant organisations (19)	Scholarships for foreign students from other developing countries by the Ministry of Education (20)	Final account of central government public budget expenditure for international organisations (21)	Sum of final account of department public budget expenditure for international organisations (22)	Sum of final account of department public budget expenditure for international organisations: Adjusted (23)	Year
	47	1,216	1,216		1,216	4,240	141	94	1,831	1,831	549	2001
	54	3,097	1,881		1,881	4,503	150	100	2,014	2,014	604	2002
	66	4,253	1,156		1,156	4,701	157	104	2,215	2,215	665	2003
	82	6,320	2,068		2,068	5,462	182	121	2,437	2,437	731	2004
	109	9,265	2,944		2,944	6,723	224	149	2,681	2,681	804	2005
	158	10,982	1,717	122	1,839	7,413	247	165	2,949	2,949	885	2006
	285	14,336	3,354	310	3,664	10,039	335	202	<b>3,244</b>	3,244	973	2007
	374	21,323	6,987	425	7,412	11,303	377	332	<b>3,568</b>	3,568	1,070	2008
	345	27,000	5,677	632	6,309	11,966	399	437	<b>3,622</b>	3,622	1,087	2009
	478	43,484	16,485	926	17,411	<b>11,839</b>	<b>462</b>	534	<b>4,316</b>	4,338	1,959	2010
	773	66,663	23,179	1,110	24,289	<b>15,178</b>	<b>510</b>	613	<b>4,833</b>	4,292	1,985	2011
	972	97,329	30,666	1,477	32,142	<b>17,014</b>	<b>666</b>	1,034	<b>7,230</b>	4,984	2,667	2012
	1,068	126,232	28,903	2,218	31,121	<b>15,206</b>	<b>659</b>	1,125	<b>5,619</b>	7,979	4,501	2013
	1,231	163,705	37,473	2,849	40,322	<b>14,203</b>	<b>674</b>	1,301	<b>7,372</b>	7,363	2,211	2014
	16%	155%	55%		55%	6%	6%	6%	10%	10%	10%	2002
	21%	37%	-39%		-39%	4%	4%	4%	10%	10%	10%	2003
	24%	49%	79%		79%	16%	16%	16%	10%	10%	10%	2004
	33%	47%	42%		42%	23%	23%	23%	10%	10%	10%	2005
	45%	19%	-42%		-38%	10%	10%	10%	10%	10%	10%	2006
	81%	31%	95%	155%	99%	35%	35%	22%	10%	10%	10%	2007
	31%	49%	108%	37%	102%	13%	13%	65%	10%	10%	10%	2008
	-8%	27%	-19%	49%	-15%	6%	6%	32%	2%	2%	2%	2009
	38%	61%	190%	47%	176%	-1%	16%	22%	19%	20%	80%	2010
	62%	53%	41%	20%	40%	28%	10%	15%	12%	-1%	1%	2011
	26%	46%	32%	33%	32%	12%	31%	69%	50%	16%	34%	2012
	10%	30%	-6%	50%	-3%	-11%	-1%	9%	-22%	60%	69%	2013
	15%	30%	30%	28%	30%	-7%	2%	16%	31%	-8%	-51%	2014

definition of foreign aid proposed in this article will be compared with MOFCOM's official definition.

The DAC (OECD 2015) estimated China's gross concessional flows for development cooperation, including bilateral cooperation and developmental funds channelled through multilateral organisations. The former was estimated based on the budget data (the final accounts of central-level public budget expenditure for foreign aid) from China's Ministry of Finance, while the latter was estimated based on information from those multilateral organisations. My estimates have two differences with the DAC's estimates: firstly, the net disbursements of concessional loans have been included; secondly, as was the case for multilateral foreign aid, budget data from the Chinese government rather than information from multilateral organisations was used so that bilateral and multilateral foreign aid data could be compiled in a coherent manner.

A number of relevant articles concerning China's foreign aid have been published. Similar to the estimates by DAC, some of the articles analysed China's aid activities based on official data from the Chinese government and information from relevant sources (Lancaster 2007; Brautigam 2009; Kobayashi and Shimomura 2013; UNDP China 2013). These attempts, however, only estimated bilateral gross foreign aid. Some other articles have tried to capture not only foreign aid but also other types of development finance (Lum *et al.* 2009; Wolf, Wang and Warner 2013; Strange *et al.* 2014). Hwang, Brautigam and Eom (2016) have constructed a commitment-based database of Chinese loans in Africa between 2000 and 2014, granted mainly by the China Exim Bank, China Development Bank (CDB), and Chinese contractors. Several pieces of literature have focused on sectoral analyses in specific regions (Brautigam 2015; Gransow 2015).

### 3 Definition of China's foreign aid

Following Kitano and Harada (2014), in this article China's foreign aid is defined as the net and gross disbursements of foreign aid (net and gross foreign aid) consisting of: (1) grants and interest-free loans<sup>8</sup> managed by MOFCOM; (2) grants managed by other departments responsible for foreign aid; (3) scholarships provided by the Ministry of Education to students from other developing countries; (4) the estimated amount of interest subsidies on concessional loans which is deducted from the total amount of aid; (5) the net and gross disbursements of concessional loans as bilateral foreign aid; and (6) multilateral foreign aid, which is defined as the cumulative amount of expenditure by departments and other relevant organisations with a budget for international organisations, adjusted by the DAC-defined coefficients for core contributions.

What distinguishes these estimates from MOFCOM's official definition of foreign aid is that the MOFCOM definition does not cover points (3), (4), (6) or part of (2) above. Further, MOFCOM's official figures are aggregated amounts and in the case of grant and interest-free



Table 1b Process of estimating China's net and gross foreign aid (RMB million)

Year	Bilateral: Grants and interest-free loans (A)=(18)+(19)+(20)-(13)	Bilateral: Net disbursement of concessional loans (B)=(11)	Bilateral: Net foreign aid (C)=A+(B)	Multilateral: Government expenditure for international organisations (D)=(23)	Total: Net foreign aid (E)=(C)+(D)	For reference: Net disbursement of preferential export buyer's credits (I)=(15)	Year	Bilateral: Grants and interest-free loans (A)	Bilateral: Net disbursement of concessional loans (B)	Bilateral: Net foreign aid (C)	Multilateral: International organisations (D)	Total: Net foreign aid (E)	For reference: Net disbursement of preferential export buyer's credits (I)
2001	4,429	1,041	5,470	549	6,019	1,216	2001	535	126	661	66	727	147
2002	4,699	1,119	5,818	604	6,422	1,881	2002	568	135	703	73	776	227
2003	4,896	1,144	6,040	665	6,705	1,156	2003	592	138	730	80	810	140
2004	5,684	1,332	7,016	731	7,747	2,068	2004	687	161	848	88	936	250
2005	6,987	1,656	8,643	804	9,447	2,944	2005	853	202	1,055	98	1,153	359
2006	7,667	2,883	10,550	885	11,435	1,717	2006	962	362	1,323	111	1,434	215
2007	10,290	5,746	16,036	973	17,009	3,354	2007	1,353	755	2,108	128	2,236	441
2008	11,638	4,413	16,051	1,070	17,121	6,987	2008	1,675	635	2,310	154	2,464	1,005
2009	12,457	8,023	20,481	1,087	21,567	5,677	2009	1,824	1,174	2,998	159	3,157	831
2010	12,358	11,015	23,374	1,959	25,333	16,485	2010	1,825	1,627	3,452	289	3,742	2,435
2011	15,528	12,221	27,749	1,985	29,733	23,179	2011	2,403	1,891	4,295	307	4,602	3,587
2012	17,741	12,600	30,342	2,667	33,008	30,666	2012	2,811	1,996	4,807	422	5,229	4,858
2013	15,923	13,162	29,085	4,501	33,586	28,903	2013	2,570	2,124	4,694	726	5,421	4,665
2014	14,946	13,121	28,067	2,211	30,277	37,473	2014	2,433	2,136	4,569	360	4,928	6,100
							<b>Share percentage</b>						
							2013	47%	39%	87%	13%	100%	86%
							2014	49%	43%	93%	7%	100%	124%

Year	Bilateral: Grants and interest-free loans (A)=(18)+(19)+(20)-(13)	Bilateral: Gross disbursement of concessional loan (F)=(9)	Bilateral: Gross foreign aid (G)=A+(F)	Multilateral: Government expenditure for international organisations (D)=(23)	Total: Gross foreign aid (H)=(G)+(D)	For reference: Gross disbursement of preferential export buyer's credits (J)=(17)	Year	Bilateral: Grants and interest-free loans (A)	Bilateral: Gross disbursement of concessional loans (F)	Bilateral: Gross foreign aid (G)	Multilateral: International organisations (D)	Total: Gross foreign aid (H)	For reference: Gross disbursement of preferential export buyer's credits (J)
2001	4,429	1,060	5,489	549	6,038	1,216	2001	535	128	663	66	729	147
2002	4,699	1,197	5,896	604	6,500	1,881	2002	568	145	712	73	785	227
2003	4,896	1,277	6,173	665	6,838	1,156	2003	592	154	746	80	826	140
2004	5,684	1,531	7,215	731	7,946	2,068	2004	687	185	872	88	960	250
2005	6,987	1,930	8,917	804	9,722	2,944	2005	853	236	1,088	98	1,186	359
2006	7,667	3,263	10,930	885	11,815	1,839	2006	962	409	1,371	111	1,482	231
2007	10,290	6,246	16,536	973	17,509	3,664	2007	1,353	821	2,174	128	2,302	482
2008	11,638	5,041	16,679	1,070	17,749	7,412	2008	1,675	725	2,400	154	2,554	1,067
2009	12,457	8,804	21,261	1,087	22,348	6,309	2009	1,824	1,289	3,112	159	3,271	924
2010	12,358	11,989	24,347	1,959	26,307	17,411	2010	1,825	1,771	3,596	289	3,886	2,572
2011	15,528	13,502	29,030	1,985	31,015	24,289	2011	2,403	2,090	4,493	307	4,800	3,759
2012	17,741	14,447	32,188	2,667	34,855	32,142	2012	2,811	2,289	5,099	422	5,522	5,092
2013	15,923	15,458	31,381	4,501	35,882	31,121	2013	2,570	2,495	5,065	726	5,791	5,023
2014	14,946	16,231	31,177	2,211	33,388	40,322	2014	2,433	2,642	5,075	360	5,435	6,563

Source Author's own.

loans, they are most likely commitment-based. Additionally, in the case of concessional loans, they are most likely to be framework agreement-based rather than disbursement-based.

#### **4 Process used for estimating China's foreign aid**

This section will outline the process I used to estimate China's net and gross foreign aid from 2001 to 2014, which was based on the definition presented in Section 3. Comprehensive spreadsheets were compiled in order to make the most of statistics and information from a large number of sources in a systematic way. Tables 1a and 1b present a detailed summary of the estimation process.

The figures in bold were extracted from publicly accessible statistics and information, those in italics were obtained from graphs, those highlighted in grey were critical figures estimated by the setting of assumptions, and the remaining figures (neither in bold, italics, nor highlighted in grey) were calculated from other columns. Figures from 2001 to 2011 and those from 2012 to 2014 were estimated using a different process. As mentioned in Section 1, at various seminars comments were offered on the net ODA/GNI ratio and the expected annual growth rate of China's foreign aid as discussed in the previous work; these comments have been incorporated into the current estimation process. It was found that there might be weak regularity in terms of time lag among cumulative amounts of the framework agreement, loan agreement, and gross disbursement of concessional loans: the cumulative amount of gross disbursements of concessional loans in a given year is similar to that of the loan agreements signed two years ago, which is similar to that of the framework agreement from one year prior to that. This weak regularity was then used to estimate the gross disbursements of concessional loans in 2012, 2013, and 2014, as follows.

Column (1), 'Final account of central-level public budget expenditure for foreign aid', was obtained from the Finance Yearbook of China for 2002 and 2003, and the website of the Ministry of Finance.<sup>10</sup> Column (2), 'Sum of final account of central-level public budget expenditure for foreign aid and gross disbursement of concessional loans', was obtained from a bar graph.<sup>11</sup> Column (3), 'Outstanding amount of two preferential facilities'<sup>12</sup> by China Exim Bank was inferred from a line graph without scale.<sup>13</sup> The figures for 2009 and 2012 in column (4), 'Cumulative amount of framework agreement for concessional loans', are given from the 2011 and 2014 White Papers (Information Office of the State Council 2011, 2014). Then, I first estimated the figure for 2010 in column (5), 'Framework agreement for concessional loans', assuming the figure for 2010 in column (18), 'Grants and interest-free loans by MOFCOM' as the commitment-based amount of grants and interest-free loans in 2010, and multiplied it by the ratio of the cumulative amount of the framework agreement for concessional loans (RMB49.76bn) divided by the cumulative amount of grants and interest-free loans by MOFCOM (RMB39.58bn) from

2010 to 2012, as stated in the 2014 White Paper. I then estimated figures for 2009, 2011, 2012, and 2013 using the inferred rate of increase between 2009 and 2013, which was 11 per cent.<sup>14</sup>

Regarding the figure for 2014, in order to incorporate one of the comments mentioned in Section 1 that the expected annual growth rate of China's foreign aid in the previous scenario, which was 15 per cent, was too high and should be at the level of the GDP growth rate, the annual rate of increase in 2014 was assumed to be 7 per cent, which was the same range of China's GDP growth (7.3 per cent in 2014). The figure for 2009 contained in column (6), 'Cumulative amount of concessional loans signed', was given as RMB59.4bn, based on Hu and Huang (2012). I then inferred the figure for 2009 in column (7), 'Concessional loans signed', through multiplying the figure for 2009 in column (6) by the ratio of the figure for 2009 in column (5) divided by the figure for 2009 in column (4). The figures from 2010 to 2014 in column (7) were inferred by assuming the rates of increase to be set by 30 per cent, 6 per cent, 10 per cent, 10 per cent, and 10 per cent for 2010, 2011, 2012, 2013, and 2014 respectively, based on the weak regularity mentioned above.

Figures from 2002 to 2011 in column (8), 'Gross disbursement of concessional loans', were calculated by subtracting column (1) from column (2). Figures for 2001 came from the China Exim Bank 2001 Annual Report in which annual gross disbursements from concessional loans from 1996 to 2001 were recorded. Figures from 2012 to 2014 were inferred by assuming the rate of increase in column (7) as 7 per cent, 7 per cent, and 5 per cent for 2012, 2013, and 2014 respectively, based on the weak regularity mentioned above. Column (10), 'Repayment of concessional loans', was estimated using data in column (8) by assuming that a condition of the loan was a 15-year repayment period with a five-year grace period. Column (11), 'Net disbursement of concessional loans', was obtained by subtracting column (10) from column (8). Column (12), 'Outstanding amount of concessional loans', was calculated by adding this year's figure in column (11) to the previous year's figure in column (12). Column (13), 'Subsidies for concessional loans', was estimated by assuming that one third of the interest rate difference between the lending rate of concessional loans and the RMB benchmark loan interest rate has been subsidised by the government.

Figures from 2001 to 2011 in column (14), 'Outstanding amount of preferential export buyer's credits', were calculated by subtracting column (12) from column (3). Those from 2012 to 2014 were derived by subtracting the outstanding amount of export buyer's credits in each annual report of the China Exim Bank from the sum of the outstanding amount of export buyer's credits and preferential export buyer's credits. Figures in column (15), 'Net disbursement of preferential export buyer's credits', were calculated by subtracting the previous year's figure from the current year's figure in column (14). Column (16), 'Repayment of preferential export buyer's credits', was estimated using data in

column (14), and assuming the loan conditions of a 15-year repayment period with a five-year grace period. Column (17), 'Gross disbursement of preferential export buyer's credits', was calculated by adding column (15) and column (16) together.

There are 11 departments and other relevant organisations that have the budget sub-item, 'Foreign aid (20203)', while 50 have the budget sub-item, 'International organisations (20204)' under the budget item, 'Foreign affairs (202)' for at least one year between 2010 to 2014. The figures in column (18), 'Grants and interest-free loans by MOFCOM' between 2010 and 2014 were obtained from the final departmental accounts on public budget expenditure from MOFCOM. Figures between 2001 and 2009 were derived through the assumption that 90 per cent of the final account of the central-level public budget expenditure for foreign aid column (1) was appropriated to and implemented by MOFCOM (Grimm *et al.* 2011). Figures from 2010 to 2014 column (19), 'Grants by other departments and relevant organisations', consist of the National Health and Family Planning Commission (the former Ministry of Health), which has jurisdiction over the Chinese medical teams working abroad, and several other departments.<sup>15</sup> Figures from 2010 to 2014 were obtained from the foreign aid expenditure in the final accounts of the relevant departments. It was assumed that from 2001 to 2009, grants for other departments were 3 per cent of the final account of central-level public budget expenditure for foreign aid (see Annexe Table A1).

Column (20), 'Scholarships for foreign students from other developing countries by the Ministry of Education', was estimated based on the assumption that two-thirds of foreign students receiving Chinese government scholarships are from other developing countries. Thus, in the final accounts of the Ministry of Education from 2008 to 2014, two-thirds of the total expenditure for scholarships for foreign students studying in China (budget second sub-item (2050602) was identified as foreign aid. The ratio of scholarships for foreign students from other developing countries divided by the final account of central-level public budget expenditure for foreign aid (column (1)), which was 2 per cent in 2008, was used to estimate the figures from 2001 to 2007.

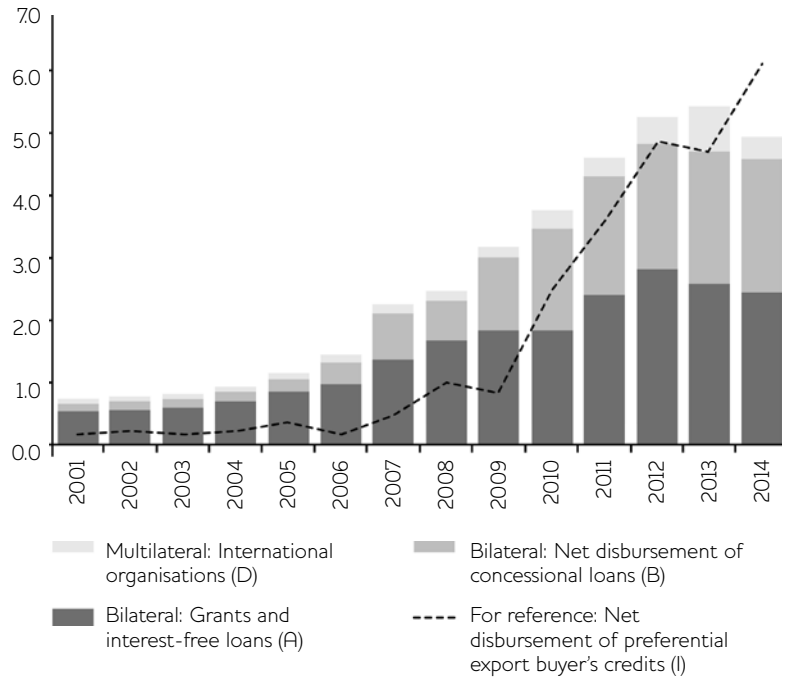
In relation to China's multilateral foreign aid, the DAC defines multilateral ODA as contributions to multilateral agencies on the DAC List of ODA-eligible international organisations. If an agency's core-funded activities are only in part development-related, the coefficients for core contributions are determined to assess the share which corresponds to their development activities. The DAC (OECD 2015) estimated China's development-oriented contributions to and through multilateral organisations as a three-year average between 2011 and 2013 mainly based on the websites of multilateral organisations. Referring to the DAC's estimates, I attempted to estimate China's multilateral foreign aid based on China's budget information.

Column (21), 'Final account of central government public budget expenditure for international organisations', was obtained from the website of the Ministry of Finance<sup>16</sup> and covers figures from 2007 to 2014. I assumed that from 2001 to 2007, budget expenditure for international organisations had increased annually by 10 per cent, which is an actual average rate of increase between 2008 and 2013, reached through back calculation from 2007. Column (22), 'Sum of final account of department public budget expenditure for international organisations', shows the sum of the final account of public budget expenditure from 2010 to 2014 for 50 departments and other relevant organisations described above. It is assumed that the figures from 2001 to 2009 are equal to those in column (16). Based on Table 49.3 in OECD (2015), I have selected 20 listed multilateral organisations and verified China's annual contributions from 2010 to 2014 based on publicly available documents such as the annual reports for each organisation. I have attempted to identify 12 out of the 50 departments within the Chinese government which are responsible for the above-mentioned multilateral organisations. Except for the Ministry of Public Security (MPS), these departments are among the top 12 departments in terms of budget expenditure amounts for 2014.

Next, using the publicly available documents from multilateral organisations, I compared the sum of the annual contributions derived for each respective department with each department's final accounts of public budget expenditure for international organisations. In some cases, the former was larger than the latter; this is possibly attributable to a lack of budget figures for particular years. There were also cases where the former was smaller than the latter because a department's accounts may have included budget expenditure for other international organisations which I have not been able to identify. Thus, I have checked each year's budget expenditure figures for each department and adjusted them where necessary. Finally, I calculated the core contributions for each department using the coefficients in the DAC List of ODA-eligible international organisations. As for the other 38 departments, I assume a coefficient for core contributions of 30 per cent. The estimates from 2010 to 2014 are shown in column (23), 'Sum of final account of department public budget expenditure for international organisations: Adjusted' (for details, see Annexe Table A2). The figures from 2001 to 2009 were estimated by using the figures in column (22) and assuming a coefficient for core contributions of 30 per cent.

Based on the estimation process described above, column (A) in Table 1b, 'Bilateral: Grants and interest-free loans', was derived by adding columns (18), (19), and (20), and deducting column (13). Column (B), 'Bilateral: Net disbursement of concessional loans', is equal to column (11). Column (C), which is the sum of columns (A) and (B), shows the bilateral net foreign aid, while column (D), 'Multilateral: Government expenditure for international organisations' presents the estimated amount of multilateral foreign aid which is equal to column (23). Column (E), 'Total net foreign aid', equals the sum of columns (C) and (D). Column (F), 'Bilateral: Gross disbursement of

Figure 1 China's estimated net foreign aid (US\$ billion)



Source Tables 1a and 1b.

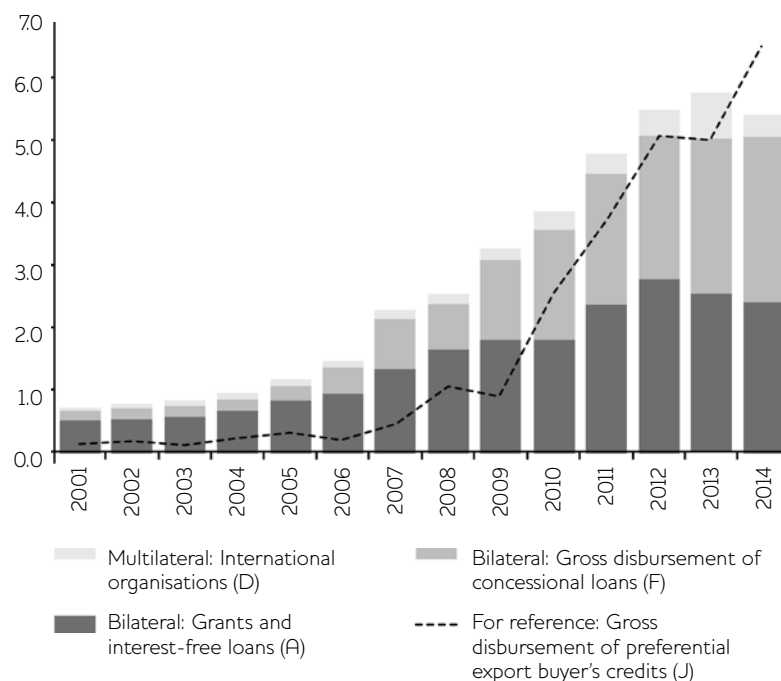
concessional loans', is equal to column (9). Column (G), 'Bilateral: Gross foreign aid', which is the sum of columns (A) and (F), shows the gross bilateral foreign aid and column (H), 'Total: Gross foreign aid', equals the sum of columns (G) and (D).

Finally, the net and gross disbursements of preferential export buyer's credits are listed in column (I) which is equal to column (15) and in column (J) which is equal to column (17).

### 5 Results of the estimation

Figures 1 and 2, which are derived from Tables 1a and 1b, depict China's estimated net and gross foreign aid in US\$ terms. Net foreign aid is estimated to have been US\$5.2bn in 2012, US\$5.4bn in 2013, and US\$4.9bn in 2014. Compared with the previous estimates of Kitano and Harada (2014), figures were either upwardly or downwardly revised from 2001 to 2013. In particular, the previous estimate of the net foreign aid in 2012 and 2013 amounting to US\$5.7bn and US\$7.1bn was downwardly revised to US\$5.2bn and US\$5.7bn respectively due to the fact that net disbursements of concessional loans were significantly downwardly revised from US\$2.6bn to US\$2.0bn in 2012 and from US\$3.5bn to US\$2.1bn in 2013 respectively as a result of the introduction of the modified estimation process.

These results show several findings: first, it is rather surprising that net foreign aid has increased steadily since 2001; however, it decreased in

**Figure 2 China's estimated gross foreign aid (US\$ billion)**

Source Tables 1a and 1b.

2014 when compared with 2013. Looking at the figures in detail, the grants and interest-free loans in bilateral foreign aid were downwardly estimated for two consecutive years from 2012 to 2014. The 'Audit results of budget implementation and other government revenues and expenditures of the Ministry of Commerce for the year 2014' issued by the National Audit Office (NAO)<sup>17</sup> pointed out the reasons why MOFCOM's final account on public budget expenditure for foreign aid consisting of grants and interest-free loans was smaller than the original public expenditure budget in 2014, which were: that verification of feasibility studies of part of the projects at the project approval stage were not sufficient, that there were time differences between the planned and actual disbursement schedules of some projects, and in some cases that project budgets were released late. The NAO audit report did not provide any further evidence on this issue. However, there is some secondary evidence. For example, at the media briefing on 'Measures for the Administration of Foreign Aid (For Trial Implementation)' organised by MOFCOM, its officials emphasised the same point: the importance of management of the approval stages of the project.<sup>18</sup> This suggests that some projects might perform unsatisfactorily because of a lack of sufficient verification of the feasibility of studies in the approval stages, which may have partly caused a downward trend in grants and interest-free loans.

Second, the rate of increase in the gross disbursements of concessional loans dropped from 75 per cent in 2009 to 13 per cent in 2011: it then

Table 2 Ranking on DAC members' net ODA and China's net foreign aid

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Amount in 2014 (US\$bn)
1	US	US	US	US	US	US	US	US	US	US	US	US	US	US	33.10
2	Japan	Japan	Japan	Japan	Japan	UK	Germany	Germany	France	UK	Germany	UK	UK	UK	19.31
3	Germany	France	France	France	UK	Japan	France	UK	Germany	Germany	UK	Germany	Germany	Germany	16.57
4	UK	Germany	Germany	UK	Germany	France	UK	France	UK	France	France	France	Japan	France	10.62
5	France	UK	UK	Germany	France	Germany	Japan	Japan	Japan	Japan	Japan	Japan	France	Japan	9.27
6	Netherlands	Netherlands	Netherlands	Netherlands	Netherlands	Netherlands	Netherlands	Netherlands	Spain	Netherlands	Netherlands	Canada	Sweden	Sweden	6.23
7	Spain	Italy	Italy	Sweden	Italy	Sweden	Spain	Spain	Netherlands	Spain	Sweden	Netherlands	Norway	Netherlands	5.57
8	Sweden	Sweden	Sweden	Canada	Canada	Spain	Sweden	Italy	Sweden	Canada	Canada	Australia	Netherlands	Norway	5.09
9	Denmark	Canada	Norway	Italy	Sweden	Canada	Canada	Canada	Norway	Sweden	Australia	Sweden	China	China	4.93
10	Italy	Spain	Canada	Spain	Spain	Italy	Italy	Sweden	Canada	Norway	Norway	China	Canada	Australia	4.38
11	Canada	Norway	Spain	Norway	Norway	Norway	Norway	Norway	Italy	Australia	China	Norway	Australia	Canada	4.24
12	Norway	Denmark	Belgium	Denmark	Denmark	Denmark	Australia	Australia	China	China	Italy	Switzerland	Italy	Italy	4.01
13	Switzerland	Belgium	Denmark	Switzerland	Belgium	Australia	Denmark	Denmark	Denmark	Belgium	Spain	Italy	Switzerland	Switzerland	3.52
14	Australia	Australia	Switzerland	Belgium	Switzerland	Belgium	China	China	Australia	Italy	Switzerland	Denmark	Denmark	Denmark	3.00
15	Belgium	Switzerland	Australia	Australia	Australia	Switzerland	Belgium	Belgium	Belgium	Denmark	Denmark	Belgium	Belgium	Belgium	2.45
16	China	China	China	Portugal	Austria	Austria	Austria	Switzerland	Switzerland	Switzerland	Belgium	Spain	Spain	Spain	1.88
17	Austria	Austria	Finland	China	China	China	Switzerland	Austria	Finland	Finland	Finland	Korea	Korea	Korea	1.86
18	Finland	Finland	Austria	Finland	Finland	Ireland	Ireland	Ireland	Austria	Austria	Korea	Finland	Finland	Finland	1.63
19	Ireland	Ireland	Ireland	Austria	Korea	Finland	Finland	Finland	Ireland	Korea	Austria	Austria	Austria	Austria	1.23
20	Portugal	Portugal	Korea	Ireland	Ireland	Korea	Korea	Korea	Korea	Ireland	Ireland	Ireland	Ireland	Ireland	0.82
21	Korea	Korea	Greece	Korea	Greece	Greece	Greece	Greece	Greece	Portugal	Portugal	Portugal	Portugal	NZ	0.51
22	Greece	Greece	Portugal	Greece	Portugal	Portugal	Portugal	Portugal	Portugal	Greece	Greece	NZ	Poland	Poland	0.45
23	Luxembourg	Luxembourg	Luxembourg	Luxembourg	NZ	Poland	Luxembourg	Luxembourg	Luxembourg	Luxembourg	NZ	Poland	NZ	Portugal	0.43
24	NZ	NZ	NZ	NZ	Luxembourg	Luxembourg	Poland	Poland	Poland	Poland	Poland	Luxembourg	Luxembourg	Luxembourg	0.42
25	Poland	Czech	Czech	Poland	Poland	Poland	NZ	NZ	NZ	NZ	Luxembourg	Greece	Greece	Greece	0.25
26	Czech	Poland	Poland	Czech	Czech	Czech	Czech	Czech	Czech	Czech	Czech	Czech	Czech	Czech	0.21
27	Iceland	Iceland	Iceland	Slovak	Slovak	Slovak	Slovak	Slovak	Slovak	Slovak	Slovak	Slovak	Slovak	Slovak	0.08
28	Slovak	Slovak	Slovak	Iceland	Slovenia	Slovenia	Slovenia	Slovenia	Slovenia	Slovenia	Slovenia	Slovenia	Slovenia	Slovenia	0.06
29				Iceland	Iceland	Iceland	Iceland	Iceland	Iceland	Iceland	Iceland	Iceland	Iceland	Iceland	0.04

Sources: OECD.Stat (<http://stats.oecd.org/>) and Tables 1a and 1b.



continued to decrease to 5 per cent in 2014. This can be attributed to the change in the estimation process.<sup>19</sup>

Third, as for multilateral foreign aid, final accounts on public budget expenditure for international organisations by the Ministry of Finance increased in 2013 and decreased significantly in 2014 (see Annex Table A2). This was due to the fact that China had already completed the capital increase for the World Bank's 2010 shareholding realignment: Selective Capital Increase (SCI) for the International Bank for Reconstruction and Development (IBRD) – a reform of voting power.<sup>20</sup>

In 2014, the share of bilateral foreign aid is much larger, at 93 per cent, than that of the previous year due to a six percentage point decrease in multilateral foreign aid. The proportion of concessional loans to total foreign aid is 43 per cent. The difference between net foreign aid (Figure 1) and gross foreign aid (Figure 2) is still minimal, since the repayment of concessional loans was a relatively low 3 per cent of outstanding loan amounts in 2014.

As a reference point, the net disbursements of preferential export buyer's credits, which some recipient countries treat as ODA, are estimated to have totalled US\$4.9bn in 2012, US\$4.7bn in 2013, and US\$6.1bn in 2014. The revised figure in 2013 was substantially smaller than the previous estimate, which was US\$7.0bn and was a decrease from the previous year. The figure in 2014 exceeded the amount of total net foreign aid. If this figure is combined as net concessional flows, the totals are estimated to have reached US\$11.0bn in 2014.

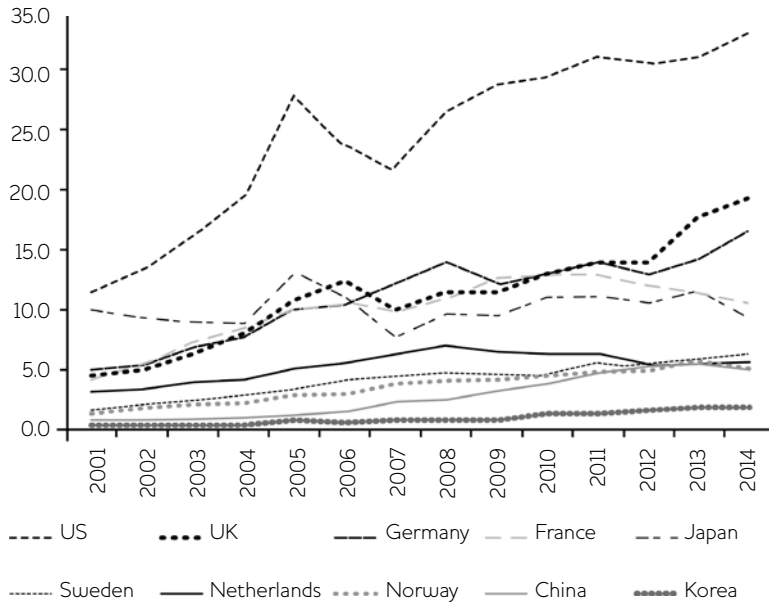
### **6 Comparison with selected DAC members**

This section will compare the previously stated estimates of China's foreign aid with the ODA to DAC members. Table 2 shows the ranking in terms of net ODA and net foreign aid.

In the previous estimates, China was ranked at either number 16 or number 17 until 2006, then moved up to number 14 in 2007 and to number 11 in 2011. China then sat at number six in both 2012 and 2013. However, the results of this article suggest that China actually moved up to number ten in 2012 and to number nine in 2013. In 2014, China kept its ranking at number nine just behind Norway, Sweden, and the Netherlands. China's net ODA/GNI ratio in 2012 was estimated as 0.066 per cent which is smaller than the previous estimate of 0.072 per cent. The ratio then dropped to 0.060 per cent in 2013 and 0.049 per cent in 2014. With regard to the ranking, China was ranked at 29 in 2014.<sup>21</sup>

Figure 3 compares the trend of China's net foreign aid to trends in net ODA provided by a selected group of DAC members: France, Germany, Japan, the Netherlands, Norway, South Korea, Sweden, the UK, and the US. China's level of net foreign aid was similar to that of South Korea, the second Asian member of the DAC, until 2005 when it increased sharply as China began to catch up with high-ranking countries.

**Figure 3 Comparison of DAC member's net ODA and China's net foreign aid (US\$ billion)**



Source OECD.Stat (<http://stats.oecd.org/>) and Tables 1a and 1b.

In terms of gross ODA shown in Figure 4, China's gross foreign aid is almost equal to its net foreign aid which was estimated to have decreased between 2013 and 2014, as shown in Figure 3. Until 2013, Japan was second to the US but in 2014, it went down to fourth position.

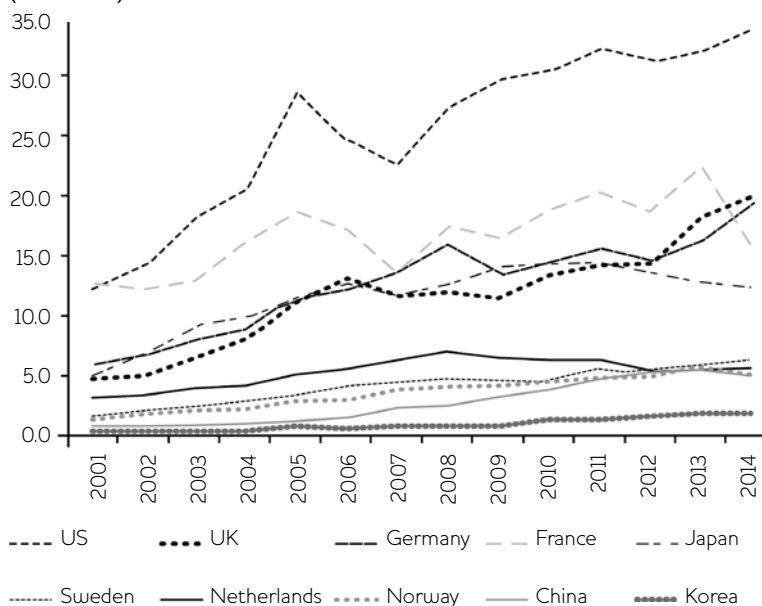
**7 Conclusion**

This article has attempted to revise and update the estimates of China's foreign aid from 2001 to 2014, and to compare the results with the ODA of DAC members based on the previous work. The results have presented an unexpected view of China's foreign aid. Net foreign aid is estimated to have decreased from US\$5.4bn in 2013 to US\$4.9bn in 2014. My estimates of 2012 and 2013 were significantly smaller than the previous estimates which were US\$5.7bn and US\$7.1bn respectively. However, those figures need to be used with considerable caution which may overestimate or underestimate the actual figures depending on the rate of increase in gross disbursement of concessional loans.

Since 2013, China has been ranked at number nine, while in terms of net bilateral aid, its ranking has been number six, next to Japan and France, since 2012. Importantly, the net disbursements of preferential export buyer's credits are estimated to have totalled US\$4.7bn in 2013 and US\$6.1bn in 2014. My estimate for 2013 was also significantly smaller than the previous estimate which was US\$7.1bn and was a decrease from the previous year.

With the announcement of a number of new initiatives and commitments, the Chinese government has recently engaged more

**Figure 4 Comparison of DAC member's gross ODA and China's gross foreign (US\$ billion)**



Source OECD.Stat (<http://stats.oecd.org/>) and Tables 1a and 1b.

proactively in international development. The 13th Five-Year Plan (2016–2020)<sup>22</sup> stated in Chapter 53 entitled ‘Assume International Responsibilities and Obligations’ that China will increase the amount of foreign aid and improve the ways in which it is offered; offer more advice and training; expand foreign cooperation and aid in the field of science, technology, education, medical care, disaster prevention and mitigation, environmental governance, the protection of wild fauna and flora, and poverty alleviation; step up the provision of humanitarian aid; actively implement the 2030 Agenda for Sustainable Development; and actively participate in the peacekeeping operations of the United Nations. It seems that China has not only increased its foreign aid volume, but has also improved its quality and diversified fields of aid activities while trying to align with global agendas such as the Sustainable Development Goals (SDGs). On the other hand, some countries receiving loans from China are at particular risk of debt distress (Hurley, Morris and Portelance 2018). It is therefore important for the international community to carefully examine the magnitude of China’s foreign aid.<sup>23</sup>

Lastly, I would like to outline a number of future research topics relating to my work. The first possible area of research is the disaggregation of China’s foreign aid by regions/countries and sectors. As described in Section 2, some of the previous literature has focused on estimating China’s development finance for specific regions such as Africa. A combination of estimates based on both budget data and project-level data might be a direction towards a more comprehensive estimation.

The second research topic is to estimate foreign aid based on the DAC's revised system for measuring development finance. At the DAC High Level Meeting (DAC-HLM) held in December 2014,<sup>24</sup> DAC members agreed to modernise the reporting of concessional loans by introducing a grant equivalent system. The Principles of ODA modernisation on Private Sector Instruments and the boundaries of ODA in the field of peace and security were also agreed by DAC members at the DAC-HLM in February 2016. The final research topic aims to estimate China's development finance in accordance with the definition of Total Official Support for Sustainable Development (TOSSD), which has been under discussion in the international community.<sup>25</sup>

### Notes

- \* An earlier version of this article was produced as a JICA-RI Working Paper.
- † This article is part of the JICA Research Institute's research project, 'Comparative Study on Development Cooperation Strategies: Focusing on G20 Emerging Economies'.
- 1 Director, JICA Research Institute, Japan International Cooperation Agency (JICA) (Kitano.Naohiro@jica.go.jp).
- 2 In this article, 'departments' refers to ministries, commissions, administrations, institutions, and offices under the State Council.
- 3 Kitano and Harada (2014) originated during the process of writing Kitano (2014). It was later published in the *Journal of International Development* (Kitano and Harada 2016). In this article, the terms 'Kitano and Harada (2014)', 'the previous work', 'the previous estimates', 'the previous scenario', or 'the previous article', all refer to Kitano and Harada (2014).
- 4 'Regarding the ranking in terms of net ODA/GNI ratio, China (0.07) is 29th in 2012' (Kitano and Harada 2014: 11, footnote 27).
- 5 Here the three-year average for exchange rates of US\$/RMB6.5147 is used. This consists of a grant of RMB32.32bn (US\$5.0bn), interest-free loans of RMB7.26bn (US\$1.1bn), and concessional loans of RMB49.76bn (US\$7.6bn).
- 6 As to the United Nations Development Programme (UNDP) China's unofficial translation not being proofread by MOFCOM, see [www.cn.undp.org/content/china/en/home/library/South-South-cooperation/measures-for-the-administration-of-foreign-aid-.html](http://www.cn.undp.org/content/china/en/home/library/South-South-cooperation/measures-for-the-administration-of-foreign-aid-.html).
- 7 See MOFCOM's media briefing on this regulation, <http://english.mofcom.gov.cn/article/newsrelease/press/201412/20141200851923.shtml>.
- 8 According to the 2011 and 2014 White Papers (Information Office of the State Council 2011, 2014), in a similar manner to grants, the disbursements of interest-free loans, which have a tenure of 20 years, including five years of use, a five-year grace period, and a ten-year repayment period, are 100 per cent financed by central government expenditure. For this reason, and for the convenience of estimation, interest-free loans were treated as though they were grants. Thus, the amount of the above-mentioned debt relief for interest-free loans was not included in the total amount of aid.

- 9 See <https://tinyurl.com/y7n2sty9> [in Chinese].
- 10 See <http://yss.mof.gov.cn/zhengwuxinxi/caizhengshuju/> [in Chinese].
- 11 This bar graph was uploaded as part of a presentation on the website of UNESCAP Sub-Regional Office for East and North-East Asia (SRO-ENEA). See [www.unescap.org/sites/default/files/Session1\\_Li\\_China.pdf](http://www.unescap.org/sites/default/files/Session1_Li_China.pdf).
- 12 China Exim Bank's two preferential facilities consist of concessional loans and preferential export buyer's credits.
- 13 This line graph was included in a presentation uploaded on the website of the China International Contractors Association. See [www.chinca.org/cms/html/files/2013-12/16/20131216102948872930302.pdf](http://www.chinca.org/cms/html/files/2013-12/16/20131216102948872930302.pdf) [in Chinese].
- 14 I estimated this rate at which the cumulative amount of the framework agreement for concessional loans from 2010 to 2012 in column (5) is nearly equal to the corresponding figure (RMB49.76bn) in the 2014 White Paper.
- 15 Regarding the relationship between MOFCOM and other departments and the Ministry of Finance, the 2011 White Paper (Information Office of the State Council 2011) stated that the Ministry of Finance manages foreign aid expenditure in its budgets and final accounts system, while MOFCOM and other departments under the State Council that are responsible for the management of foreign aid handle financial resources for foreign aid in their own departments in accordance with their respective jurisdictions.
- 16 See <http://yss.mof.gov.cn/zhengwuxinxi/caizhengshuju/> or [http://yss.mof.gov.cn/zhengwuxinxi/caizhengshuju/index\\_1.html](http://yss.mof.gov.cn/zhengwuxinxi/caizhengshuju/index_1.html) [in Chinese].
- 17 See [www.audit.gov.cn/n5/n25/c67488/part/31322.pdf](http://www.audit.gov.cn/n5/n25/c67488/part/31322.pdf) [in Chinese].
- 18 See MOFCOM's media briefing on this regulation at <http://english.mofcom.gov.cn/article/newsrelease/press/201412/20141200851923.shtml>.
- 19 In the previous estimates, it was assumed that the annual rate of increase in gross disbursement of concessional loans was set at 33 per cent for 2012 and 2013; this assumption was based on the fact that the average annual rate of increase from 2006 to 2011 was 33 per cent.
- 20 See [www.mof.gov.cn/zhengwuxinxi/caizhengshuju/201507/t20150716\\_1330771.html](http://www.mof.gov.cn/zhengwuxinxi/caizhengshuju/201507/t20150716_1330771.html) and [http://siteresources.worldbank.org/DEVCOMMINT/Documentation/22553921/DC2010-006\(E\)Voice.pdf](http://siteresources.worldbank.org/DEVCOMMINT/Documentation/22553921/DC2010-006(E)Voice.pdf).
- 21 See 'Development aid in 2015 continues to grow despite costs for in-donor refugees' on the OECD website, [www.oecd.org/dac/stats/ODA-2015-detailed-summary.pdf](http://www.oecd.org/dac/stats/ODA-2015-detailed-summary.pdf).
- 22 See People's Republic of China (2016).
- 23 Regarding the preliminary figures of estimation beyond 2014, please refer to Kitano (2017, 2018, and forthcoming).
- 24 The DAC High Level Meeting, Final Communiqué, 16 December 2014, [www.oecd.org/dac/OECD%20DAC%20HLM%20Communique.pdf](http://www.oecd.org/dac/OECD%20DAC%20HLM%20Communique.pdf).
- 25 As for the ongoing discussion on TOSSD, see [www.oecd.org/dac/financing-sustainable-development/tossd.htm](http://www.oecd.org/dac/financing-sustainable-development/tossd.htm).

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**Annexe**

**Table A1 Grants by other departments and relevant organisations (RMB million)**

Year	National Health and Family Planning Commission (NHFPC)	Ministry of Science and Technology (MOST)	National Development Reform Commission (NDRC)	Ministry of Education (MOE)	Ministry of Agriculture (MOA)	Ministry of Civil Affairs (MOCA)	State Oceanic Administration (SOA)	State Administration of Cultural Heritage (SACH)	All-China Women's Federation (ACWF)	Red Cross Society of China (RCSC)	Subtotal
2001											141
2002											150
2003											157
2004											182
2005											224
2006											247
2007		23		8							335
2008		61		6							377
2009		42		20							399
2010	401	45		10				1	5		462
2011	426	73		10				2			510
2012	474	74	100	11				3	5		666
2013	509	72	62	11	0.44			1		3	659
2014	540	82	40	6	0.02	0	2	1	2		674

Notes 1. This table is a breakdown of column (19) 'Grants by other departments and relevant organisations' in Table 1a.

2. Figures in bold were extracted from publicly accessible statistics and information; those not in bold were estimated.

Sources Figures from 2010 to 2014 were obtained from the foreign aid expenditure shown in the final accounts of the relevant Chinese government department websites.



Table A2 Process of estimating China's multilateral foreign aid

Year	Total (C)=(A)+(B)	Subtotal (A)=Sum from (1) to (12)	Ministry of Foreign Affairs (MOFA) (1)	Ministry of Finance (MOF) (2)	People's Bank of China (PBC) (3)	Ministry of Commerce (MOFCOM) (4)	Ministry of Agriculture (MOA) (5)	National Health and Family Planning Commission (NHFPC) (6)	Ministry of Human Resources and Social Security (MOHRSS) (7)	Ministry of Education (MOE) (8)	Ministry of Environmental Protection (MEP) (9)	State Forestry Administration (SFA) (10)	Ministry of Industry and Information Technology (MIIT) (11)	Ministry of Public Security (MPS) (12)	Subtotal for other departments and relevant organisations (B)	
																US\$ million
2010	641	621	403	116	0	28	30	16	10	12	2	2	3	0	19	
2011	664	640	401	121	0	31	31	21	14	12	2	2	4	0	25	
2012	790	760	411	236	0	31	25	22	13	15	2	2	4	0	29	
2013	1,288	1,260	583	491	50	40	27	22	13	21	4	4	4	1	28	
2014	1,199	1,158	864	83	37	43	39	34	23	21	5	5	4	1	40	
Adjusted																US\$ million
2010	289	284	47	116	43	28	19	13	6	7	2	2	1	0	5	
2011	307	301	47	121	43	31	20	17	8	7	2	2	1	0	6	
2012	422	415	48	236	43	31	16	18	8	9	2	2	1	0	8	
2013	726	719	73	491	50	40	17	18	8	13	4	4	1	1	7	
2014	360	350	97	83	37	43	24	28	14	13	5	5	1	1	10	
																RMB million
2010	1,959	1,926	321	784	294	188	131	88	42	47	11	11	7	1	33	
2011	1,985	1,944	304	783	281	202	128	110	55	47	11	12	9	1	41	
2012	2,667	2,619	304	1,489	275	196	100	114	48	56	11	15	9	3	48	
2013	4,501	4,456	452	3,039	308	245	106	112	50	79	25	25	9	6	45	
2014	2,211	2,147	597	507	229	261	148	170	85	79	28	28	9	6	63	

Notes 1. This table is a breakdown of column (23) 'Sum of final account of department public budget expenditure for international organisations: Adjusted' in Table 1a. The information presented here is incomplete.

Sources The websites of 50 departments and relevant organisations, and Table 49.3 in OECD (2015).

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