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Estimating China's Foreign Aid Using New Data: 2015-2016 Preliminary Figures— Contribution to AIIB significantly increased China's aid volume

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Using new data, this paper presents revised and updated estimates of net and gross disbursements of China's foreign aid from 2001 to 2016. Such estimates can provide a proxy indicator of Official Development Assistance (ODA) as defined by the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD). The results are compared with the net and gross ODA flows of major DAC member countries and emerging providers that report to the DAC. The methodology used for this estimation is provided in the Annex.

China's net foreign aid is estimated to have increased significantly from US\$5.0 billion in 2014 to US\$5.9 billion in 2015, then decreased slightly to US\$5.8 billion in 2016 (Figure 1 & Table 1). This significant increase from 2014 to 2015 can mainly be attributed to China's contribution to the paid-in capital for the Asian Infrastructure Investment Bank (AIIB), amounting US\$1.0 billion. The decline from 2015 to 2016 is mainly due to fluctuating exchange rates, with the Chinese renminbi (RMB) depreciating against the US dollar.

In looking at the figures in detail, the grant and interest-free loan components of bilateral foreign aid in RMB were downgraded for three consecutive years from 2012 to 2015 while in 2016 they were kept at the 2015 level. Chinese government concessional loans (concessional loans) in RMB decreased somewhat from 2014 to 2016. Multilateral foreign aid significantly increased from US\$0.3 billion in 2014 to US\$1.6 billion in 2015, then decreased to US\$1.4 billion in 2016.

The increase in multilateral aid in 2015 was mainly due to China's contributions to the AIIB starting from that year. In 2017, the OECD-DAC agreed that contributions to the AIIB qualify as ODA (OECD 2017). China is providing US\$29.8 billion as its initial subscription to the authorized capital stock of the AIIB. Of the total

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authorized capital stock, 20% is paid-in, while the remainder is callable. The paid-in capital is to be paid in five annual installments of approximately US\$1.2 billion, of which 85% (US\$1.0 billion) is counted as ODA under the OECD-DAC rules. The Seventeenth Replenishment of the World Bank's International Development Association (IDA 17), amounting to US\$300 million, also contributed to the increase in 2015. The decline in 2016 is partly because the IDA 17 contribution was made as a single payment in 2015.

In 2015 and 2016, the share of multilateral foreign aid stood at 27.0% and 24.8% respectively – significantly larger than 13.6% in 2013, which was the highest figure prior to 2014. The proportion of concessional loans to total foreign aid stood at 36.3% in 2016. Gross foreign aid also increased significantly from US\$5.4 billion in 2014 to US\$6.6 billion in 2015, then remained at the same level of US\$6.6 billion in 2016 (Figure 2 & Table 2). The difference between net foreign aid amounted US\$5.8 billion in the same year and gross foreign aid has gradually become larger due to the increase in the repayment of concessional loans (Annex Table 1).

As a reference point, the net and gross disbursements of preferential buyer's credits are estimated to have totaled US\$8.1 billion and US\$9.3 billion respectively in 2016, which are much larger than the net and gross foreign aid flows in the same year (Figures 1 & 2). Preferential buyer's credits, also called preferential export buyer's credits, are in US dollars with preferential conditions similar to the terms of concessional loans. Some recipient countries treat them as aid. If these figures are combined as net and gross concessional flows, total disbursements are estimated to have reached US\$13.9 billion and US\$15.9 billion in 2016.

In terms of RMB, net and gross disbursements increased for two consecutive years from 2014 to 2016 (Figures 3 & 4 and Tables 3 & 4). As mentioned earlier, the decline of net disbursements and lack of change in gross disbursements between 2015 and 2016 in terms of US\$ is mainly due to the depreciation of the RMB against the US dollar (from 6.23 RMB/US\$ in 2015 to 6.64 RMB/US\$ in 2016).

When compared with the ODA flows of the top nine DAC member countries – plus Korea as a member country in East Asia – and the top two emerging providers that reported to the DAC in 2016, Turkey and UAE, China was ranked at number 7, next to Turkey in terms of both net and gross disbursements (Figures 5 & 6).

As part of the institutional reform of the State Council, a new aid agency, the China International Development Cooperation Agency was inaugurated in April 2018. As the first such agency in the country's history, its establishment will bring about a major change in China's implementation structure of foreign aid. It is important to follow and understand how China will increase and improve its foreign aid through the lens of aid statistics.



Annex

Process of estimation

China's foreign aid, in this paper, is defined as the sum of (1) grants and interest-free loans by the Ministry of Commerce (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) interest subsidies on concessional loans, which are deducted from the total amount of aid, (5) concessional loans managed by the Export-Import Bank of China (China Eximbank) as bilateral foreign aid, and (6) subscriptions and contributions to ODA-eligible international organizations as multilateral foreign aid.

The following process is used here to estimate China's foreign aid based on new data, while also drawing upon previous work (Kitano & Harada 2016, 2014; Kitano forthcoming, 2017, 2016, 2014). Aside from concessional loans, preferential buyer's credits are also estimated as reference points.

Annex Table 1 shows the breakdown of bilateral grants and interest-free loans consisting of the following five figures (from 1 to 5):

(1) Grants and interest-free loans by MOFCOM

The foreign aid expenditure data between 2010 and 2016 were obtained from the final departmental accounts on public budget expenditure from MOFCOM. Figures between 2001 and 2009 were derived based on the assumption that 90% of the final account of the central level public budget expenditure for foreign aid was implemented by MOFCOM (Kitano 2016).

(2) Grants managed by other departments and relevant organizations

Annex Table 2 shows the department level data for MOFCOM as well as other departments and relevant organizations responsible for foreign aid. These include the National Health and Family Planning Commission, which has jurisdiction over Chinese medical teams working abroad. The institutional reform of the State Council approved by the National People's Congress in March, 2018 was not reflected in this paper. Figures from 2010 to 2016 were obtained from the foreign aid expenditure in the final departmental accounts of the respective departments. It was assumed that, from 2001 to 2009, grants for other departments comprised 3% of the final account of central level public budget expenditure for foreign aid through back calculation from 2010 (Kitano 2016).

(3) Scholarships

Based on the ODA definition, scholarships to foreign students from developing countries are counted as aid. In 2009 China extended scholarships to 18,245 foreign students who studied in China (China Education Yearbook Editorial 2011, 440). In the same year, it extended scholarships to 11,185 students from other



developing counties (Information Office of the State Council 2011). Using these numbers, it is assumed that the ratio of foreign students with scholarships from developing countries among all foreign students is 61.3%. I use this ratio to identify the total expenditure for scholarships for foreign students studying in China from other developing countries as foreign aid from 2007 to 2016. The average ratio of scholarships for foreign students from other developing countries divided by the final account of central level public budget expenditure for foreign aid, which was 2% between 2007 and 2008, was used to estimate the figures from 2001 to 2006.

(4) Interest subsidies on concessional loans

According to the 2014 White Paper on China's foreign aid (Information Office of the State Council, 2014), the difference between the lending rate of concessional loans and the RMB benchmark loan interest rate for loans with more than 5 years of repayment period, promulgated by the People's Bank of China, is to be subsidized by the government. Since this subsidy is an internal transfer, it must be deducted from total amount of foreign aid. Interest subsidies on concessional loans were 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 subsidized by the government (Kitano 2016).

(5) Concessional loans

Published net and gross disbursement as well as repayment data for concessional loans and preferential buyer's credits by China Eximbank between 2004 and 2014 (except for 2009) from the Almanac of China's Finance and Banking reports are used for each year. Figures between 2001 and 2003 were derived from Kitano (2016) while those in 2009 were estimated by using the data in 2008 and 2010 from the above mentioned reports. Outstanding amounts of the two facilities from 2015 to 2016 were inferred from a graph in China Eximbank's brochure for concessional loans and preferential buyer's credits. Subsequently, net disbursement and repayment amount as well as gross disbursement figures were estimated.

(6) Subscriptions and contributions to ODA-eligible international organizations as multilateral foreign aid Multilateral foreign aid is defined as the cumulative amount of expenditure by departments and other relevant organizations with a budget for international organizations. It is adjusted by the DAC-defined coefficients for core contributions. As shown in Annex Table 3, I have selected 12 out of the 55 departments to verify China's annual contributions to international organizations from 2010 to 2016 based on publicly available documents such as the United Nations System Chief Executives Board for Coordination (CEB) Financial Statistics as well as annual reports for each organization. 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 organizations. I then calculated the core contributions for each department using the coefficients in the DAC



List of ODA-eligible international organisations (OECD 2017). As for the other 43 departments, I assume a coefficient for core contributions of 30%. The figures from 2001 to 2009 were derived from Kitano (2016).

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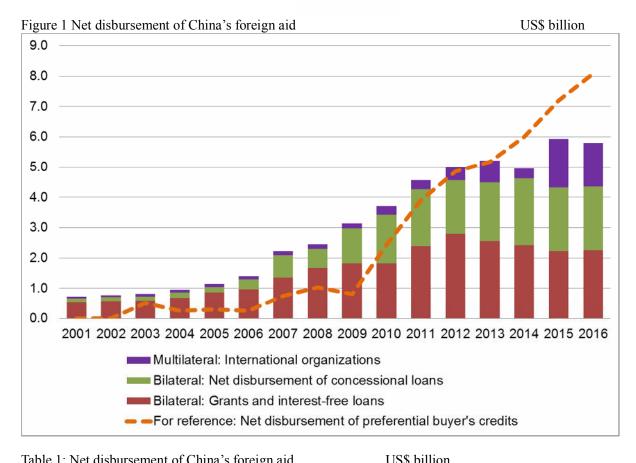


Table	Table 1: Net disbursement of China's foreign aid									
Year	Bilateral:	Bilateral: Net	Total: Net	For reference:						
	Grants and	disbursement	Net foreign	International	foreign aid	Net				
	interest-	of concessional	aid	organizations		disbursement				
	free loans	loans				of preferential				
						buyer's credits				
2001	0.5	0.1	0.7	0.1	0.7	0.0				
2002	0.6	0.1	0.7	0.1	0.8	0.0				
2003	0.6	0.1	0.7	0.1	0.8	0.5				
2004	0.7	0.2	0.9	0.1	0.9	0.3				
2005	0.9	0.2	1.0	0.1	1.1	0.3				
2006	1.0	0.3	1.3	0.1	1.4	0.3				
2007	1.4	0.7	2.1	0.1	2.2	0.8				
2008	1.7	0.6	2.3	0.2	2.5	1.0				
2009	1.8	1.2	3.0	0.2	3.1	0.8				
2010	1.8	1.6	3.4	0.3	3.7	2.4				
2011	2.4	1.9	4.3	0.3	4.6	3.9				
2012	2.8	1.8	4.6	0.4	5.0	4.9				
2013	2.6	1.9	4.5	0.7	5.2	5.2				
2014	2.4	2.2	4.6	0.3	5.0	6.0				
2015	2.2	2.1	4.3	1.6	5.9	7.2				
2016	2.2	2.1	4.4	1.4	5.8	8.1				
Share	percentage									
2013	49.2%	37.2%	86.4%	13.6%	100.0%	99.4%				
2014	48.8%	44.3%	93.2%	6.8%	100.0%	120.9%				
2015	37.5%	35.5%	73.0%	27.0%	100.0%	121.3%				
2016	38.8%	36.3%	75.2%	24.8%	100.0%	139.7%				



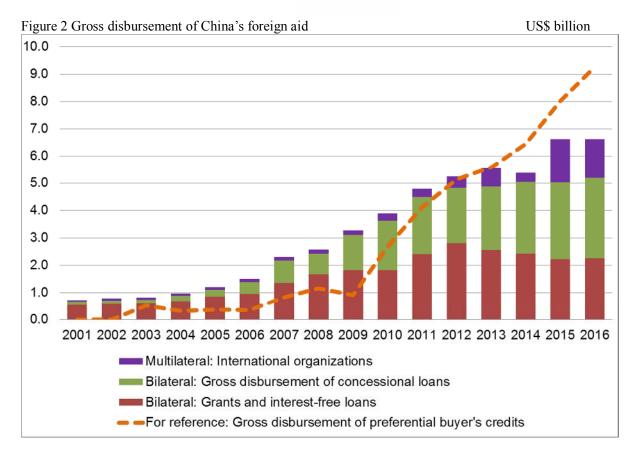


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rable 2	GIOSS	disbursement	oi Ciiina	S	ioreign aid	L

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Year	Bilateral:	Bilateral: Gross	Bilateral:	Multilateral:	Total: Gross	For reference:
	Grants and	disbursement	Gross	International		Gross
	interest-	of concessional	foreign aid	organizations		disbursement
	free loans	loans		0.8424		of preferential
						buyer's credits
2001	0.5	0.1	0.7	0.1	0.7	0.0
					0.7	
2002	0.6	0.1	0.7	0.1	0.8	0.0
2003	0.6	0.2	0.7	0.1	0.8	0.5
2004	0.7	0.2	0.9	0.1	1.0	0.3
2005	0.9	0.3	1.1	0.1	1.2	0.4
2006	1.0	0.4	1.4	0.1	1.5	0.4
2007	1.4	0.8	2.2	0.1	2.3	0.8
2008	1.7	0.7	2.4	0.2	2.6	1.2
2009	1.8	1.3	3.1	0.2	3.3	0.9
2010	1.8	1.8	3.6	0.3	3.9	2.7
2011	2.4	2.1	4.5	0.3	4.8	4.1
2012	2.8	2.0	4.8	0.4	5.2	5.1
2013	2.6	2.3	4.9	0.7	5.6	5.6
2014	2.4	2.6	5.0	0.3	5.4	6.5
2015	2.2	2.8	5.0	1.6	6.6	8.0
2016	2.2	2.9	5.2	1.4	6.6	9.3



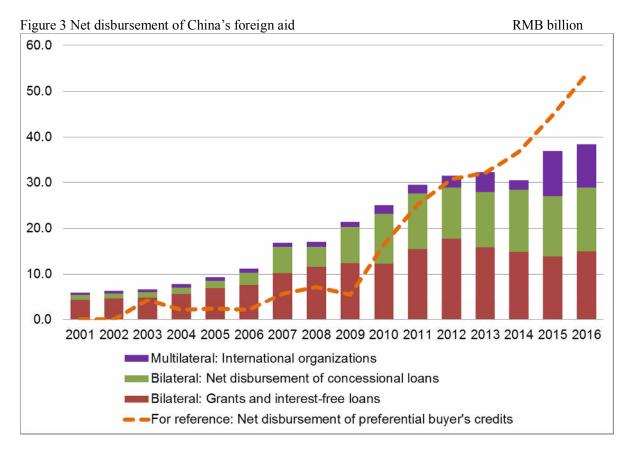


Table 2 Not	disbursement	of China'a	forgian aid	
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		Dilatoral Not		Multilatoral	Total, Not	For reference:
Year	Bilateral:	Bilateral: Net	Bilateral:	Multilateral:	Total: Net	For reference:
	Grants and	disbursement	Net foreign	International	foreign aid	Net
	interest-	of concessional	aid	organizations		disbursement
	free loans	loans				of preferential
						buyer's credits
2001	4.4	1.0	5.5	0.5	6.0	0.0
2002	4.7	1.1	5.8	0.6	6.4	0.0
2003	4.9	1.1	6.0	0.7	6.7	4.3
2004	5.7	1.4	7.1	0.7	7.8	2.1
2005	7.0	1.6	8.6	0.8	9.4	2.4
2006	7.7	2.6	10.3	0.9	11.2	2.1
2007	10.3	5.6	15.9	1.0	16.9	5.7
2008	11.6	4.3	16.0	1.1	17.0	7.2
2009	12.4	7.9	20.3	1.1	21.4	5.5
2010	12.3	10.9	23.2	1.9	25.1	16.4
2011	15.5	12.1	27.6	1.9	29.5	25.2
2012	17.7	11.2	28.9	2.6	31.4	30.7
2013	15.9	12.0	27.9	4.4	32.3	32.1
2014	14.9	13.5	28.4	2.1	30.5	36.8
2015	13.9	13.1	27.0	10.0	37.0	44.8
2016	14.9	14.0	28.9	9.6	38.5	53.8



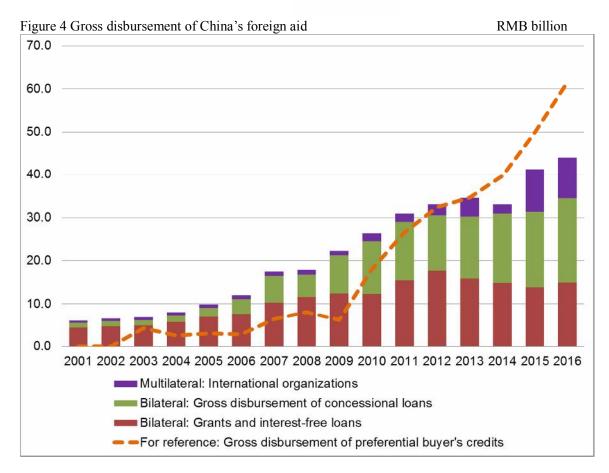


Table 4 Gross disbursement of China's foreign aid

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Year	Bilateral:	Bilateral: Gross	Bilateral:	Multilateral:	Total: Gross	For reference:
	Grants and	disbursement	Gross	International	foreign aid	Gross
	interest-	of concessional	foreign aid	organizations		disbursement
	free loans	loans				of preferential
						buyer's credits
2001	4.4	1.1	5.5	0.5	6.0	0.0
2002	4.7	1.2	5.9	0.6	6.5	0.0
2003	4.9	1.3	6.2	0.7	6.8	4.3
2004	5.7	1.7	7.3	0.7	8.1	2.6
2005	7.0	2.1	9.1	0.8	9.9	3.0
2006	7.7	3.4	11.1	0.9	12.0	2.8
2007	10.3	6.2	16.5	1.0	17.5	6.3
2008	11.6	5.2	16.8	1.1	17.9	8.1
2009	12.4	8.8	21.2	1.1	22.3	6.2
2010	12.3	12.2	24.5	1.9	26.4	18.1
2011	15.5	13.5	29.0	1.9	30.9	26.6
2012	17.7	12.8	30.5	2.6	33.1	32.4
2013	15.9	14.3	30.2	4.4	34.6	34.6
2014	14.9	16.1	31.0	2.1	33.0	39.7
2015	13.9	17.4	31.3	10.0	41.3	49.9
2016	14.9	19.5	34.5	9.6	44.0	61.5



Figure 5 Comparison of net ODA flows of major DAC member countries and emerging providers that report to the DAC and China's net foreign aid

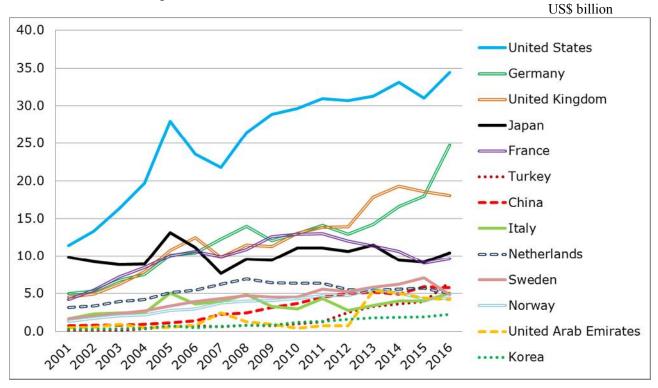
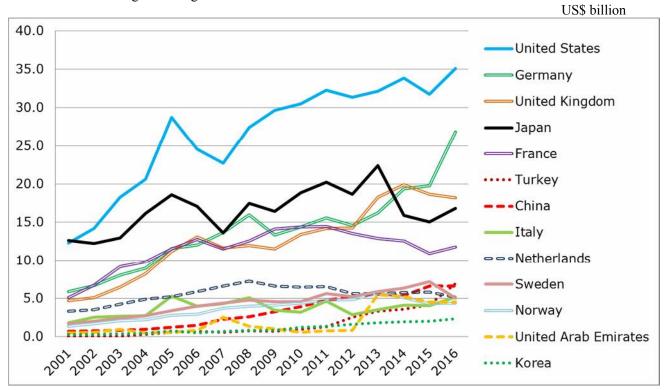


Figure 6 Comparison of gross ODA flows of major DAC member countries and emerging providers that report to the DAC and China's gross foreign aid





Anne	Annex Table 1 Break-down of bilateral foreign aid										R	MB million
Year	Final	Grants	Grants by	Scholarships	Subsi-	Grants	Conces-	Net	Repay-	Gross	Bilateral:	Bilateral:
	account of	and	other	for foreign	dies for	and	sional	disburse-	ment of	disburse-	Net	Gross
	central level	interest-	depart-	students	conces-	interest-	loans out-	ment of	conces-	ment of	foreign aid	foreign aid
	public	free loans	ments	from other	sional	free	standing	conces -	sional	conces-	(11)=(6)+(8)	(12)=(6)+(10)
	budget	by Ministry	and	developing	loans	loans	(7)	sional	loans	sional		
	expendi-	of Com-	relevant	countries by	(5)	(6)=(2)+		loans (8)	(9)	loans (10)		
	ture for	merce	ograni-	the Ministry		(3)+(4)-(5)						
	foreign aid	(MOFCOM)	zations	of Education								
	(1)	(2)	(3)	(4)								
2001	4,711	4,240	141	94	47	4,429	3,784	1,041	19	1,060	5,470	5,489
2002	5,003	4,503	150	100	54	4,699	4,903	1,119	78	1,197	5,818	5,896
2003	5,223	4,701	157	104	66	4,896	6,047	1,144	133	1,277	6,040	6,173
2004	6,069	5,462	182	121	83	5,683	7,282	1,412	239	1,651	7,095	7,334
2005	7,470	6,723	224	149	109	6,987	8,857	1,575	496	2,070	8,562	9,058
2006	8,237	7,413	247	165	155	7,671	11,498	2,641	790	3,431	10,312	11,102
2007	11,154	10,039	335	185	279	10,280	17,138	5,640	588	6,228	15,919	16,507
2008	12,559	11,303	377	305	367	11,618	21,480	4,342	848	5,190	15,960	16,808
2009	13,296	11,966	399	402	339	12,428	29,393	7,913	891	8,804	20,341	21,232
2010	13,611	11,839	462	491	470	12,323	40,274	10,881	1,292	12,173	23,204	24,496
2011	15,898	15,178	510	564	761	15,490	52,347	12,073	1,464	13,537	27,563	29,027
2012	16,695	17,014	666	951	939	17,691	63,511	11,164	1,611	12,775	28,855	30,466
2013	17,049	15,206	659	1,034	1,022	15,878	75,505	11,994	2,305	14,299	27,872	30,177
2014	18,457	14,203	674	1,196	1,191	14,882	89,008	13,503	2,572	16,075	28,385	30,957
2015	19,537	12,810	736	1,345	1,029	13,863	102,125	13,117	4,308	17,425	26,980	31,288
2016	15,660	13,623	846	1,405	930	14,943	116,100	13,975	5,556	19,531	28,918	34,474
												US\$ million
2001	569	512	17	11	6	535	457	126	2	128	661	663
2002	604	544	18	12	7	568	592	135	9	145	703	712
2003	631	568	19	13	8	592	731	138	16	154	730	746
2004	733	660	22	15	10	687	880	171	29	200	857	886
2005	912	820	27	18	13	853	1,081	192	60	253	1,045	1,105
2006	1,033	930	31	21	19	962	1,442	331	99	430	1,293	1,392
2007	1,466	1,320	44	24	37	1,351	2,253	741	77	819	2,093	2,170
2008	1,807	1,627	54	44	53	1,672	3,091	625	122	747	2,297	2,419
2009	1,946	1,752	58	59	50	1,819	4,303	1,158	130	1,289	2,978	3,108
2010	2,010	1,749	68	73	69	1,820	5,949	1,607	191	1,798	3,427	3,618
2011	2,460	2,349	79	87	118	2,397	8,101	1,868	227	2,095	4,266	4,492
2012	2,645	2,695	106	151	149	2,803	10,061	1,769	255	2,024	4,571	4,826
2013	2,752	2,454	106	167	165	2,563	12,187	1,936	372	2,308	4,499	4,871
2014	3,004	2,312	110	195	194	2,422	14,488	2,198	419	2,617	4,620	5,039
2015	3,137	2,057	118	216	165	2,226	16,399	2,106	692	2,798	4,332	5,024
2016	2,357	2,050	127	211	140	2,249	17,473	2,103	836	2,939	4,352	5,188



Annex Table 2 Final accounts of public budget expenditure of departments and relevant organizations for foregin aid

RMB million

Year	National	Ministry	Ministry	Nation-	Ministry	Ministry	Ministry	Ministry	Ministry	Ministry	State	All-China	Red	State	China	State	Sub-	Ministry	Total
	Health	of	of Edu-	al	of Agri-	of Civil	of	of Land	of Trans-	of Water	Admin-	Wom-	Cross	Oceanic	Earth-	Admini-	total	of Com-	(3)=(1)+
	and	Science	cation	Deveop-	culture	Affairs	Foreign	and Re-	port	Re-	istration	en's	Society	Admini-	quake	stration of	(2)	merce	(2)
	Family	and	(MOE)	ment	(MOA)	(MCA)	Affairs	sources	(MOT)	sources	of	Feder-	of China	stration	Admini-	Press and		(MOFCO	
	Planning	Te ch-		Reform			(MOFA)	(MLR)		(MWR)	Cultural	ation	(RCSC)	(SOA)	stration	Publication,		M)	
	Com-	nology		Com-							Heritage	(ACWF)			(CEA)	Radio, Film,		(1)	
	mission	(MST)		mission							(SACH)					and			
	(NHFPC)			(NDRC)												Television			
																(SAPPRFT)			
2010	401	45	10								1	5					462	11,839	12,302
2011	426	73	10								2						510	15,178	15,688
2012	474	74	11	100							3	5					666	17,014	17,680
2013	509	72	11	62	0						1		3				659	15,206	15,866
2014	540	82	6	40	0						1	2		2			674	14,203	14,877
2015	510	82	12	23		3	21	2	56		1	3		23			736	12,810	13,546
2016	557	108	8	33	0		0	23	3	36	1	2	1	69	1	2	846	13,623	14,469



Annex Table 3 Final accounts of public budget expenditure of departments and relevant organizations for multilateral foreign aid

.,	1									I					JS\$ million
Year	Ministry of	Ministry of	People's		Ministry of	National		Ministry of		State	Ministry of		Sub-total	Sub-total	Total (C)=
	Foreign	Finance	Bank of	Commerce	Agriculture	Health and	Human Re-	Education	Environ-	Forestry	Industry	Public	(A)= Sum	for other	(A)+ (B)
	Affairs	(MOF) (2)	China (PBC)		(MOA) (5)	Family	sources	(MOE) (8)	mental	Admini-	and Infor-	Security	from (1) to	-	
	(MOFA) (1)		(3)	(4)		Planning	and Social		Protection	stration	mation	(MPS) (12)	(12)	ments and	
						Commis-	Security		(MEP) (9)	(SFA) (10)	Technology			relevant	
						sion	(MOHRSS)				(MIIT) (11)			ograni-	
						(NHFPC) (6)	(7)							zations (B)	
2010	403	116	0	28	30	16	10	12	2	2	2	0	621	19	641
2010	403	116	0				10			2	3	0	640	25	664
2011	393	1					13			2	4	0	743	29	772
2012	583		50				13		4	4	4	1	1,260	29	1,288
2013	864	83		43			23		5		4	1	1,158	40	1,199
2014	741	1,753	37	43			23			5	5	1	2,713	53	2,766
	1,063			44			21					3	2,713	43	2,766
2016	1,063	1,594	38	44	41	34	21	30	5	/	5	4	2,880		2,928 RMB million
2010	2,730	784	0	188	206	107	71	78	11	11	21	0	4,206	132	4,338
2010	2,730	783	0	202			91	78		12	28	0	4,206	160	4,338
			0	196			81	93	11	15		1	4,132		
2012	2,483 3,612	1,489 3,039	308	245			83		25			3	7,804	184 174	4,875 7,979
2013	5,309		229	261		207	142	132	28			6	7,804	248	7,363
2014	4,612			261		212	134		30			17	16,897	330	17,227
2015	7,062		254	293			134					25	19,174	284	19,458
		10,392	234	253	2/3	223	136	150	33	43	33	23	15,174	284	US\$ million
Adjuste			l					_						_	
2010	38 37		43 43	28 31			6 8		2	2	1	0	274 290	5	279 297
2011												0		6	
2012	37			31					2		1	0	403	8	410
2013	58		50	40			8			4	1	1	703	/	711
2014	77			43			14			5	1	1	329	10	339
2015	69		39	42			13				1	3	1,587	14	1,602
2016	162	1,081	38	44	28	28	12	18	5	7	1	4	1,428	11	1,439 RMB million
Adjuste		1			1	1	1	1		1		1			
2010	255			188		88					4	1	1,857	33	1,890
2011	242		281	202		110	55		11		5	1	1,877	41	1,918
2012	232		275	196			48				5	3	2,542	48	2,590
2013	357	3,039	308	245			50				5	6	4,358	45	4,402
2014	475		229	261		170	85		28		5	6	2,022	63	2,085
2015	427		241	264		176	80		30			17	9,886	89	9,975
2016	1.073	7.183	254	293	185	185	83	118	35	45	6	25	9.486	74	9.559