The Role of Japan and Korea in International Development:
Projecting East Asian Perspectives into Global Debates

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Izumi Ohno, National Graduate Institute for Policy Studies (GRIPS), Tokyo, Japan
Speed of Catching Up: East Asia

Per capita real income relative to US
(Measured by the 1990 international Geary-Khamis dollars)

## Becoming “Global Korea”

### THE DAC AT A GLANCE

DAC members by year of membership

<table>
<thead>
<tr>
<th>Year</th>
<th>Members</th>
</tr>
</thead>
<tbody>
<tr>
<td>1960</td>
<td>Belgium, Canada, France, Germany, Italy, the Netherlands, Portugal*</td>
</tr>
<tr>
<td>1961</td>
<td>European Commission, United Kingdom, United States</td>
</tr>
<tr>
<td>1962</td>
<td>Norway</td>
</tr>
<tr>
<td>1963</td>
<td>Denmark</td>
</tr>
<tr>
<td>1965</td>
<td>Austria, Sweden</td>
</tr>
<tr>
<td>1966</td>
<td>Australia</td>
</tr>
<tr>
<td>1968</td>
<td>Switzerland</td>
</tr>
<tr>
<td>1973</td>
<td>New Zealand</td>
</tr>
<tr>
<td>1975</td>
<td>Finland</td>
</tr>
<tr>
<td>1985</td>
<td>Ireland</td>
</tr>
<tr>
<td>1991</td>
<td>Portugal*, Spain</td>
</tr>
<tr>
<td>1992</td>
<td>Luxembourg</td>
</tr>
<tr>
<td>1999</td>
<td>Greece</td>
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<tr>
<td>2010</td>
<td>Republic of Korea</td>
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**Seoul Development Consensus for Shared Growth**

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**KOREA JOINS THE DAC**

In January 2010, South Korea joined the DAC, demonstrating the changing face of international development assistance.

Between 1945, when South Korea became independent, and the late 1990s, the country relied heavily on foreign assistance—a total of USD 13 billion—to rebuild its economy. “Making good use of this assistance, we worked hard to overcome poverty and achieve development,” said Oh Joon, Korean Deputy Minister of Foreign Affairs. “For many Koreans, including myself, it happened in our own lifetime. As a child, I went to an elementary school where we drank milk and ate corn bread that came in containers marked ‘United Nations’ or ‘US Government’. A few months ago, I visited a kindergarten in Mongolia where children were studying with textbooks marked as gifts from the Republic of Korea.”

Today South Korea is a major global economy and its aid to other countries—in particular in Asia—has grown: in 2008 South Korea gave USD 803 million, up from USD 696 million one year earlier.
## Emerging (?) Donors in East Asia

<table>
<thead>
<tr>
<th>Country</th>
<th>Policy</th>
<th>Implementation</th>
<th>Instruments</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Ministry of Foreign Affairs &amp; Trade (MOFAT)</td>
<td>KOICA (1991)</td>
<td>Grant aid, technical cooperation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>MOFCOM (2003)</td>
<td>Grant aid, technical cooperation</td>
</tr>
<tr>
<td>Thailand</td>
<td>NESDB</td>
<td>NEDA (2005)</td>
<td>Concessional loans, grant aid</td>
</tr>
<tr>
<td>Malaysia</td>
<td>Economic Planning Unit (EPU)</td>
<td>MTCP (1980)</td>
<td>Technical cooperation</td>
</tr>
<tr>
<td>Singapore</td>
<td>Ministry of Foreign Affairs (MOFA)</td>
<td>SCP (1992)</td>
<td>G-G based technical cooperation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>SCE (2006)</td>
<td>Fee-based technical cooperation</td>
</tr>
</tbody>
</table>

**Instruments**

- EDCF: Economic Development Cooperation Fund
- KOICA: Korea International Cooperation Agency
- NESDB: National Economic and Social Development Board
- NEDA: Neighboring Countries Economic Development Cooperation Agency
- FPO: Fiscal Policy Office
- TICA: Thailand International Cooperation Agency
- MTCP: Malaysia Technical Cooperation Program
- SCP: Singapore Cooperation Program (G-G basis)
- SCE: Singapore Cooperation Enterprise (fee basis)
Highlights

- What are the East Asian perspectives of aid and development, shared by Japan and Korea?
  - Are they different from those of Western donors?
- What are comparative advantages of Japan and Korea respectively?
- Possibility and examples of Japan-Korea collaboration
What are the East Asian Perspectives of Aid and Development?  
-- Are Japan and Korea different from Western donors?
East Asian Perspectives of Aid
Shared by Korea and Japan

- Non-Western donors, having “dual experiences” of aid and development (recipients and donors)
- Latecomer perspectives, based on their own catch-up experiences
  - Managing aid as an integral part of the development process
  - Aid for graduation (not for charity), “self-help” effort
  - Development as “trial and error” process; diverse paths to development
# Korea: Dual History of Development Cooperation

<table>
<thead>
<tr>
<th>Recipient</th>
<th>Donor</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1945-48</strong></td>
<td>1963</td>
</tr>
<tr>
<td>US military government</td>
<td>• Participated in a USAID project</td>
</tr>
<tr>
<td>GARIOA and EROA</td>
<td>1982</td>
</tr>
<tr>
<td>Korean War</td>
<td>• KDI’s International Development Exchange Program (IDEP)</td>
</tr>
<tr>
<td><strong>1950-53</strong></td>
<td>1987</td>
</tr>
<tr>
<td>• UNKRA - Post-war Reconstruction Aid</td>
<td>• Economic Development Cooperation Fund (EDCF): concessional loans</td>
</tr>
<tr>
<td><strong>1950s</strong></td>
<td>1991</td>
</tr>
<tr>
<td>• 70% of Grant aid provided during this period</td>
<td>• Korea International Cooperation Agency (KOICA): grant aid &amp; TA</td>
</tr>
<tr>
<td><strong>1945-60</strong></td>
<td>1995</td>
</tr>
<tr>
<td>• Total: $12.78 billion</td>
<td>• Graduated from recipient status: WB loans paid off (excluding post-1997 crisis loans)</td>
</tr>
<tr>
<td>• Major donors</td>
<td>2010</td>
</tr>
<tr>
<td>- US: $5,540 million (43.3%)</td>
<td>• OECD/DAC member</td>
</tr>
<tr>
<td>- Japan: $5,050 million (39.5%)</td>
<td>• G20 Seoul Development Consensus for Shared Growth</td>
</tr>
<tr>
<td>- UN: $615 million (4.8%)</td>
<td></td>
</tr>
</tbody>
</table>

Source: Presentation by Dr. Wonhyuk Lim, Director of Policy Research Division, KDI, on “Korea’s Development Cooperation Agenda,” at the International Symposium: Styles of Foreign Assistance, held on May 26-28, Seoul.
Post-War Japan as Aid Recipient

GARIOA・EROA Fund
(Bilateral Aid)
US$1.8bn (1946-51)

Tokaido Shinkansen (Bullet Train)

Loans
(Multilateral Aid)
US$860mn (1953-66)

Repayment completed in July 1990

Tokyo-Nagoya Expressway

World Bank

Equivalent to 12 trillion yen

Equivalent to 6 trillion yen

Japan’s miraculous economic recovery

Source: Ministry of Foreign Affairs and the World Bank

Total of 31 infrastructure projects financed by World Bank (e.g., electric power plants, irrigation)
Examples of World Bank Loans to Japan

Kurobe No.4 Hydroelectric Power Station: 1964

Tokaido Shinkansen (Bullet Train) Line: 1964

Tomei Expressway (Tokyo-Shizuoka section) 1963

Tanagawa Thermal Power Station: 1953

Signing Ceremony with the World Bank

Public Water Project in Aichi Prefecture: 1957

Photos: World Bank Tokyo Office Website
Development Vision Shaped by Historical Experiences

- Growth strategy with “real-sector concern”
  - Trade, investment, industries, technology, human resources
- Respect for the uniqueness of each country
- Long-term perspective
  - Development is a long-term undertaking and path-dependant in nature; patience is required
- Realistic and pragmatic approach in aid delivery
### Western vs. Eastern Approaches: “Framework vs. Ingredients”

<table>
<thead>
<tr>
<th>Framework-oriented (West)</th>
<th>Ingredients-oriented (Japan and East Asia)</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Emphasis on the framework of an economic system and its management</td>
<td></td>
</tr>
<tr>
<td>- Rules of the game according to which economic agents make decisions and take action in a given economy</td>
<td></td>
</tr>
<tr>
<td>- Emphasis on an economy as the sum of component parts</td>
<td></td>
</tr>
<tr>
<td>- Tangible organizational units such as firms, official bureaus, industrial projects and their aggregations such as industries, sectors and regions</td>
<td></td>
</tr>
</tbody>
</table>

ODA Comparison (1): Share of Economic Infrastructure (net disbursements)

Source: www.oecd.org/dac/stats
ODA Comparison (2): Grant Share of Bilateral ODA Commitment

Source: www.oecd.org/dac/stats
How can Japan and Korea complement the Western donors?
Learning from East Asia

- **NOT** copying some specific policies adopted in some East Asian countries, without critical examination of local context
  - Postal saving (Japan); Heavy & Chemical Industrialization Drive, *Chaebol* system (Korea)
  - Township and Village Enterprises (China)
- East Asian lessons should be about *mindset* and *methodology* of development

⇒ *Dynamic capacity development* approach
Lazy Workers in Japan
(Early 20th Century)

Survey of Industrial Workers, Ministry of Agriculture and Commerce, 1901

- Japanese workers are only half as productive as American workers.
- They stop working when supervisors are not watching.
- Skilled workers are few, and they are often too proud and lazy.
- Job hopping is rampant in comparison with US.
- Japanese workers never save.

⇒ Even today’s high performers started with low capacity in private and public sectors.
South Korea: Unpromising Place with Inept Institution

*The Lessons of East Asia – Korea, K. Kim & D.M. Leipziger (1993)*

- Heavily dependent on US foreign aid for food, fuel and other raw materials, Korea was not seen as a promising place for major investments.
- During the period from 1940 to 1960, the Korean bureaucracy was a kind of spoils system.

*The East Asian Miracle, The World Bank (1993)*

- At late as 1960, the Korean civil service was widely viewed as a corrupt and inept institution.
- In less than two decades, this view has been dramatically altered. By the late 1970s, the bureaucracy had become one of the most reputable in developing world. How did this come about?
Investments have been authorized without first trying to find out if they would serve urgent needs, if they would be as productive as other alternatives, or if the particular forms of investment chosen were the best means of attaining their objectives.

There is a shortage of trained manpower and of managers and administrators qualified by experience to operate industrial concerns and government departments efficiently.

It will be most difficult, if not impossible, to find suitably trained and sufficiently experienced Thai personnel who can be spared from present assignments to fill all these important senior positions.

Policy Design: Desirability vs. Feasibility

- Development is both a political process and an economic process.

**What should be done**
- HRD & technology
- Infrastructure
- Integration & competition
- Systemic transition, etc

(mainly economics)

**What can be done**
- Leadership
- Political constraints
- Popular sentiment
- Administrative capacity

(mainly politics)

- Each country is unique in *what needs to be done* as well as *what can actually be done*.
- Any policy maker must work with economic and political space simultaneously.
Policy Design (cont.)

- Policy advice without feasibility consideration cannot be implemented—regardless of whether proposed actions are a few or many, common or tailor-made. Eg. macro conditionality (fiscal & monetary austerity), transitional strategy (big-bang vs. gradualism), external opening, governance, growth diagnostics, etc.

- We need to figure out a policy sequence which is both desirable and feasible in each country’s context.

- While the government is directly responsible for politics, outsiders can indirectly assist in overcoming political problems.
Good Governance Debate
Worldwide Governance Indicators (Kaufman Index)

- Feasibility of a long list of desirable qualities of government:
  (i) Voice & accountability; (ii) political stability & lack of violence;
  (iii) government effectiveness; (iv) regulatory quality; (v) rule of law; (vi) control of corruption

- Causality? (Growth ⇄ Good governance)

- East Asia’s high growth economies did not have good governance (or do not have it even now).

Control of Corruption (2003)
Dynamic Capacity Development
Improving capability with pride & hands-on experience

- Goal orientation: long-term vision ➔ phased strategies ("roadmap") ➔ concrete action plans.
- Direct most effort to perfecting your strengths rather than correcting your general weaknesses.
- Reform government (improve efficiency and organization) to attain concrete policy targets (e.g., S. Korea under President Park, P.R. China SEZ under Deng Xiaoping)
- Achieve successes one by one, and be proud.
- Eventually, graduate from aid and become a donor
Example: Latecomer Japan Beats British Textile Industry

1883 Establishment of Cotton Spinning Industry

**Target:** import substitution of cotton yarn (industrial input)

**Actors:** Eiichi Shibusawa (super business organizer)
Takeo Yamanobe (engineer studying in UK)

**Action:** establish **Osaka Spinning Co.** with sufficient scale and technical breakthrough

**Result:** instant success with a large number of followers; Japan overtakes UK as top textile exporter by early 20th century;
The City of Osaka is called “Manchester of the Orient”
Example: Korea’s Export-Oriented Industrialization

- In July 1965, 13 items were selected for export promotion that were considered to be superior in terms of the effects on the international division of labor, the balance of payments, as well as, having spillover effects on other industries.
- For each of these industries, a deputy director (in the Ministry of Commerce and Industry) was tasked with providing financial and technical assistance.
- Monthly Export Promotion Meetings were also established in 1966, chaired by the President Park Chung-hee, with MCI serving as the secretariat. Attended by high-ranking government officials and business representatives, the meetings provided a forum to monitor progress and devise institutional innovations and solutions to emerging problems.

From Despair to Hope: Economic Policymaking in Korea 1945-1979
A Memoir by Kim Chung-yum, KDI (2011)
Example: Pragmatism of Deng Xiaoping in China
(In power 1978-97)

- All for production increase rather than fighting for political ideology (cf. Mao, in power 1949-76)
- "Black Cat or White Cat" – capitalism (FDI) or socialism (SOEs) does not matter as long as it catches mice (increase production).
- Special Economic Zones – creating good business conditions in limited areas to receive investment.
- Trial-and-error and flexible adjustment ("Even try stock market and see").
- “Some get rich first, others can follow later.”
## A Comparison of East and West

<table>
<thead>
<tr>
<th></th>
<th>East Asian</th>
<th>Traditional</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Purpose</strong></td>
<td>Enhance strengths to create competitiveness</td>
<td>Find weaknesses relative to norm, and correct them</td>
</tr>
<tr>
<td><strong>Selectivity</strong></td>
<td>Future vision, phased strategies, concrete</td>
<td>Improve governance, institutions etc. generally (let market</td>
</tr>
<tr>
<td></td>
<td>actions to achieve goals</td>
<td>do the rest)</td>
</tr>
<tr>
<td><strong>Time frame</strong></td>
<td>Patient; build trust through long-term</td>
<td>Short-term implementation and frequent reviews</td>
</tr>
<tr>
<td></td>
<td>engagement</td>
<td></td>
</tr>
<tr>
<td><strong>Modality</strong></td>
<td>Hands-on experience, less talk or writing</td>
<td>Emphasize framework, monitoring, dissemination</td>
</tr>
</tbody>
</table>
What are comparative advantages of Japan and Korea respectively?
Korea: Strengths

- Strong leadership commitment to development cooperation
  - President Lee Myung-bak: “Korea through international cooperation would become a guiding light for developing countries in the 21st century.”
  - G20 Seoul Development Consensus
  - Increasing ODA significantly
- High global attention and expectation on the role of Korea, based on its achievements
- Ability to offer the latest successful experiences of catch-up, serving as a bridge between the developed and developing worlds
Korea’s ODA: 2004 - 2008

<table>
<thead>
<tr>
<th>Classification</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2012</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total ODA</td>
<td>423.3</td>
<td>752.3</td>
<td>455.3</td>
<td>699.1</td>
<td>803.8</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bilateral Aid</td>
<td>330.8</td>
<td>463.3</td>
<td>376.1</td>
<td>493.5</td>
<td>540.7</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grants</td>
<td>212.1</td>
<td>318.0</td>
<td>259.0</td>
<td>361.3</td>
<td>370.2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Loans</td>
<td>118.7</td>
<td>145.3</td>
<td>117.1</td>
<td>132.2</td>
<td>170.6</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Multilateral Aid</td>
<td>92.6</td>
<td>289.0</td>
<td>79.2</td>
<td>205.6</td>
<td>263.1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>ODA/GNI (%)</td>
<td>0.06</td>
<td>0.10</td>
<td>0.05</td>
<td>0.07</td>
<td>0.09</td>
<td>0.15</td>
<td>0.25</td>
</tr>
</tbody>
</table>

(Net disbursements, Unit: million USD)

Source: Ministry of Foreign Affairs and Trade, “Korea’s Development Cooperation 2009”

Scaling-up Plan

USD Mil.

As % of GNI

Sharing Korea’s Development Experiences

- Knowledge Sharing Program (MOSF/KDI), 100 modules under preparation

  - Former high-ranking government officials and experts with extensive research experience participate in policy consultations to share their intimate knowledge of development challenges.
  
  - These government officials and experts effectively pair up with their counterparts in partner countries to work jointly on pressing policy issues and share development knowledge in the process.
  
  - Instead of offering “one-size-fits-all” or template approach, this knowledge-sharing exercise is much more effective in discovering what really works for development.

- Consultation Program, based on the Korean Development Model (MOFAT/KOICA)

Source: Korean Development Institute (KDI)
Japan: Strengths

- A large donor (despite recent decline of ODA)
- A trusted intermediary (Menocal and Denney 2011)
  - Sensitivity, humility and understanding in its engagement with recipient partners
  - Can serve as a bridge between traditional donors and emerging donors
- With sufficiently long experience of being a donor, positioned to provide “Network-based Cooperation,” mobilizing knowledge and human assets accumulated through its past ODA to Asia
- Facing frontier challenges (e.g., aging, declining birth rates, new energy, environment), positioned to contribute to the provision of public goods for future Asia
Trends of Net ODA from G7 Countries + Korea: 1981-2010 (net disbursement basis)

Year

Canada
France
Germany
Italy
Japan
United Kingdom
United States
South Korea

Source: OECD Development Assistance Committee - Statistical Annex of the 2011 Development Co-operation Report, (CRS online database)
Trends of Net ODA from G7 Countries + Korea: 1981-2010 (gross disbursement basis)

Source: OECD Development Assistance Committee - Statistical Annex of the 2011 Development Co-operation Report (CRS online database)
Network-based Cooperation: Mobilizing assets accumulated through Japan’s past ODA

(1) Singapore

- The first country where JICA provided comprehensive technical cooperation for Productivity Development Project (PDP) during 1983-90.
- Successful example of internalization, scaling-up, institutionalization of *Productivity Movement*.
- Singapore now offers consultancy in this area to developing countries, including the ASEAN countries and Africa.
Singapore’s International Cooperation for Productivity Development

Mr. Lo Hock Meng, Executive Director of Singapore Productivity Association (SPA), who was one of the counterparts of JICA project.

<table>
<thead>
<tr>
<th>Productivity Development Project (PDP)</th>
<th>83 84 85 86 87 88 90 91 92 93 94 95 96 97 98 99 00 01 02 03 04 05 06 07 08</th>
</tr>
</thead>
<tbody>
<tr>
<td>JICA-Singapore Partnership Projects (JSPP 21)</td>
<td></td>
</tr>
<tr>
<td>Japan-ASEAN Training Program</td>
<td></td>
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<tr>
<td>Management Diagnosis Training Project</td>
<td></td>
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<tr>
<td>Management Diagnosis Training Project (advanced)</td>
<td></td>
</tr>
<tr>
<td>Productivity Development Training Project in Hungary</td>
<td></td>
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<tr>
<td>Productivity Development Training Project for African countries</td>
<td></td>
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<tr>
<td>Quality and Productivity Training Project for SMEs</td>
<td></td>
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<tr>
<td>Management Diagnosis Training Project for SMEs Development</td>
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<tr>
<td>Singaporean Govt. Projects</td>
<td></td>
</tr>
<tr>
<td>Assistance for ASEAN countries</td>
<td></td>
</tr>
<tr>
<td>Assistance for South Africa and Kenya</td>
<td></td>
</tr>
<tr>
<td>Assistance for Botswana</td>
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</tbody>
</table>

**2. Thailand**

King Mongkut’s Institute of Technology Ladkrabang (KMITL)

- **Anniversary:** 50 years

**1960-1970**

- **Telecommunications Training Center (1960-)**
  - Grant: Construction of facilities (1960-61)

**1970-1980**

- **Telecommunications College (1964-)**
  - TC project (1960-65)
  - Grant: Construction of facilities (1974-75)

**1980-1990**

- King Mongkut’s Institute of Technology (1971-)
  - Grant: Construction of facilities (1984-86)

**1990-2000**

- KMITL (1982-)
  - Interregional networking

**2000-2010**

- SEED-Net
  - ASEAN University Network / Southeast Asia Engineering Education Development Network
  - TC project (2003-2013)

**Bachelor**

- Diploma Level: (2) Thailand
  - King Mongkut’s Institute of Technology Ladkrabang (KMITL)

ASEAN University Network/Southeast Asia Engineering Education Development Network Project (AUN/SEED-Net)

Malaysia-Zambia Cooperation: Triangle of Hope (TOH)

- JICA implemented “Triangle of Hope” Project during 2006-09 to support the improvement of business environment in Zambia.
- Dato Jegathesan was Deputy DG of the Malaysia Industrial Development Authority (MIDA), under ex-Prime Minister Mahathir.
- TOH project formulated 12 concrete policy recommendations, and catalyzed Malaysian Investment in Zambia (a cedular company).
- Currently, JICA Is supporting capacity development of Zambia Development Authority (ZDA).
How can Japan and Korea collaborate?
Japan-Korea Collaboration

- Started with operational collaboration (KOICA-JICA, EDCF-JICA); but recently expanding into policy and research areas.

- Operations
  - Consultations and seminars for information sharing (at various levels)
  - Afghanistan (vocational training, gender)
  - Mozambique (Nacala Corridor)
  - Tanzania (transmission networks), and a few other countries.

- Policy and Research
  - Asian Development Forum
  - Preparation for the OECD/DAC Busan High-Level Forum for Aid Effectiveness, etc.
Operations (Example): Mozambique Nacala Corridor Development (JICA-EDCF Co-financing)

Nacala Development Corridor (Source: CPI, Govt. of Mozambique)

In addition to road infrastructure, JICA plans to support regional development of the surrounding area, including agriculture development (with Brazil) and Nacala Port.
Policy:
Asian Development Forum

1st  Seoul: November 2010
2nd  Tokyo: June 2011

<2nd Conference>

- Participating countries: Japan, Korea, Cambodia, China, India, Indonesia, Philippines, Thailand, Vietnam, World Bank, etc.

- Agenda
  - Sharing Asian experiences of economic transformation and the role of ODA
  - Addressing remaining development issues and new challenges
  - The role of Asia in the international assistance committee
  - Also, engaging China as a responsible global partner
Research: A New Vision for Aid

- Edited by Homi Karas (Brookings), Koji Makino (JICA), and Woojin Jung (KOICA)
  - Other contributors include: MOFAT, JICA researchers, Western researchers, etc.

- Objectives
  - Presenting a new vision for aid, in light of the changing global environment: new players, new challenges, and new approaches
  - Providing an agenda for the Busan High-Level Forum on Aid Effectiveness
Conclusion: Projecting East Asian Perspectives in Global Debates

- There are differences btw. the Western and the East Asian approaches to development.
- These differences are not mutually exclusive, rather complementary.
- Ample scope exists for Japan and Korea to collaborate, building on respective strengths, to current international development, by projecting the East Asian perspectives.
- Two countries should also collaborate, engage other emerging donors in Asia (incl. China).