



COMMEMORATION, SUCCESSION & INNOVATION

-70 Years of China's Foreign Aid and Transformation
to International Development Cooperation.



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Preface

The year 2020 is an extraordinary year. The unexpected COVID-19 rages worldwide, wreaking havoc on global development, and ushering in seismic changes unseen in a century. This year also marks the 70th anniversary of China's foreign aid. Over the years, China's foreign aid has contributed to global development under the framework of South-South cooperation. In the context of profound changes in domestic and international situation, China's foreign aid faces new challenges and new missions in the transformation and upgrading of international development cooperation. Released in 2020, a year of special significance, the *Report on China and International Development* aims to share the exploration and thoughts on the new relationship between China and the world regarding development issues under the changing circumstances.

Planned to be launched at the end of each year, the *Report on China and International Development* is one of public knowledge products under the "International Development Policy Consulting and Communication Promotion Platform" spearheaded by the Institute of International Development and the Institute of West Asia and Africa Cooperation, CAITEC. Under the theme of "Commemoration, Succession and Innovation - 70 Years of China's Foreign Aid and the Transformation to International Development Cooperation", the *Report on China and International Development 2020* consists of four chapters, namely, summary, features, experts and milestones. The content chiefly includes a review of China's foreign aid over 70 years and the new issues, analysis of the impact of the COVID-19 on humanitarianism, summary of the contributions of all sectors of the Chinese society and major countries to anti-pandemic assistance, outlook for international development cooperation in the post-pandemic era, and the selection of two topics for in-depth analysis including low-carbon development and digital technology for poverty reduction. The last part analyzes the major events in China's foreign aid over the past 70 years in the context of global and domestic political, diplomatic, economic and social development.

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Extraordinary Exploration, Reform and Achievement

- In commemoration of 70 years of China's foreign aid

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Dr. Yu has experience in China's foreign aid policies and regulations, and project implementation and management in the Ministry of Commerce (formerly the Ministry of Foreign Trade and Economic Cooperation) for about thirty years. From 2007 to 2011, he served successively as Economic and Commercial Counsellor of the Embassy of the People's Republic of China in the Republic of Yemen and the Embassy of the People's Republic of China in the Kingdom of Saudi Arabia. Dr. Yu also joined the Department of Foreign Assistance of the Ministry of Commerce, where he served as Commercial Counsellor and Deputy Director General from 2012 to 2015. After that, he was appointed to become Secretary of Party Committee of the Agency for International Economic Cooperation(AIECO) of the MOFCOM from 2016 to 2018, and President of Chinese Academy of International Trade and Economic Cooperation (CAITEC) from March 2019 to date.

The reform initiated by Deng Xiaoping since his Southern Tour Talks swept the entire country in 1993. Spring was in the air in Beijing in the early spring. Six new graduates including myself recruited by the Ministry of Foreign Trade and Economic Cooperation (present-day the Ministry of Commerce), bearing our intense dreams, arrived at the temporary office building¹ of the Department of Foreign Aid near the East Prosperity Gate. This was a special day² for the Ministry of Foreign Trade and Economic Cooperation to launch the comprehensive market-oriented reform of foreign aid in accordance with the requirements of “separation of the government and enterprise responsibilities, transformation of the government functions, and transformation of the enterprise operating mechanisms”. Thereafter, I have been involved in China’s foreign aid undertaking. By 2018, I have been involved in foreign aid for 26 years. During this period, I have experienced the arduous reform of China’s foreign aid from the system of planned management fully based on administrative instructions to “market-oriented, standardized, international, and modern” practices. I was involved in the previous major reforms of management institutions and schemes for foreign aid. I visited the cities, villages and remote deserts in tens of developing countries across Asia, Africa, West Asia and North Africa, Eurasia, South Pacific, and the Caribbean, so that each foreign aid project I was involved in becomes a monument of friendship for the Chinese people and the people of developing countries to achieve mutual help, share weal and woe, and realize mutually beneficial cooperation and common development. In this process, my personal destiny is closely bound up with the exploration and reform of China’s foreign aid undertaking during the era of reform and opening-up.

The year 2020 marks the 70th anniversary of China’s foreign aid undertaking. As a proud worker in Chinese foreign aid, I am honored to have the opportunity to pen this article to review the extraordinary constant exploration and continuous reform and innovation in China’s foreign aid over the past 70 years, and express the aspiration of promoting China’s foreign aid undertaking in a new era.

China’s foreign aid can be tracked back to the 1950 War to Resist U.S. Aggression and Aid Korea and the support for the Vietnamese people in the War of Resistance against France. Since its first day, foreign aid has become an important part of China’s foreign policy and an important strategic means of major country diplomacy.

¹ In 1993, a new office building was being constructed at Ministry of Foreign Economic Relation and Trade at No. 2 Courtyard, East Chang’an Street. The former Department of Foreign Aid was temporarily relocated to the 4-5 floors of the garage building attached to the Donghuamen office area (originally export building). This temporary office building was referred to as “small white building” by the leaders and officials of the Department of Foreign Aid.

² In March 1993, the Ministry of Foreign Economics and Trade issued the *Notice on the Reform of the Foreign Aid Management System of the Ministry* ([1993] WJMYF No. 89), which adjusted the original internal management system on foreign aid. According to the notice, the Department of Foreign Aid and China National Complete Plant Export Corp. (Executive Bureau for Foreign Aid Projects) are disqualified to manage foreign aid work according to macro and micro functions. The Department of Foreign Aid alone implements the “one-stop” management of the approval, implementation, and supervision regarding foreign aid policies, funds, plans, and foreign aid projects. China National Complete Plant Export Corp. was changed from a public institution to a real enterprise that primarily undertakes foreign aid tasks and other foreign economic relations and trade operations, and was renamed China National Complete Plant Import & Export Corp. The general contract responsibility system of enterprise is fully implemented for foreign aid projects. On this day, the Ministry of Foreign Economics and Trade officially announced the launch of the aforesaid reforms, and the conference for the establishment of China National Complete Plant Import & Export Corp. was held at the Great Hall of the People.

The 70-year course of China's foreign aid can be divided into three important periods, each of which assumes corresponding responsibility.

The first period was nearly 30 years before the reform and opening-up (1950-1978). The keyword of foreign aid in this period was “exploration.”

In the 1950s, which was the early days of the founding of the People's Republic of China, China's foreign aid highlighted the unconditional ideological support for brotherly socialist countries in the socialist camp and the spirit of proletariat internationalism in the context of the heated Cold War confrontation between the United States and the Soviet Union and the implementation of the “one-sided” foreign policy on the Soviet Union. The War to Resist U.S. Aggression and Aid Korea broke out in 1950. In addition to sending the Chinese People's Volunteer Army to North Korea to join the battle, the Chinese government provided the North Korean government with a wealth of material assistance badly needed for war and people's livelihood in the three years until the armistice agreement came into force in 1953. Moreover, China continued to help the North Korean government rehabilitate its economy, rebuild infrastructure, improve people's wellbeing, and accept Korean interns for training in China after the war. At the same time, in support of the Vietnamese people's war of resistance against France in the four years from 1950 to July 1954 when the Geneva Agreement was signed, the Chinese government provided military and material assistance to the government of the Democratic Republic of Vietnam to help the Vietnamese government and people smash the enemy's economic blockade, reinforce the liberated areas and strengthen the resistance against the invaders. Moreover, China successively provided material and project assistance on different scales to socialist countries such as Mongolia, Albania, Hungary, and Cuba during this period. The Bandung Conference held in 1955 cemented the solidarity between socialist China and other Asian and African nation-states. After that, China began to gradually expand its external relations with socialist countries to cover other Asian and African nation-states. Since 1956, China successively signed the first batch of economic and technological cooperation agreements on provision of assistance with friendly Asian countries such as Cambodia, Nepal, Pakistan, and Ceylon (present-day Sri Lanka); in 1956, in support of Egypt's efforts to recover the control of the Suez Canal from British colonists, China began to provide assistance to Egypt, marking the starting point for China's aid to Africa. In 1958, China began to provide aid to the Kingdom of Yemen (later the Yemen Arab Republic), the first friendly country in the Middle East. By 1963, China's foreign aid reached a considerable scale, with 21 recipient countries, and the means of aid expanded from material aid and cash assistance in the early days to technical aid such as sending technical expert groups and accepting foreign interns for training in China, as well as provision of various complete productive equipment and project assistance for the construction of various infrastructure. The first complete project built with the aid of China was the Albanian Glass Plant, which was launched in 1954. The most important complete projects built with the Chinese aid in this period include **Nepal's Araniko Highway and Yemen's Hodeidah-Sana'a Highway.**



Picture 1: Premier Zhou Enlai made a speech at the Bandung Conference in 1955. (Picture from the Internet)

As the differences between China and the Soviet Union aggravated and surfaced in the 1960s, Sino-Soviet relations deteriorated in an all-round way. The Soviet Union unilaterally ended its aid to China and mounted an ideological attack on China within the socialist camp, culminating in the Sino-Soviet direct border conflict of “Zhenbao Island Incident” and full-scale military confrontation in 1969. During the same period, Sino-US relations were also frozen in terms of politics, economy, and military aspects. In the face of the tremendous pressure of the policies of hostility towards and deterrence against China by two superpowers, the United States and the Soviet Union, China began to proactively leverage the strategic and guiding role of foreign aid and expand the diplomatic space in an all-round way in an effort to make strategic breakthroughs. On the visit to 14 Asian and African countries in 1964, Premier Zhou Enlai formally proposed the ***Eight Principles for Economic Aid and Technical Assistance to Other Countries*** (hereinafter “Eight Principles for Foreign Aid”), ushering in a new stage of comprehensive development for China’s foreign aid. Under the guidance of the Eight Principles for Foreign Aid, China strives to expand assistance to emerging national independent countries such as those in Africa while continuing to maintain the level of assistance in the ideological field.

The world-renowned **TAZARA Railway** was China’s most important aid project during this period. It is a centennial project with the aid of the entire Chinese nation under the decisions and guidance of the older generation of proletarian revolutionaries such as Mao Zedong, Zhou Enlai, and Liu Shaoqi, and the most eloquent example of the Eight Principles for Foreign Aid in the field of international development by China. The positive outcomes of China’s aid to Africa led to new progress in China’s diplomacy: in the seven years from 1964 to 1970, 10 African countries established economic and technological cooperation relations with China, and 31 countries received the Chinese aid. The scale of aid significantly expanded; the cumulative foreign aid

expenditure in the 7 years increased by 144% compared to the total amount in the initial 14 years. The aid in the form of complete projects and technical assistance became the main means of aid. In the 7 years, China undertook 555 complete projects and completed 313 projects.



Figure 2: Chinese and foreign engineers and technicians are laying railway tracks during the construction of the TAZARA Railway. (Picture from the Internet)

In the 1970s, the international situation and landscape facing China saw seismic changes. On the one hand, the ideological and military confrontation between China and the Soviet Union continued to deteriorate. On the other hand, Sino-US relations saw a strategic reversal through President Nixon's "ice-breaking" visit to China in 1972. In particular, as China restored its lawful seat in the United Nations in 1971, China's international status improved significantly, China's foreign relations developed rapidly, and China's foreign aid also entered a stage of rapid growth. While striving to overcome the grim financial difficulties and a host of interfering factors during the "Cultural Revolution" period, China continued to fully support the peoples of Vietnam, Cambodia, and Laos in the ideological field in their wars of resistance against the U.S. aggression, and made tremendous nationwide efforts and national sacrifices. China provided large-scale economic and military assistance to the three countries, and at the same time extended economic and technical assistance to other friendly African and Asian countries by undertaking a wealth of technologically complex complete projects requiring large investment. By 1978, before the reform and opening-up, recipient countries of China's foreign aid included 66 nations. In the eight years from 1971 to 1978, China's expenditure on foreign aid increased by 159% compared to that in the initial 20 years. China undertook 509 various types of complete projects, and helped 37 countries build 470 complete projects, a record high, including **Hama Spinning Mill in Syria** (the most important large-scale production project built with the Chinese aid in Syria, completed in 1971), the **Bandaranaike Memorial International Conference Hall in Sri Lanka** (the most important landmark public project built with the Chinese aid in South Asia, supporting Sri Lanka to host the Summit Conference of Heads of State or Government of the Non-Aligned Movement

in 1976, completed in 1973), **Pyongyang Metro in North Korea** (the first modern urban rail project built with the Chinese aid, completed in 1975), **Elbasan Metallurgical Combine in Albania** (the most important heavy industry complete project built with the Chinese aid in Albania, partially completed in 1975), **Taiz Revolutionary General Hospital in the Yemen Arab Republic** (the most important comprehensive medical and health project built with the Chinese aid in West Asia, completed in 1975), **Karakoram Highway in Pakistan** (aka China-Pakistan Friendship Highway, the most important overland route connecting China and Pakistan and leading to the South Asian subcontinent and the Middle East, completed in 1978) and other major Chinese aid projects.



Picture 3 (left): The Bandaranaike Memorial International Conference Hall in Sri Lanka, which was built with the Chinese aid. The aid for the construction was announced by Vice Chairman Soong Ching Ling and Premier Zhou Enlai during their visit to Ceylon (now Sri Lanka) in 1964 to help Sri Lanka host the Fifth Summit Conference of Heads of State or Government of the Non-Aligned Movement in 1976. It was completed in 1973. (Picture from the Internet)



Picture 4 (right): The China-Pakistan Karakoram Highway, also known as the China-Pakistan Friendship Highway, built with the Chinese aid, extends from Kashgar in Xinjiang, China in the north to the north Pakistani city of Thakot in the west. It is 1,032 kilometers long, with 616 kilometers in Pakistan. It was opened to traffic in 1978. (Picture from the Internet)

In summary, during the 30-year exploratory period before the reform and opening-up, China kept to the development concept of performing the proletarian internationalist obligations and promoting self-reliance and mutual assistance in developing countries in its foreign aid, and put forward and implemented the basic policy of the Eight Principles for Foreign Aid. China has established an aid funding system including gratuitous assistance (or grant aid), interest-free loans, and low-interest loans, and a systematic aid project system including complete projects, material assistance, technical assistance, and human resources training. **China has developed a set of foreign aid model with Chinese characteristics in the international development field.**

It should also be recognized that given the specific historical conditions, there were prominent contradictions in China's foreign aid during the exploratory period. Specifically, during the rapidly growing foreign relations of China after the "Cultural Revolution" period, the

expenditure of foreign aid saw excessive growth, accounting for 6.92% of the country's total fiscal expenditures in 1973, which was clearly unbearable for the national economy at that time. In particular, in the full support for a few brotherly socialist countries, China was "overzealous" ideologically and "granted whatever was requested", and suffered political and diplomatic relations setbacks accordingly. This seriously injured the feelings of the Chinese people. Reflection and rectification were urgently required in a timely manner. As Chen Muhua, who had been in charge of China's foreign aid efforts for a long time, summarized in 1987: "Needless to say, China made faults in the foreign aid work. We did not consider our own strength in providing assistance to some countries. However, compared to the huge achievements in this undertaking, this is a short-term mistake after all, and it was corrected in a timely manner."³

The second period is the more than 30 years after the reform and opening-up until the period before the 18th National Congress of the Communist Party of China (1979-2012). The keyword of foreign aid in this period is "reform".

In the era of reform and opening-up, China successively experienced the development course of "keeping a low profile", "making a difference" and "actively making a difference" in its foreign aid and continuously promoted the reform and improvement of the institutional mechanisms.

In the early days of reform and opening-up after the end of the "Cultural Revolution", China's foreign aid experienced an adjustment stage. In response to the social trend requiring reflection on China's foreign aid at that time, the new central collective leadership with Deng Xiaoping at the core took account of the overall situation. First of all, promote the whole Party and society to harmonize their ideological understanding through objective understanding and evaluation of the great achievements in China's foreign aid since the founding of the People's Republic of China. In 1979, Deng Xiaoping clearly stated that "we should affirm that our aid to the third world in the past was correct." In 1982, Hu Yaobang, the then General Secretary of the Central Committee of the Communist Party of China, specifically stressed in the article *On Economic Relations with Foreign Countries*: "Aid to the third world countries is an issue of a strategic nature that must not be taken lightly"; "Over the past thirty years, ... there were some mistakes and lessons learned, but overall... it played a significant positive role in international affairs."⁴ Second, promote rectification in foreign aid and set about systematically adjusting the institutional mechanisms, including: in terms of nature, gradually weakening the ideological aspect, and re-clarifying the basic orientation of foreign aid as "mutual assistance between developing countries under the framework of South-South cooperation"; in terms of principle, Zhao Ziyang, the then Premier of the State Council, announced in 1982 the four principles of China's economic and technological

³ Quoted from editors-in-chief Shi Lin, Lv Xuejian, Wang Wendong, *Contemporary China's Economic Cooperation with Foreign Countries*, p. 2, Beijing: China Social Sciences Press, Nov. 1989, first edition.

⁴ Quoted from *Contemporary China's Economic Cooperation with Foreign Countries*, p. 70.

cooperation with developing countries, including **“equality and mutual benefit, practical results, various forms, and common development”** during his visit to 11 African countries; this appropriately revised the long-existing “Left” ideas and practices in China’s foreign aid and affirmed and generally carried forward the essence of the Eight Principles for Foreign Aid; in terms of methods, due to China’s financial resources, the fiscal expenditure for foreign aid fell significantly, and emphasis was placed on the work based on the laws of economics and the new approach of mutually beneficial cooperation.

In the 1990s, China experienced the political upheaval in Eastern Europe, the end of the Cold War, and the collapse of the Soviet Union, as well as the shift of the domestic economy from the complete planned system to the “leading role of the planned economy supplemented by market regulation” and the transformation of the planned commodity economy. In 1992, Deng Xiaoping made clear the reform of the socialist market economy in his Southern Tour Talks. Thereafter, China forged ahead with the reform of the economic system and opened wider to the world. In the face of profound changes in the international and domestic landscape, **China fully launched structural reforms in the methods of foreign aid and market-oriented reform in management systems for its foreign aid.**

In terms of reform of the aid methods, **China mainly promoted the structural adjustment and diversification of the foreign aid system**, including: **the diversification of the funding structure.** On the one hand, the forms of funds were innovated; a full range of special capital for foreign aid and joint venture special funds for foreign aid established since 1992, as well as the soft loans for foreign aid established in 1995 became the innovative form of foreign aid funds. In particular, soft loans for foreign aid developed at a fast clip. From 2010 to 2012, soft loans for foreign aid accounted for over 50% of the foreign aid funding. On the other hand, the funding structure was adjusted. Gratuitous assistance began to replace interest-free loans as the chief aid funding in the traditional aid fund structure. From 2010 to 2012, gratuitous assistance accounted for over 80% in the traditional foreign aid funding structure (excluding soft loans for foreign aid). **Diversified aid** was provided. In addition to the traditional complete projects and material project aid, the proportion of technical assistance and intellectual assistance increased significantly, including follow-up technical cooperation in the complete projects built under the guidance of “construction and operation integration”. China actively expanded single technical assistance in specialized fields, and began to develop integrated and high-end projects. On the other hand, China deepened cooperation in human resources development. While increasing traditional technical training for foreign aid and the training of officials, China developed new areas such as academic education, youth volunteering services, and the dispatching of senior experts. Moreover, emergency humanitarian aid becomes an important part of demonstrating the responsibilities of a major country. Since 2004, the Ministry of Commerce spearheaded the preparation of emergency response mechanism for humanitarian assistance in collaboration with


multiple departments of the State Council. China carried out emergency humanitarian assistance operations nearly 200 times from 2004 to 2009 alone.

In terms of reform of the management system, **China introduced competition-oriented and market-oriented approach**, including: **market-oriented management system**. On the basis of gradually abandoning the management system of accountability by the construction department and piloting the investment lump sum contracting system, China formally introduced the whole-process contract management and the general contractor responsibility system to the management of foreign aid projects from 1993. The general contractor assumes sole responsibility for its profits or losses under the contract and bears the corresponding political, economic, technical and legal liability. **Marketization was introduced to the main teams**. China gradually removed the planning system in which 78 state-owned international economic and technical cooperation companies affiliated to the ministries and commissions and local governments undertook foreign aid projects as the showcase enterprises. A group of entity enterprises with high technical qualifications and financial resources that cooperated with showcase enterprises in foreign aid projects gradually become the backbone force in foreign aid since 2000. Following the full implementation of the *Administrative License Law* in 2004, the entities of foreign aid projects began to be gradually incorporated into the legal management scope for administrative licensing based on market-oriented economic and technical eligibility. **Marketization was introduced to project allocation**. The practice of allocating foreign aid tasks through administrative decrees under the planning system was gradually abandoned. Since 1993, the tendering method was introduced to select enterprises for the implementation of foreign aid projects. As the domestic legal environment for bidding and the market environment improve after 2000, it gradually dovetails with the domestic *Bidding Law and Government Procurement Law*. In 1994, the general contractor was selected through the base bid price method for China's aid to Zambia's low-cost housing construction project, the first complete project in the history of foreign aid. The general design contractor was selected through the program bidding approach for the Conference Building in Benin, the first complete survey and design project in 1995. In 1997, some material projects were incorporated into the scope of competitive bidding. In 2005, the competitive bidding method was piloted for the construction supervision task of the complete project. **Marketization was introduced to material procurement and supply**. The long-term planned supply system for domestic equipment and materials and the purchasing meeting system for foreign aid projects came to a complete end. Since 1994, for the domestic material procurement and supply, general contracting enterprises for foreign aid projects make independent purchase through market channels within the scope of the contract responsibility system. At the same time, for the sake of the export quality, China established and continuously improved the supporting supervision systems such as policy-oriented supply catalog of materials for foreign aid, place of production quality inspection, port of export inspection and customs clearance and release.



Figure 5: Benin Conference Building project, China's first foreign aid package project under bidding method for scheme design after the implementation of the market-oriented reform of foreign aid. China Wuzhou Engineering Group was the designer and Beijing Urban Construction Group Co., Ltd. was the general contractor for the construction. It was completed and handed over in 2003. (Picture from the Internet)

Tightening the management system has always been the core of reform in foreign aid. To lead the reform of foreign aid management system at various stages, foreign aid authorities successively conducted three rounds of systematic management system establishment since the 1990s: in the first round, the Ministry of Foreign Trade and Economic Cooperation issued six pieces of regulatory documents including the *Interim Measures for Management of Complete Projects for Foreign Aid in 1993*, systematically promulgating management systems for complete projects for the first time. In the second round, from 1999 to 2000, based on summarizing the trial implementation of the six pieces of documents, the Ministry of Foreign Trade and Economic Cooperation made amendments and supplements in accordance with the requirements for standardized management of complete projects under the market conditions, issued eight pieces of normative documents including the *Measures on the Management of Complete Projects for Foreign Aid* ((1999) WJMYF No. 188), issued the *Notice on Implementing the ISO9000 Quality Management System in Foreign Aid Projects* ((1999) WJMYF No. 107) in accordance with the needs of quality management standardization, and formulated the *Internal Interim Measures on the Management of Design Supervision of Complete Projects* ((2000) WJMYF No. 300) in accordance with the needs of full-process supervision and management of survey and design for complete projects. In the third round, the Ministry of Commerce issued the first batch of departmental regulations on the management of foreign aid in the history of foreign aid from 2004 to 2008 in accordance with the requirements for improving law-based management of foreign aid, including formulating and promulgating the *Measures for the Qualification Accreditation of Enterprises Implementing Complete Projects and Material Projects for Foreign Aid* (Orders No. 9 and 10 of the Ministry of Commerce in 2004), the *Interim Measures for the Selection and Management of Young Volunteers for Foreign Aid* (Order No. 18 of the Ministry of Commerce in 2004), the *Interim Measures for the Management of Material Projects for Foreign Aid* (Order No. 5 of the Ministry of Commerce in 2006), the *Measures for the Management of Complete Projects for Foreign Aid* (Order No. 18 of the Ministry of Commerce in 2008) based on previous regulatory documents, and so on. After nearly 20 years of innovation and reforms,



China had basically put in place the foreign aid project management system in line with the conditions of a socialist market economy at the 60th anniversary of China's foreign aid in 2010.

While pushing ahead with reforms in an all-round way, China's foreign aid in the 1990s was provided in response to three prominent problems: First, China actively explored to make effective use of a large number of finished complete projects for foreign aid through joint ventures and cooperation, and strived to develop the mutually beneficial development model that combines foreign aid with bilateral trade, and that combines contracting projects with labor cooperation under the new circumstances in which the recipient countries generally implement the multi-party system, liberalize the economies, privatize enterprises, etc. The **SOCIETE SINO-TOGOLAISE in Togo** built in 1987 with the Chinese aid and rented by a Chinese company for operations in the long term in the 1990s is a successful example of this model. Second, in the new context of significant reduction in foreign aid expenditures and prominent conflict between supply and demand, China fully promoted the method of preferential soft loans for foreign aid, and strived to solve the initial problems of loans in terms of optimizing preferential conditions, piloting on-lending methods for enterprises, and putting in place the loan risk compensation mechanisms. By 1999, 47 recipient countries accepted soft loans in foreign aid and signed nearly 60 framework agreements for soft loans. Third, under the new situation in which the Taiwan authorities used economic aid and political capital contributions to lure some developing countries to establish diplomatic relations with Taiwan, China withstood the pressure of "elastic diplomacy", and resolutely fought against a few countries without political stance that adopted the practice of linking the Taiwan Issue with aid, while coordinating the various aid resources and properly handling foreign aid work. As China's economy and overall national strength improve rapidly, an international political trend featuring Taiwan's "diplomatic allies" to choose China instead of Taiwan took shape by the end of the 1990s and the pressure of "elastic diplomacy" was basically relieved.

In the 21st century, the international structure sees a change towards a multipolar pattern in politics and economic globalization. Marked by China's accession to the World Trade Organization in 2001, China embarked on the fast lane of economic development and reform and opening-up. As China's foreign policy moves towards "proactively making a difference" and "peaceful rise", China also begins to participate in international development cooperation more actively in foreign aid while continuing to deepen the reform of institutional mechanism: On the one hand, China's foreign aid saw recovery growth. China's total foreign aid grew at an annual average rate of 29.4% from 2004 to 2009. From 2010 to 2012, China's cumulative foreign aid accounted for about 30% of the total amount in the preceding 60 years. In particular, soft loans for foreign aid grew rapidly. From 2010 to 2012, the amount of soft loans in foreign aid accounted for 55.7% of the total foreign aid in the same period. On the other hand, China actively builds a new platform for international development and releases policies on

international development. Since the Forum on China-Africa Cooperation (FOCAC) 2000 and the First Ministerial Conference of FOCAC held in Beijing, China has successively established all-round new platforms for international development with China as the center, such as The Forum for Economic and Trade Cooperation between China and Portuguese-speaking Countries (Macao) (2003), China-Caribbean Economic and Trade Cooperation Forum (2005), and China-Pacific Islands Countries Economic Development and Cooperation Forum (2006). In conjunction with important agendas in the field of international development, China announced a series of influential aid measures for international poverty reduction, climate change, African development, food security, health and hygiene, aid for promoting trade, and human resources development.



Figure 6: The 2018 Beijing Summit of the Forum on China-Africa Cooperation was held in Beijing from September 3 to 4, 2018. Under the theme of “China and Africa: Toward an Even Stronger Community with Shared Future through Win-Win Cooperation”, it was presided over by the Chinese President Xi Jinping. (Picture from the Internet)

In summary, on the basis of re-determining the basic nature of South-South cooperation and continuing the guidelines of the Eight Principles for Foreign Aid over more than 30 years since the reform and opening-up, China upholds the theme of “reform” in foreign aid. **On the one hand, China removes the severe constraints of the long-term planning system, and promotes the market-oriented reform of its institutional mechanisms under the premise of the socialist market economy. On the other hand, China closely integrates serving diplomacy and national economic development with reform and opening-up, and promotes the deep integration of foreign aid with two-way trade, two-way investment and the “going global” strategy. This brings new connotations to the foreign aid models with Chinese characteristics in the era.**



Picture 7: The Gwadar Port project (Phase I) built with the Chinese aid is located in Gwadar Town, Balochistan, Pakistan. The project includes building three multi-purpose berths at the 20,000 tonne scale, and the structure is designed to berth container ships with 50,000 tonne scale. The construction commenced in 2002 and completed in 2008. (Picture from the Internet)

During this period, the number of recipient countries for China's aid increased from 83 in the 1980s to over 100. At the same time, China leveraged limited aid resources to build many major projects that have great influence on the social and economic development in recipient countries worldwide, such as the **Drydock Project in Malta** (the first large-scale water conservancy project with China's aid, completed in 1981), **Gin Gunga River Regulation Project in Sri Lanka** (the largest flood control and drainage project in Sri Lanka, completed in 1982), **Mashta al Anad–Ben Jarw Canal in Tunisia** (helped the Tunisian government realize the national “West-to-East Water Diversion” plan, completed in 1984), **Friendship Port in Mauritania** (another major aid to transportation project in Africa following the TAZARA Railway, completed in 1986), **Yangon-Danlin Road and Railway Bridge in Myanmar** (the most important controlled traffic project in the former capital of Myanmar, completed in 1993), **Daean Friendship Glass Factory in North Korea** (the largest modern production project to aid North Korea in the new age, completed in 2005), **Gwadar Port in Pakistan** (the flagship project of China-Pakistan Economic Corridor, completed in 2008 and established as the first special economic zone by Pakistan), **the Conference Center of African Union** (the new headquarters of the African Union, a flagship project showcasing the traditional friendship between China and Africa in the new age, completed in 2012) and so on.

The third period is the new era since 2013 that began after the 18th National Congress of the Communist Party of China. The keyword of foreign aid in this period is “innovation.”

After the 18th National Congress of the Communist Party of China, China enters a new stage of “Major Country Diplomacy” in terms of foreign policy. China has a new normal of economic development, the reform reaches the deep-water zone, and a host of contradictions are intertwined. The international landscape is in a critical period of major changes. In the context

of anti-globalization and populism, China and the United States are facing strategic choices of solving the Thucydides's Trap and building a new type of major-country relationship. With a sound grasp of the domestic and international situations, the Party Central Committee with Xi Jinping at the core creatively put forward the proposition of “building a community with a shared future for mankind” and the Belt and Road Initiative (referring to the Silk Road Economic Belt⁵ and the 21st Century Maritime Silk Road⁶). China begins to take the initiative to lead cooperation in international development and global governance reform in a complicated and changeable international landscape. In the face of the new international and domestic landscape, **China’s foreign aid has begun to shift from micro-level reform to meso-level and macro-level innovations in recent years.** On the basis of consolidating the outcomes of market-oriented reform in 30 years, China is committed to promoting the transformation and upgrading of foreign aid model with Chinese characteristics in terms of depth and scope.

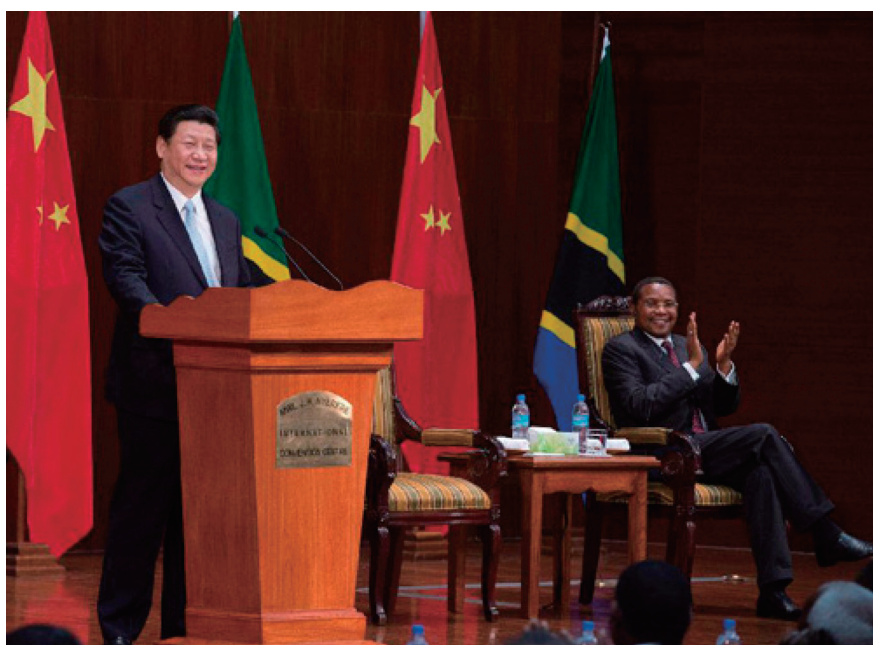


Figure 8: On March 25, 2013, Chinese President Xi Jinping, on a visit to Tanzania, delivered an important speech entitled “Trustworthy Friends and Sincere Partners Forever” at the Nyerere International Convention Center built with the Chinese aid.

The first is the conceptual innovation. Since the 18th National Congress of the Communist Party of China, **the Party Central Committee with Xi Jinping at its core has explicitly and consistently raised the “correct concept of justice and interests” on the issue of China’s involvement in international development.** During his visit to Africa in March 2013, President Xi Jinping delivered an important speech entitled *Trustworthy Friends and Sincere Partners Forever* at Tanzania’s Julius Nyerere International Convention Centre built with China’s aid,

⁵ It was formally put forward by President Xi Jinping in a speech at Nazarbayev University on his visit to Kazakhstan on September 7, 2013.

⁶ It was formally put forward by President Xi Jinping in a speech at the Indonesian Parliament on his visit to Indonesia on October 3, 2013.

summarizing the Sino-African relations characterized by sincerity, real results, affinity, and good faith. It can be regarded as the first policy interpretation of the African version of the “correct concept of justice and interests”. At the Peripheral Diplomacy Work Conference at the end of 2013, General Secretary Xi Jinping proposed the peripheral diplomacy concept of “amity, sincerity, mutual benefit, and inclusiveness”. This is another policy interpretation of the correct concept of justice and interests for the relations with peripheral countries. At the Central Conference on Work Relating to Foreign Affairs held in November 2014, General Secretary Xi Jinping formally put forward the correct concept of justice and interests for the first time, which is the core concept of China’s foreign aid in the new era and the basic policy for handling relations with developing countries. It was stressed that “we shall earnestly implement the correct concept of justice and interests, thoroughly carry out foreign aid, and promote justice and integrate benefits.” Under the correct concept of justice and interests, China, while providing foreign aid, properly handles the relationship of justice and interests with the developing countries in the practice of promoting the construction of a community with a shared future for mankind, and upholding the “combination of justice and interests, putting righteousness first”. China helps recipient countries achieve self-reliance and development through economic assistance characterized by “giving more and taking less” or “giving without taking”, experience sharing and cluster development. China implements actual aid projects to bring limited aid resources required for the development of the recipient countries and the needs of its peoples. By fully respecting the sovereignty, political reality and core interests of the recipient countries, China has established development partnership featuring mutual respect, equality and inclusiveness with the recipient countries. China helps recipient countries improve their capacity for independent development by stepping up technical assistance, promoting participation, and facilitating capacity building. The correct concept of justice and interests is the Party Central Committee’s scientific summary of China’s will to aid foreign countries in the new era, and also a continuation and innovative development of the guidelines of the Eight Principles for Foreign Aid in the contemporary era.

The second is model innovation. Since the 1990s, marked by the United Nations efforts in spearheading and successively promoting the international community to achieve the Millennium Development Goals (MDGs) and the Sustainable Development Goals (SDGs) 2030, international development has begun to move from traditional foreign aid and development assistance to the new concept of “international development cooperation”. It is characterized by two-way development, diversity and integration: two-way – recipient countries have significantly higher participation and autonomy in international development; diversity – diverse participating entities and actions in international development; integration – the content of international development shifts from blood transfusion-style aid to the deep integration of aid, investment and trade. **After the 19th National Congress of the Communist Party of China, the Party Central Committee decided to establish the new China International Development Cooperation Agency which was formally established in April 2018 in order to leverage the role of foreign aid as an**

important means of the major country diplomacy. Not only is it another major reform of China’s foreign aid management system, it also marks the integration and transformation of the foreign aid model with Chinese characteristics and the mainstream model of international development cooperation. This includes: **the transformation of behavior pattern** – China’s foreign aid had long been limited to the scope of diplomatic secrets, and its development ideas and policy advocacy were divorced from the mainstream ideas of international development, and were not understood and accepted by the international community. In the era of globalization and informatization, there will be no powerful soft power and leadership in the absence of the recognized ideas and transparent information. Therefore, China badly needs to change the previous pattern of “working more and talking less” or “just doing without talking” for foreign aid in the new era, and re-establishes the guiding idea of “concept first”. China needs to make clear the “value of right and wrong” in China’s international development cooperation in the new era, innovate an Eight Principles for Foreign Aid, put in place a policy system that is in line with the mainstream concepts of international development and is actually needed by developing countries, and put in great determined efforts to ensure transparency in China’s international development cooperation, and safeguard China’s due influence and leadership in the field of international development. **The transformation of the work targets** – For the foreign aid, China upholds the diplomatic principle of respecting the sovereignty of developing countries and non-interference in internal affairs, and has always stuck to the “government-to-government” cooperation. After the 1990s, it was out of line with the structural changes to the political landscape of developing countries generally leaning towards Western multi-party democratic political system. As a result, the economic and social benefits of China’s aid and the sense of gain for the public were often at the mercy of party politics, term of government office in turns, and insufficient governance capability in recipient countries. Therefore, for the foreign aid in the new era, there is an urgent need for China to shift from focusing on government in the recipient countries to the equal attention to government and non-government aspects. On the one hand, China updates the political connotations of “non-interference in internal affairs”, incorporating all citizens, lawful political parties and non-governmental organizations in the recipient countries into the scope of work and actively considers the diverse opinions of other political parties, relevant social organizations and community residents when providing assistance. On the other hand, China interprets the “respect for the sovereignty of the recipient countries” as putting the people of the recipient countries center stage, respecting the objective and long-term development demands of the recipient countries, and actively integrating the aid action with the mid- and long-term development plans of recipient countries. **The transformation of means of cooperation** – Based on the fundamental differences in ideology and development ideas with the United States and other Western developed economies, China has implemented the foreign aid through bilateral cooperation channels, without multilateral aid in a substantial sense to date. Trilateral cooperation is characterized by a late start, small scale, and lack of unified policies. It is being marginalized in the rapidly advancing international development system. Therefore, given the current fundamental reality of “bilateral as the basis, the right of say in the multilateral aspect,

and the major-country game in the tripartite aspect” in the field of international development, there is an urgent need for China to shift from the single bilateral aid to the open and inclusive diversified cooperation system featuring bilateral aid, multilateral aid, and tripartite cooperation in terms of foreign aid in the new era, and to participate in and guide development issues in a more active manner, and contribute Chinese solutions, thereby enhancing China’s say in the field of international development and promoting the shift from international development competition to international development cooperation among the major countries.

With the goal of promoting the innovative development of foreign aid models with Chinese characteristics in the new era, China has carried out major institutional adjustments and system reforms in foreign aid under the guidance of the guidelines of the 18th and 19th National Congress of the Communist Party of China and the correct concept of justice and interests.

The first is to adjust the strategic layout. Since 2013, China has benchmarked foreign aid against the requirements of the overall national strategic foreign policy, adjusted the customary practice of chiefly favoring low-income traditional friendly countries, and invested the newly added fund aid chiefly in the countries along the Belt and Road and key peripheral recipient countries. Take the South Asia where major countries compete fiercely for example. In recent years, with the construction of “China-Pakistan Economic Corridor (CPEC)” as the center, China has stepped up its aid to Pakistan as a fulcrum country along the Belt and Road and implemented many aid projects that improve the people’s wellbeing and improve infrastructure, such as Gwadar Port and supporting facilities for its development zone and the second phase of Karakoram Highway. This has promoted Pakistan’s social and economic development and the economic integration between China and Pakistan. The peoples of the two countries agree that China and Pakistan have special all-weather political relationship. During his visit to the Maldives in 2014, President Xi Jinping readily agreed to former Maldives President Abdulla Yameen’s request that the Chinese government aid the construction of the Malé-Airport Island Sea-crossing Bridge, and President Yameen proposed to name the bridge “China-Maldives Friendship Bridge”. The bridge is the Maldivian people’s century project and an early outcome project of the 21st Century Maritime Silk Road Initiative. After it was opened to traffic in September 2018, it has helped the Maldives to achieve a quantum leap in national development, and also the latest model of China’s adherence to sincere assistance of “giving without taking” and the equal respect between large and small countries.

The second is to optimize the capital structure. In addition to the gratuitous assistance, interest-free loans, and soft loans for foreign aid, President Xi Jinping announced at the United Nations Sustainable Development Summit in September 2015 the establishment of South-South Cooperation Assistance Fund to support the international community in achieving the Sustainable Development Goals 2030. This is a new type of foreign aid funds provided by the Chinese government directly under international development policies, and can attract domestic

and foreign entities including international development agencies and non-governmental organizations, and make available abundant space for innovative development. In November 2017, the Chinese government officially commissioned the World Food Programme (WFP) to provide humanitarian material aid to women and children in Pakistan’s directly controlled tribal regions, marking the official launch of the first project under the South-South Cooperation Assistance Fund. By 2018, China had implemented over 200 projects in over 30 countries across Asia, Africa, and the Americas, etc., covering development areas such as disaster relief, health, women and children, refugees, and environmental protection. Moreover, policy-oriented financing such as preferential export buyer's credit and the Silk Road Fund administered by the Chinese government, as well as multilateral financial institutions such as the Asian Infrastructure Investment Bank (AIIB), the BRICS New Development Bank (NDB) and the Shanghai Cooperation Organization Development Bank (SCODB) in which the Chinese government funded and participated in decision-making are also involved in international development cooperation in different forms. The gradient funding structure that takes the Chinese government’s foreign aid funds as the center and guides and drives other development financing has initially taken shape.



Figure 9: On September 26, 2015, Chinese President Xi Jinping attended the United Nations Sustainable Development Summit at the UN Headquarters in New York and delivered a speech entitled “Towards a Mutually Beneficial Partnership for Sustainable Development”. In his speech, he officially announced the establishment of the “South-South Cooperation Assistance Fund”. (Picture from the Internet)

The third is to improve the institutional system. In response to the requirements of rectification by the Central Government audit and supervision of fiscal fund over the years since 2013 and the first round of inspections by the 18th Central Committee of the Communist Party of China in 2014, the leading Party group of the Ministry of Commerce launched the largest-scale formulation of foreign aid management system since the reform and opening-up in response to outstanding problems in the entire foreign aid project implementation and management. After nearly three years of hard work, the *Measures on the Administration of Foreign Aid* (Trial) (Order No. 5 of the Ministry of Commerce in 2014) was promulgated and enacted at the end

of 2014. This is the first comprehensive ministerial decree that systematically regulates the elements of China’s foreign aid, covering funds, targets, policies, and projects, and is of great significance as the acting basic laws and regulations on foreign aid. At the end of 2015, a series of ministerial regulations were formulated and promulgated, including the *Measures for the Qualification Accreditation of Enterprises Implementing Foreign Aid* (Trial) (Order No. 1 of the Ministry of Commerce 2015), *Measures for the Administration of Complete Projects for Foreign Aid* (Trial) (Order No. 3 of the Ministry of Commerce 2015), *Measures for the Administration of Material Projects for Foreign Aid* (Trial) (Order No. 4 of the Ministry of Commerce 2015), and *Measures for the Administration of Technical Assistance Projects for Foreign Aid* (Trial) (Order No. 5 of the Ministry of Commerce 2015). At the same time, a series of normative documents were formulated and implemented for the management of approval of foreign aid projects, procurement management, contract management, evaluation management, and special project management. China has formed the management institutional system in which comprehensive ministerial orders are the mainstay, with “horizontal” foreign aid projects such as complete projects, material projects, technical assistance projects, human resources development cooperation projects and special projects and the “vertical” foreign aid project management procedures covering feasibility study and approval, access, procurement bidding, contract management, and performance evaluation.



Figure 10: On November 15, 2014, the Ministry of Commerce issued *Measures for the Administration of Foreign Aid*, the first comprehensive departmental regulations for the administration of foreign aid in the form of a ministerial order, and held a news briefing event to give a systematic interpretation.

The new management institutions for foreign aid aim to solve a host of key and difficult issues that compromise the comprehensive benefits of foreign aid under the new circumstances: First, **formulate strict procedures for project approval**. By formulating and implementing management regulations for project approval, China systematically regulates the entire approval procedures for foreign aid projects for the first time, covering preparation, motion, preliminary technical preparations, feasibility study, argumentation, and project proposal. Second, **improve**

market access. By formulating and implementing new measures for qualification accreditation, China incorporates various foreign aid project implementation enterprises into the scope of the law-based management of administrative license for the first time, and adopts specific licensing methods based on the characteristics of different types of enterprises and the level of market maturity. Third, **conduct law-based management of procurement & bidding.** By formulating and implementing management regulations for procurement, China incorporates foreign aid projects' procurement bidding covering materials, engineering and services into the scope stipulated by the *Government Procurement Law* and the Bidding Law for the first time. Fourth, **knock into shape the contract relationship.** By formulating and implementing contract management regulations, China sorts out the internal and external contract systems unique to foreign aid projects for the first time, and clarifies the legal entities, contract liability, signing permission, classification clauses, and change authorizations for external agreements and internal contracts. Fifth, **reform project management.** Based on the reform ideas of the general contracting industry in China and referring to practical experience in international project management, the new management model of “project management + EPC (engineering, procurement, and construction)” is introduced to the implementation and management of complete projects. The whole-process project management system which covers consulting, inspection, design and supervision and which centers on the architect responsibility system is fully implemented. Sixth, **innovate local implementation.** In addition to the traditional cooperation method of “agency construction by China”, the innovative cooperation method of “self-construction by the recipient” is introduced. China supports the recipients with the capability to organize and implement the whole process of project construction and technical assistance or the tasks in the major stages under the external supervision by China, thus improving the degree of participation and independent development capabilities of the recipients. Seventh, **improve the risk mechanism.** Based on summarizing the past 20 years of experience in risk management, a new risk-taking mechanism is put in place for foreign aid projects. By reconstructing a full coverage risk system for five types of risk factors including politics and diplomacy, owner's responsibility, and events of force majeure, and improving the insurance systems for engineering insurance and liability insurance as per the principle of “policy-oriented guarantee and market-oriented operation”, China fundamentally regulates the responsibilities of the government, enterprises, and the market for risk-taking, and removes the problems of “open-ended” contracts and clean governance risks in foreign aid projects. Eighth, **regulate technical assistance.** By formulating and implementing management methods for technical assistance projects, China has explored the definition of technical assistance projects as per the combination of major assistance elements such as technical experts, intellectual outcomes, accompanying technical materials and supporting projects for the first time, clarified the management requirements, management principles and implementation procedures for different elements, and adopted the law-based and standardized management of complex and diverse technical assistance projects. In January 2016, the new management system on foreign aid was enforced, and preliminary success has been achieved through exploration and practice in recent years, especially significant improvement in

the compliance, implementation efficiency and comprehensive performance of various foreign aid projects. On the one hand, it shows the correct orientation of reform and the effectiveness of the system. On the other hand, it also needs to refine and adjust the system as per the changing situation and practices.

Generally, the eight years since the 18th National Congress of the Communist Party of China saw the fastest innovative development in China's foreign aid. **Under the guidance of Xi Jinping's diplomatic thoughts for a new era, China has a more clear-cut idea of international development, China's foreign aid strategy is optimized, a sound foreign aid system is put in place, and China has more prominent leadership in the field of international development.**

The Information Office of the State Council released the white paper entitled *China and the World in the New Era* in September 2019, announcing the historic achievements of China's foreign aid in promoting common global development over the past 70 years: we "provided nearly 400 billion yuan in foreign aid to 166 countries and international organizations, and sent over 600,000 aid workers; over 700 laid down their lives for the development of other countries. China announced seven times that the mature government interest-free loans of heavily indebted poor countries and least developed countries to China were unconditionally forgiven. China provided medical assistance to 69 countries across Asia, Africa, Latin America and the Caribbean, and Oceania, and provided assistance to over 120 developing countries to meet the UN Millennium Development Goals." In my view, these historic achievements can be expressed in three sentences:

First, due to 70 years' efforts in foreign aid, China has blazed a trail of mutual assistance, cooperation and mutual benefit with developing countries under the framework of South-South Cooperation.

- In terms of foreign aid, China has always adhered to its basic orientation as a major developing country and the idea of common development under the framework of South-South cooperation, and respects the development path and the wills of the recipient countries. By combining foreign aid with trade and investment promotion, development of resources and energy, and cooperation in production capacity and industry for mutual benefit, China shares development experience with recipient countries and welcome recipient countries to take advantage of China's development, and ultimately realize win-win and sustainable development with recipient countries.

Second, due to 70 years' efforts in foreign aid, China has adopted foreign aid models with Chinese characteristics in the field of foreign aid for international development and has promoted their innovative development.

- In terms of foreign aid, China has always adhered to the independent development orientation and the essence of the *Eight Principles for Foreign Aid* announced by Premier Zhou Enlai in 1964. Through practice, innovation and self-improvement in the long term, especially the path from the complete planning system to the market-oriented, standardized, international, and modern development after the reform and opening-up, China has established a basically sound foreign aid funding structure, foreign aid project system and foreign aid management system, and creatively adopted the foreign aid model with Chinese characteristics featuring clear principles, flexible policies, diverse methods, efficiency and pragmatism.

Third, due to 70 years' efforts in foreign aid, China has expanded and reinforced an international environment conducive to national development in the process of the great rejuvenation of the Chinese nation.

- China has consistently upheld the unity of political strategy attribute and economic and technological attributes in terms of foreign aid. It has the fundamental task of serving and following the overall strategy of China's foreign policy, and has been at the forefront of major country diplomacy in various historical periods. It plays an irreplaceable, important role in expanding and consolidating the diplomatic pattern of the People's Republic of China, promoting reform, opening-up and domestic development, safeguarding China's national interests in the multi-polarity in politics and economic globalization, and boosting China's influence and leadership in the field of international development.

China's foreign aid over the past 70 years shows a period of exceptional history for us. The great achievements were made by the older-generation proletarian revolutionaries and key leaders in charge of foreign aid after the founding of the People's Republic of China, and the foreign aid workers of the General Administration of Economic Relations with Foreign Countries⁷ (1960-1964), the Commission for Economic Relations with Foreign Countries (1964-1970), the Ministry of Economic Relations with Foreign Countries (1970-1982), the Ministry of Foreign Economics and Trade (1982-1998), the Ministry of Foreign Trade and Economic Cooperation (1998-2003), the Ministry of Commerce (2003-2018), China International Development Cooperation Agency (2018-) and economic and commercial organizations of Chinese embassies and consulates in foreign countries, as well as foreign aid engineering and technical personnel, management personnel and support service personnel who undertook glorious and arduous tasks of implementing foreign aid projects, and shared weal or woe with the peoples of other

⁷ The 12th Meeting of the Standing Committee of the Second National People's Congress held in January 1960 made a decision to establish the General Administration of Economic Relations with Foreign Countries responsible for the centralized management of the foreign economic and technical assistance. This is the first specialized management agency for foreign aid in the history of the People's Republic of China. Prior to the establishment of the General Administration of Economic Relations with Foreign Countries, the Central People's Government (renamed as the State Council in 1954) was directly responsible for the centralized management of foreign aid. The aid tasks were assigned to relevant ministries and commissions. The ministries and commissions with main responsibility for foreign aid tasks include the Ministry of Foreign Trade (responsible for materials for foreign aid), Ministry of Finance (responsible for spot exchange for foreign aid), National Planning Commission (responsible for organizing complete project assistance in collaboration with ministries and commissions as per specialization), etc.

developing countries, especially the martyrs who sacrificed their lives for the foreign aid in various historical periods. Many of them are still buried in the countries where they had worked including Vietnam, Pakistan, Tanzania, and Yemen. As I remember, while working at the Chinese Embassy in Yemen from 2007 to 2009, I organized the Association of Chinese Companies and Institutions in Yemen (ACCY) to renovate the **“Sana'a Cemetery for Chinese Martyrs”⁸** named by the embassy. Those buried here include over 40 foreign aid martyrs such as Zhang Qixian, who laid down their lives during the construction of Sana'a-Hodeida Highway 60 years ago. The collective tomb-sweeping by the embassy and Chinese-funded enterprises and institutions on the eve of the Qingming Festival represents the eternal memory of the motherland and people for them.



Picture 11 (left): Over 60 foreign aid martyrs including Zhang Qixian were buried at the “Sana'a Cemetery for Chinese Martyrs” in Yemen. (Picture from the Internet)



Picture 12 (right): 51 martyrs who passed away during the construction of the TAZARA Railway with the Chinese aid were buried at the “Chinese Expert Cemetery” located in Dar es Salaam, the capital of Tanzania. (Picture from the Internet)

Today, China carries out international development cooperation in the new era based on the glorious foreign aid achievements over the past 70 years. In the face of the requirements and serious challenges in the new era, China needs to promote the process of legislation on foreign aid to realize law-based management of international development cooperation. China needs to increase the basic theoretical research and policy publicity regarding foreign aid, so that China’s development ideas are accepted by more development partners. China needs to continue to deepen the reform of the management system of foreign aid, and improve the system of decision-making, implementation and innovation. China needs to participate in the international

⁸ On December 14, 1961, Zhang Qixian, Deputy Head of the Expert Team of the Hodeida-Sana'a Highway in Yemen built with the Chinese aid, passed away in a car accident while inspecting the road construction. The Yemeni government held a state funeral for him and buried him on the mountain in the western suburbs of Sana'a. Chen Yi, Vice Premier and Minister of Foreign Affairs of China, wrote an inscription for Zhang Qixian Martyr Monument. Since then, the cemetery has been a collective burial place for Chinese foreign aid martyrs in Yemen, and is known as “Revered Zhang Cemetery.” In 2009, the Chinese Embassy in Yemen organized the Association of Chinese Companies and Institutions in Yemen (ACCY) to perform comprehensive renovation of the cemetery, which was officially named as “Sana'a Cemetery for Chinese Martyrs”. Up to now, 67 Chinese foreign aid martyrs have been buried here.

development agenda with a more transparent and open image and come up with Chinese program to maintain and develop China's leadership in the field of international development. "A journey of one thousand miles begins with one step". Therefore, China will continue to explore and reform international development cooperation undertaking. Looking back and looking ahead, we have a glorious mission, arduous tasks, and a promising future. I firmly believe that China's international development cooperation undertaking in the new era should and can make greater contribution to the great rejuvenation of the Chinese nation and the undertaking of peaceful development for mankind!

This article is dedicated to each and every great or ordinary foreign aid worker who has contributed to China's foreign aid and international development cooperation undertaking in different historical periods!

Outlook and Analysis of International Development Cooperation in Post-pandemic Era

Mao Xiaojing¹

The COVID-19 pandemic that broke out in early 2020 is raging globally and the situation is grim. António Guterres, the Secretary-General of the United Nations, remarked that the COVID-19 pandemic is the most serious global crisis faced by mankind since World War II. The pandemic has an unprecedented impact on the political, economic, and social development of all countries worldwide, bringing about transformation and changes unseen in a century. A host of unstable and uncertain factors have multiplied significantly, exerting a significant and far-reaching impact on international development cooperation.

I. The gap between the supply and demand of development aid funds further widens

The COVID-19 pandemic dealt a heavy blow to the global economy. Developed and emerging economies are facing a recession. International development aid funds are facing a downward trend, making it hard to meet the huge needs of developing countries in tackling the pandemic and realizing economic recovery after the pandemic.


COVID-19 pandemic is a hammer blow for the global economy. As the pandemic continues to spread worldwide, the public health control measures in various countries nearly bring economic activities to a halt. International organizations generally lowered expectations for

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global economic growth, predicting that a global economic recession is inevitable. According to the International Monetary Fund (IMF), the world economic growth has been suffering the most severe blow since the Great Depression in the 1930s. In the *World Economic Outlook 2020* released this June, the IMF predicated a global growth of -4.9%, which is 1.9 percentage points lower than the projection in April and 6.5 percentage points lower than the pre-COVID-19 projection of January 2020. The World Bank's *Global Economic Prospects* for June 2020 predicted that the global economy will shrink by 5.2% this year, representing the deepest recession since World War II, with the largest fraction of economies experiencing declines in per capita output since 1870.

The amount of aid from developed countries may be reduced substantially. According to World Bank forecasts, economic growth in developed countries will fall to -7% in 2020. If the pandemic recedes in the second half of this year, economic growth in developed countries is expected to reach 3.9% in 2021. However, judging from the situation at the end of September, Europe, America and other developed countries still face great uncertainty about the pandemic. While economic development has stabilized somewhat, the recovery is unstable and uneven. Even before the pandemic, the official development assistance (ODA) from many developed countries showed a downward trend due to factors such as anemic economic growth and rising domestic populism. In 2018, the net disbursement of aid by the member states of OECD Development Assistance Committee (DAC) actually fell by 2.3%, and the aid amount given by 13 out of 29 member states fell; the net disbursement of aid by DAC member states in 2019 was basically the same as that in 2018. However, the proportion of aid to gross national income (GNI) fell from 0.31% in the previous year to 0.3%, and the aid from 11 countries still declined. The United States, the world's largest donor country, has been pushing for wide-ranging reductions in foreign aid budget since Trump took office. Although not approved by Congress, its aid funds may face the risk of further substantial reduction when the American economy suffers a heavy blow in 2020. According to the World Bank's forecast, the eurozone economies will see the world's largest economic contraction in 2020, with an estimated economic growth rate of -9.1%. The amount of assistance from EU DAC member states may also be substantially reduced. After seeing an overall upward trend since the beginning of this century, the aid amount from DAC member states may be on a downward trend for some time to come.

South-South cooperation is also facing a trend of contraction. As a supplement to North-South assistance, South-South cooperation will, in all probability, see a substantial reduction in the amount of assistance because the majority of emerging economies are facing economic recession due to the pandemic. The World Bank forecasts that the emerging economies will see economic contraction by 2.5% in 2020. While China's economy is expected to grow by 1%, the pandemic remains grim in other BRIC countries, and their economies are expected to face contraction of 3.2% (India) to 8% (Brazil). Arab countries such as Turkey, Saudi Arabia, and the United Arab Emirates (UAE) are also important donors of assistance funds for South-South



cooperation. Due to the slump in international crude oil prices and the impact of the pandemic, their economies will also see negative growth. Most donor countries for the South-South cooperation uphold the principle of providing assistance according to their national capabilities. Given the lack of domestic economic support, the foreign aid has to be scaled down.

Low-income developing countries face greater demand for assistance. The IMF holds that emerging markets and low-income countries in Africa, Latin America and Asia are exposed to high risks. It is expected that emerging markets and developing countries will face an external funding gap of hundreds of billions of dollars. The World Bank forecasts that due to the severe impact of the COVID-19 pandemic, in 2020, the economic growth rate will fall to -2.8% in Sub-Saharan Africa, to -2.7% in South Asia, and to -1.2% in East Asia and the Pacific (except China). Developing countries, especially the majority of low-income countries, lack a diversified economic structure and are highly dependent on external markets. In the face of the pandemic, their economic vulnerabilities become prominent, and debt risks are highlighted. At the same time, as a wealth of public resources are required to tackle the pandemic, there is fewer capital investment for other social areas. As a result, there is more urgent need for external funding support. As international assistance faces a downward trend, developing countries will see a widening gap in aid funds.

The realization of Sustainable Development Goals 2030 is challenged. The Sustainable Development Goals adopted by the United Nations in 2015 pointed the way forward for global development. However, according to the *Sustainable Development Goals Report 2020*, the progress of the Sustainable Development Goals had already fallen behind the established timetable at the end of 2019. The unprecedented crisis caused by the COVID-19 pandemic poses severe challenges to the realization of the goals. The report predicts that 71 million people will fall into extreme poverty again in 2020 (according to the international poverty standard of US\$1.9 per day), which is the first increase in the number of poor people worldwide since 1998. The pandemic has a severe impact on the livelihoods of half of the global labor force, and prevents 1.6 billion students from attending schools. Vulnerable groups such as women, children, the elderly, the disabled, and immigrants will be hardest hit by the pandemic. The post-pandemic era will see slow and uneven global economic recovery. It is fraught with difficulties to accomplish Sustainable Development Goals as scheduled.

II. The development nature of aid is being replaced by the consideration of the donor countries' own interests

The goal of spurring the economic and social development in recipient countries is an important measure of official development assistance defined by DAC. In recent years, however, due to changes in the domestic political landscape, populism, and “Self-interests First”, the aid strategies of donor countries increasingly begin to serve the interests of donor countries, and the pandemic may further reinforce this trend.

Due to the doctrine of “Self-interests First”, many donor countries have adjusted their aid strategies and management. The four objectives of development assistance strategy established in the *Joint Strategic Plan FY 2018-2022* issued by the U.S. Agency for International Development (USAID) are all geared to protecting the interests of the United States, including protecting the United States’ national security and promoting its economic comparative strengths and global leadership. On June 16, 2020, the UK Prime Minister Boris Johnson announced that the Department for International Development (DFID) will merge with the Foreign and Commonwealth Office (FCO) to become the Foreign, Commonwealth & Development Office. Through this institutional restructuring, British aid is linked to its diplomatic, economic and security considerations. In recent years, Australia has increasingly directed its aid to the countries on which it has the most influence, including Indonesia, East Timor, Papua New Guinea and other Pacific countries, in an effort to promote poverty reduction and economic development in the Indo-Pacific region and safeguard Australia’s interests. Overall, traditional donor countries give more consideration to their own security and economic interests when providing aid.

The pandemic further fans the flames of populism and the doctrine of “Self-interests First”. Using foreign aid as a means of safeguarding national interests and boosting major country competition would be a growing trend. The pandemic raging around the world has triggered social panic, becoming an acid test for the governance capabilities and governance models of various countries. There is an obvious trend of politicizing the pandemic. Some governments shirk their responsibilities and accuse other countries of exporting the virus, further fanning the flames of racism and populism, and aggravating geopolitical tensions. To safeguard their domestic national interests, various countries have a higher sense of sovereignty, and lower willingness for international cooperation. The proportion of bilateral assistance may increase, while core contributions to multilateral institutions decrease somewhat. International institutions are challenged in terms of mobilization of resources and coordination capabilities, compromising multilateralism. While the pandemic eventually eases, its impact on the international political and economic landscape is far-reaching and irreversible. Major country competition, especially the competition between China and the United States, may further intensify. As aid is an important external strategic means, it may become more apparent that donor countries use aid to safeguard their won comprehensive interests and gain the support of developing countries in international affairs.

III. There may be new adjustments to the allocation of aid funds due to the pandemic

The pandemic compels various countries to adjust the allocation and flow of aid funds. Special attention will be paid to public health, and the humanitarian crisis caused by the pandemic has also attracted global attention.

In the wake of the COVID-19 pandemic, the international community attaches unprecedented importance to assistance in public health security. Following the outbreak, international organizations, bilateral donors, non-governmental organizations (NGOs), charitable organizations, and private sectors have provided assistance against the pandemic. According to information released by the Kaiser Family Foundation (KFF)², at the close of April 21, 2020, donors around the world had provided a total of US\$19.29 billion in aid funds in response to the pandemic. Of this, multilateral and bilateral donors provided US\$16.47 billion in aid, and government organizations, charitable organizations and private sectors provided a total of US\$2.82 billion.³ On June 27, the “Global Goal: Unite for Our Future” campaign jointly launched by the European Commission and Global Citizen raised another US\$6.9 billion to tackle COVID-19. Of this, the European Commission and the European Investment Bank pledged to provide US\$5.4 billion in loans and guarantee funds, and countries including the United States, Germany, and Canada and charitable organizations pledged to provide US\$1.5 billion in free aid.⁴ In 2018, the total input of multilateral and bilateral international aid in the health sector totaled US\$23 billion.⁵ Given the COVID-19 pandemic warning, aid to public health and the prevention and control of infectious diseases in developing countries is expected to increase, including the monitoring, treatment and prevention of infectious diseases, relevant research investment and vaccine development.

The secondary crisis the pandemic may bring increases the demand for humanitarian assistance. The pandemic may bring about food crisis and regional turbulence, posing more challenges and uncertainties to the international development landscape. The report *State of Food Security and Nutrition in the World* jointly released by five international organizations including the Food and Agriculture Organization and the International Fund for Agricultural Development in July 2020 pointed out that in 2019, nearly 690 million people went hungry worldwide. Due to the impact of the COVID-19 pandemic in 2020, the global food systems, including food

² The Kaiser Family Foundation (KFF) is a non-profit United States-headquartered organization dedicated to medicine and health. The information on aid funds for COVID-19 released by KFF is based on publicly available information, but the statistical data may not be comprehensive.

³ <https://www.kff.org/global-health-policy/issue-brief/donor-funding-for-the-global-novel-coronavirus-response/>

⁴ <https://donortracker.org/insights/donor-countries-international-covid-19-response-following-june-27-global-goal-unite-our>

⁵ <https://donortracker.org/sector/global-health>

production, distribution and consumption, are more vulnerable. It is expected that at least about 83 million to 130 million more people may go hungry. The politicization of the pandemic countermeasures, riots caused by objection to pandemic blockade and isolation measures, and the resulting distrust of the governments and the communities have brought greater risks of conflict to some countries and regions where there are destabilizing factors.⁶ At the same time, some terrorist organizations take advantage of the devastating impact of the pandemic on the political, social and economic conditions to step up their terrorist activities. The demand for humanitarian assistance such as food aid and immigration will increase.

The aid funds from donor countries may be used in a more concentrated manner. The international community still actively supports the implementation of global development issues such as the Sustainable Development Goals and climate change. However, under the pressure of dwindling aid funds, donor countries will have to adjust the allocation of funds in aid fields. Aid funds beyond key areas may be reduced. The use of aid funds will be more concentrated, and the focus of aid will be highlighted. Due to the uneven distribution of funds, the 17 Sustainable Development Goals may progress unevenly.

IV. Development financing collocation in various forms will emerge

The Sustainable Development Goals 2030 cover multiple dimensions such as economy, society and the environment, and the amounts of funds required far exceed the capacity of traditional aid. It is a new trend in recent years to promote the diversified sources of development financing while lessening the financial pressure on donor countries. The sudden pandemic will spur this trend, and there will be new changes to the forms of international development financing.

The proportion of non-gratuitous assistance in the total amount of aid has increased somewhat. In recent years, the proportion of non-gratuitous assistance, including aid loans, equity, and guarantees, has been increasing in the aid by DAC member states, from 11% in 2008 to 19.1% in 2018. Aid loans are a huge chunk of the total. In 2018, 36.4%, 20.3%, 67.6% and 57.4% of the amounts under bilateral aid agreements provided by major loan providers such as France, Germany, Japan, and South Korea were concessional loans. According to preliminary statistics from DAC, aid loans from DAC member states increased in 2019, a year-on-year increase of 5.7%.⁷ In 2019, DAC began to adopt a new statistical approach – the grant equivalent method instead of the original net disbursement method. According to the new statistical approach, the

⁶ https://docs.wfp.org/api/documents/WFP-0000117358/download/?_ga=2.197073516.1576262063.1602056986-492347875.1602056986

<http://www.oecd.org/development/oecd-and-donor-countries-working-to-focus-development-efforts-on-covid-19-crisis-building-on-a-rise-in-official-aid-in-2019.htm>

gift component of concessional loans is included in the total amount of aid and is counted as gratuitous aid instead of loans. This statistical method actually encourages more DAC member states to provide loans. The proportion of loans in aid may show a trend of gradual increase.

The use of aid to drive commercial loans or investments becomes increasingly popular.

To mobilize more funds for the Sustainable Development Goals, the Addis Ababa Action Agenda stressed the importance of private sector development, investment and developing countries' resources. Donor countries also use commercial funds to participate in investment in developing countries through hybrid financing, equity leverage, and guarantees. According to statistics from DAC, from 2012 to 2017, multilateral and bilateral aid agencies mobilized a total of US\$153.9 billion of private investment in developing countries through aid. The private investment leveraged in 2017 was US\$34.69 billion, an increase of nearly 1.3 times compared to US\$15.27 billion in 2012. Development financing institutions in donor countries have played a major role in the process, and have received increasing attention. In 2017, the British Parliament adopted the *Commonwealth Development Corporation Act 2017*, which raised the upper limit of allocation of the United Kingdom's Department for International Development (DFID) for its subordinate development financing agency Commonwealth Development Corporation (CDC) from £1.5 billion to £6 billion. In October 2018, the United States announced plans to create a new development financing agency – U.S. International Development Finance Corporation, which is authorized to provide loans, equity investment, loan guarantees and insurance services for companies interested in investing in developing countries. It plans to invest US\$60 billion. In 2018, Canada set up FinDev, a development financing agency under its Export Development Canada, and reported the agency's initial capital of 100 million Canadian dollars as official development assistance. As the donor countries face economic recession and financial fund shortage, it will become the choice of many donor countries to lessen their aid burden through different forms of development financing and give full play to the role of the private sector.

V. International development cooperation in the post-pandemic era needs the guidance of new theories and new rules

Doubtless, the pandemic will exert a major impact on the international development landscape, but the development direction still hinges on the policies and actions of the countries worldwide. In the current confused and exploring stage, the transformation of international development cooperation requires new theories and international rules.

The new situation calls for new development theories and rules. On the one hand, from the wide perspective of development, developing countries are facing new situations and opportunities in international economic development. The rise of the Fourth Industrial Revolution and the application of new technologies such as digital information and artificial intelligence

bring potential latecomer advantage opportunities for developing countries, but at the same time raise higher demands for infrastructure and human resources, and so on. The accelerated climate change, increased non-traditional security risks, and intensifying geopolitical risks also pose new challenges to the development of developing countries. To achieve more open, inclusive, green, and innovative development requires academia and practitioners to think about development theories, offer new theoretical support for development, and also lay the foundation for creating a better environment for international development in the post-pandemic era. On the other hand, from the perspective of international development assistance, donor countries give increasing consideration to their own interests in aid. The forms of aid have also undergone major changes, and the boundary between aid and economic cooperation is becoming blurred. South-South cooperation receives more and more international attention, but aid concepts and practices different from North-South cooperation are adopted, with more attention paid to the exchange of parallel knowledge and development experience. The far-reaching impact of the pandemic on developing countries in the fields such as politics and economy may further change the future demand for assistance. The traditional rules of international development cooperation can no longer fit the needs of the new situation and are being increasingly called into question. Reform is needed in keeping with the times. International stakeholders should balance their interests through mutually recognized multilateral channels, draw on the advantages of others, accommodate the differences of all parties, and gradually introduce international rules in line with the requirements of the new situation.

Multilateral platforms such as the United Nations should continue to play a leading role in preparing international rules. While the pandemic further challenges multilateralism, it is still in the interests of the vast majority of countries to negotiate global issues and jointly draw up international rules by means of multilateral platforms. This will still be the mainstream in the future. As the most representative international organization, the United Nations still plays an important irreplaceable role in maintaining international peace and development. Countries worldwide should consider long-term global development, get rid of narrow nationalism and beggar-thy-neighbor policy, and continue to support the role of multilateral institutions including the United Nations. At the same time, multilateral institutions should uphold equity and justice, work to promote global development, carry out reform and innovations according to the changing situation, enhance their own efficiency, effectiveness, decision-making power and credibility, and play a leading role in innovations in international development theory and rule-making.

Review of Global Fight Against the COVID-19 Pandemic by All Sectors of Chinese Society and Major Donor Countries

Zhou Jingyi, Zhang Xingshen, Li Bolun¹

I. The overview of China's international assistance to the fight against the pandemic

The COVID-19 is the largest global pandemic that humans have met in the past 100 years, and poses a grave crisis and a severe test for the world. While facing tremendous pressure from its own prevention and control of the pandemic, China moved swiftly to do what it can to provide assistance to the international community. China provided US\$50 million in cash assistance to the World Health Organization (WHO), assisted the WHO in procuring personal protective equipment (PPE) and establishing material reserve warehouses in China, assisted the WHO's "COVID-19 Solidarity Response Fund" in raising funds in China, and participated in the WHO-sponsored Access to COVID-19 Tools (ACT) Accelerator initiative. China has carried out foreign medical assistance. As of May 31, China had sent a total of 29 medical expert teams to 27 countries, and had provided or is providing anti-pandemic assistance to 150 countries and 4 international organizations. China guides long-term resident foreign aid medical teams in 56 countries to assist the host countries in carrying out the pandemic prevention and control, which have provided technical consulting and health education services to the people and overseas Chinese in the host countries, and held over 400 online and offline training sessions.²

¹ Authors of this article are the researchers from Development Innovation Insider (Diinsider), an international development organization.

² Quoted from the white paper entitled *Fighting COVID-19: China in Action* issued by the State Council Information Office in June

On October 8, China formally joined the “New Coronary Pneumonia Vaccine Implementation Plan” (COVAX), which was created in April 2020 by the Global Alliance for Vaccines and Immunisation (GAVI), the WHO, and the Coalition for pandemic Preparedness Innovations (CEPI). COVAX aims to improve the efficiency of vaccine development and lay a foundation for the rapid production and global popularization of vaccines. Over 180 countries and regions have pledged to participate in COVAX.

Table 1: Overview of China’s anti-pandemic assistance to various countries

	Method of assistance		
	Material assistance	Dispatch of experts	Exchange of experience
Asia			
Japan	○		○
India	○		○
Indonesia	○		○
Cambodia	○	○	○
Singapore	○		
Sri Lanka	○		○
Thailand	○		
South Korea	○		○
Nepalese	○		
Pakistan	○	○	○
Bangladesh	○		
Timor-Leste	○		
Philippines	○	○	
Brunei	○		
Vietnam	○		
Malaysia	○	○	○
Burma	○	○	
Maldives	○		
Mongolia	○		
Laos	○	○	
Macau	○		
Afghanistan	○		○
UAE			○
Yemeni	○		○
Israel	○		
Iraqi	○		

	Method of assistance		
	Material assistance	Dispatch of experts	Exchange of experience
Iran	<input type="radio"/>		<input type="radio"/>
Oman	<input type="radio"/>		
Qatar	<input type="radio"/>		<input type="radio"/>
Kuwait	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Saudi Arabia	<input type="radio"/>	<input type="radio"/>	
Syria	<input type="radio"/>		
Turkey	<input type="radio"/>		
Bahraini			<input type="radio"/>
Jordan	<input type="radio"/>		
Lebanon	<input type="radio"/>		
Palestine	<input type="radio"/>	<input type="radio"/>	
Azerbaijan	<input type="radio"/>		<input type="radio"/>
Georgia	<input type="radio"/>		<input type="radio"/>
Armenia			<input type="radio"/>
Uzbekistan	<input type="radio"/>	<input type="radio"/>	
Kazakhstan	<input type="radio"/>	<input type="radio"/>	
Kyrgyzstan	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Tajikistan	<input type="radio"/>	<input type="radio"/>	
Turkmenistan			<input type="radio"/>
South America			
Argentina	<input type="radio"/>		<input type="radio"/>
Uruguay	<input type="radio"/>		<input type="radio"/>
Ecuador	<input type="radio"/>		<input type="radio"/>
Guyana	<input type="radio"/>		<input type="radio"/>
Colombia	<input type="radio"/>		<input type="radio"/>
Surinam	<input type="radio"/>		<input type="radio"/>
Chile	<input type="radio"/>		<input type="radio"/>
Brazil	<input type="radio"/>		<input type="radio"/>
Venezuela	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Peru	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Bolivia	<input type="radio"/>		<input type="radio"/>
North America			
United States of America	<input type="radio"/>		<input type="radio"/>
Canada	<input type="radio"/>		
Jamaica	<input type="radio"/>		<input type="radio"/>

	Method of assistance		
	Material assistance	Dispatch of experts	Exchange of experience
Antigua and Barbuda	<input type="radio"/>		<input type="radio"/>
Cuba	<input type="radio"/>		<input type="radio"/>
Dominica	<input type="radio"/>		<input type="radio"/>
Dominica	<input type="radio"/>		<input type="radio"/>
Trinidad and Tobago	<input type="radio"/>		<input type="radio"/>
Nicaragua			<input type="radio"/>
Panama	<input type="radio"/>		<input type="radio"/>
Bahamas	<input type="radio"/>		<input type="radio"/>
Barbados	<input type="radio"/>		<input type="radio"/>
Grenada	<input type="radio"/>		<input type="radio"/>
Costa Rica	<input type="radio"/>		<input type="radio"/>
El Salvador	<input type="radio"/>		<input type="radio"/>
Mexico	<input type="radio"/>		<input type="radio"/>
Europe			
Iceland	<input type="radio"/>		
Ireland	<input type="radio"/>		<input type="radio"/>
Albanian	<input type="radio"/>		
Italy	<input type="radio"/>	<input type="radio"/>	
Ukraine	<input type="radio"/>		<input type="radio"/>
United Kingdom	<input type="radio"/>		<input type="radio"/>
Estonia			<input type="radio"/>
Austria	<input type="radio"/>		
Netherlands	<input type="radio"/>		
Macedonia	<input type="radio"/>		
Cyprus	<input type="radio"/>		
Greece	<input type="radio"/>		
Croatia	<input type="radio"/>		<input type="radio"/>
San Marino	<input type="radio"/>		
Switzerland	<input type="radio"/>		
Sweden	<input type="radio"/>		<input type="radio"/>
Spain (Spain)	<input type="radio"/>		<input type="radio"/>
Slovakia	<input type="radio"/>		<input type="radio"/>
Slovenia	<input type="radio"/>		
Serbia	<input type="radio"/>	<input type="radio"/>	
Czech Republic	<input type="radio"/>		<input type="radio"/>

	Method of assistance		
	Material assistance	Dispatch of experts	Exchange of experience
Denmark	○		○
Germany	○		○
Norway	○		
Vatican	○		
Hungary	○		○
Finland	○		
France	○		○
Bulgaria	○		
Belarus	○		
Belgium	○		
Poland	○		○
Bosnia and Herzegovina	○		
Portugal	○		
Malta	○		
Moldova	○		○
Montenegro	○		
Latvia	○		
Lithuania	○		
Romania	○		○
Luxembourg	○		
Russia	○		○
Africa			
Algeria	○	○	
Angola	○		
Uganda	○		
Egypt	○		○
Ethiopia	○	○	○
Eritrea			○
Ghana	○		
Cape Verdean	○		
Gabonese	○		
Cameroonian	○		
The Gambia	○		
Guinea	○		
Guinea-Bissau	○		

	Method of assistance		
	Material assistance	Dispatch of experts	Exchange of experience
Kenya	<input type="radio"/>		<input type="radio"/>
Cote d'Ivoire	<input type="radio"/>	<input type="radio"/>	
Comoros			
Republic of Congo	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Democratic Republic of Congo	<input type="radio"/>	<input type="radio"/>	
Sao Tome and Principe	<input type="radio"/>	<input type="radio"/>	
Zambia	<input type="radio"/>		
Sierra Leone	<input type="radio"/>		
Djibouti	<input type="radio"/>	<input type="radio"/>	
Zimbabwe	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Sudan	<input type="radio"/>	<input type="radio"/>	
Seychelles	<input type="radio"/>		
Equatorial Guinea	<input type="radio"/>	<input type="radio"/>	
Senegal	<input type="radio"/>		
Somalia	<input type="radio"/>		
Tanzania	<input type="radio"/>		
Chad	<input type="radio"/>		
The Central African	<input type="radio"/>		
Tunisia	<input type="radio"/>		
Togo	<input type="radio"/>		<input type="radio"/>
Nigeria	<input type="radio"/>		
Namibia	<input type="radio"/>		
Niger	<input type="radio"/>		
Burkina Faso	<input type="radio"/>	<input type="radio"/>	
Burundi	<input type="radio"/>	<input type="radio"/>	
Benin	<input type="radio"/>		
Botswana	<input type="radio"/>		
Madagascar	<input type="radio"/>		
Malawi	<input type="radio"/>		
Mali	<input type="radio"/>		
South Africa	<input type="radio"/>		<input type="radio"/>
South Sudan	<input type="radio"/>		
Mozambique	<input type="radio"/>		<input type="radio"/>
Mauritius	<input type="radio"/>		
Mauritania	<input type="radio"/>		

	Method of assistance		
	Material assistance	Dispatch of experts	Exchange of experience
Morocco	○		○
Libya	○		○
Liberia	○		○
Rwanda	○		
Lesotho	○		
Oceania			
Australia	○		
Kiribati	○		○
Cook Islands			○
Samoa			○
Solomon Islands			○
Tonga	○		○
Niue			○
Vanuatu	○		○
Papua New Guinea	○		○
Palau			
Fiji	○	Fiji	○
Marshall Islands			
Micronesia	○		○

Note: 1. The above table is compiled based on the information released on the website of China International Development Cooperation Agency (CIDCA), websites of Chinese embassies, and related media as of September 2020;

2. China's anti-pandemic assistance is provided mainly through the government, military, social organizations and enterprises;

3. Refer to the website of the Ministry of Foreign Affairs of China for classification of regions and countries.

II. The global anti-pandemic efforts carried out by Chinese NGOs

Since the outbreak of the COVID-19, Chinese NGOs have been actively involved in the global fight against the pandemic, and cooperated with domestic and foreign governments, enterprises and others. The efforts to fight the pandemic mainly include raising funds and donating supplies; building online information sharing platform, and holding domestic and foreign experience exchange conferences; supporting research on novel coronavirus and vaccine research and development. Based on the factors such as the total value of aid materials, diversity and representativeness of aid methods, the following five Chinese NGOs are selected to introduce their global strategies and actions to fight the pandemic.

Table 2: International assistance to fight the pandemic by China's five NGOs

	Main strategy	Relevant work	Partner	Scale and results
Jack Ma Foundation and Alibaba Foundation	Launched the global anti-pandemic action since early March, combining donations of supplies with scientific and technological anti-pandemic efforts, forming a global anti-pandemic strategic layout, and expanding the coverage of international assistance.	Donate anti-pandemic supplies; support research on novel coronavirus and vaccine research and development; establish an online information sharing platform; fund medical experts in the compilation of Handbook of COVID-19 Prevention and Treatment to share China's experience in fighting the pandemic.	The Ethiopian government, the African Union and the Africa Centres for Disease Control and Prevention (Africa CDC), medical institutions in African countries, the World Food Programme (WFP), the WHO, domestic and foreign research institutions, the First Affiliated Hospital of Zhejiang University School of Medicine.	As of May 9, the two foundations have donated over 200 million pieces of anti-pandemic supplies to assist 150 countries, regions and international institutions in the fight against the pandemic. The two foundations worked with the First Affiliated Hospital of Zhejiang University School of Medicine to issue the Handbook of COVID-19 Prevention and Treatment - Clinical Experience of the First Affiliated Hospital of Zhejiang University School of Medicine.
Chinese Red Cross Foundation	Cooperate with all sectors of society to bring into play the advantage of philanthropic fundraising and set up a special fund to support international humanitarian assistance.	Set up the International Humanitarian Assistance Fund for the fight against the pandemic and the Evergrande International Anti-pandemic Assistance Fund (Evergrande Group donated 100 million yuan). A team of experts shares knowledge and experience in the fight against the pandemic online and offline.	Many Chinese enterprises and social organizations such as Evergrande Group, Shijiazhuang Yiling Pharmaceutical Co., Ltd. and Hunan Eye Care Foundation.	The humanitarian aid covers Asia, Africa, Europe, North America, and Oceania. Anti-pandemic supplies assistance has been sent to 43 countries including Iran, Iraq and Italy, with a total value of 80.495 million yuan.

	Main strategy	Relevant work	Partner	Scale and results
China Foundation for Poverty Alleviation	Focusing on the basic living needs of impoverished communities and groups overseas. Combining donation of medical supplies with community anti-pandemic actions, the international anti-pandemic projects are committed to solving health and food security issues.	1) Raise anti-pandemic funds and donate anti-pandemic supplies. The pandemic prevention awareness and capability in the impoverished and disadvantaged communities in Nepal are raised through the community-based anti-pandemic handwashing station projects in Nepal. The Smiling Children Project relieves the problem of child hunger during the pandemic as far as possible. 2) Organize online exchanges and sharing of Chinese and foreign experience in fighting the pandemic to provide support to NGOs and overseas Chinese in developing countries.	Nepal Overseas Chinese Association and local non-profit organizations, Ethiopian medical institutions and social organizations.	As of June 17, the China Foundation for Poverty Alleviation raised 6.2725 million global anti-pandemic funds in total. The Community-based Anti-pandemic Handwashing Station Project in Nepal raised a total of 87,500 yuan for the building of 234 large and small handwashing stations. The Smiling Children Project was implemented in Ethiopia, Nepal, and Myanmar, and has raised funds of 6.174 million yuan. It plans to distribute food packages to about 15,000 children in Ethiopia, Nepal and Myanmar. A total of 7,617 food packages have been distributed.
Shenzhen Foundation for International Exchange and Cooperation (SFIEC)	Starting with supporting international sister cities of Shenzhen in the fight against the pandemic, it guides and gathers local civil forces to involve in the global fight against the pandemic, and operates under the work model in which official and private donations complement each other.	Donate anti-pandemic materials to Shenzhen's international sister cities; bring together Shenzhen's civil forces to provide "going global" platform support; hold an inter-governmental anti-pandemic experience exchange event with the support of the Foreign Affairs Office of Shenzhen Municipal Party Committee.	Nearly 30 social organizations and enterprises such as Shenzhen Mammoth Foundation, BGI Shenzhen, Shenzhen Non-governmental Organization Federation, Shenzhen Charity Federation, Shenzhen Watch & Clock Association, and Tencent.	As of July 14, materials worth 9,417,020 yuan had been donated to 16 international sister cities and institutions in 9 countries including Japan, Italy, and Cambodia. This made possible online communication between members of the Shenzhen Municipal Government's Anti-pandemic Working Group and the Phnom Penh Municipal Government and the Union of Youth Federations of Cambodia-Doctor Alliance.

	Main strategy	Relevant work	Partner	Scale and results
Beijing Peaceland Foundation	The overseas anti-pandemic efforts focus on Iran, Lebanon, Southeast Asia and Africa, where there are poor medical facilities, with a focus on relieving the needs of international refugees during the pandemic period.	Provide anti-pandemic materials and financial assistance as per the country-specific needs of pandemic prevention and control, and conduct international exchange activities in pandemic prevention.	10 countries along the Silk Road including Lebanon, Nepal, and Cambodia.	As of July 20, Beijing Peaceland Foundation had provided anti-pandemic materials and financial assistance to 5 countries, benefiting over 10,000 people directly and 200,000 people indirectly. Conducted ten sessions of online exchange activities for international pandemic prevention and control involving Chinese NGOs, shared China's experience in pandemic prevention and control.

(I) Jack Ma Foundation and Alibaba Foundation

Alibaba Foundation was jointly founded by Alibaba Group and its subsidiaries. Since 2010, Alibaba Group has earmarked 0.3% of its annual revenue for Alibaba Foundation.³ Jack Ma Foundation, established in 2014, is a non-public fundraising foundation funded personally by Jack Ma in China. Jack Ma Foundation and Alibaba Foundation launched international anti-pandemic operations in early March, forming a global anti-pandemic strategic layout and expanding the coverage of international assistance.⁴ Their anti-pandemic operations are mainly carried out in four methods (shown below), combining material donations with technology-based fight against the pandemic, and giving play to the advantages of Internet technology.

Donate anti-pandemic materials. From March 3 to 22, the two foundations donated medical anti-pandemic supplies such as masks, test kits, and protective clothing to at least 94 countries across Asia, Africa, Europe, South America, and North America.⁵ From March 16 to April 20, the two foundations provided emergency supplies to Africa in three batches: The first batch of materials was distributed by the Ethiopian government to 54 African countries; the second batch

³ <https://baike.baidu.com/item/阿里巴巴公益基金会/9432369?fr=aladdin>

⁴ <http://www.gongyishibao.com/html/gongyizixun/18511.html>

⁵ <http://www.gongyishibao.com/html/gongyizixun/18511.html>

of materials was distributed by Ethiopian Prime Minister Abiy Ahmed Ali, Africa CDC and WFP to 54 African countries; and the third batch of materials was distributed by the African Union and Africa CDC. The three batches of materials include 10.6 million masks, 2.6 million pieces of virus sampling equipment and extraction reagents, 800 ventilators, 100 infrared thermometers, 4,000 forehead thermometers, 460,000 pieces of protective clothing and 460,000 protective masks, and 1 million pairs of medical gloves. On April 21, the two foundations donated emergency anti-pandemic materials to WHO, including 1 million medical masks, 1 million N95 masks, and 1 million nucleic acid detection kits. As of May 9, the two foundations had donated over 200 million pieces of anti-pandemic materials to 150 countries, regions and international institutions to fight the pandemic.⁶

Support research on novel coronavirus and vaccine research and development. On January 29, Jack Ma Foundation announced a 100-million-yuan donation to support the research and development of COVID-19 drugs and vaccines. Of the amount, 20 million yuan was donated to the Chinese Academy of Sciences and the Chinese Academy of Engineering respectively to support the current special research and development of virus vaccines, including the screening, selection and R&D of COVID-19 drugs led by five academicians of the Chinese Academy of Engineering, such as Wang Chen, Zhong Nanshan, Li Song, Ding Jian, and Zhang Boli, as well as research into immunology, respiratory medicine, epidemiology and other fields by the CAS USTC life sciences and clinical medicine interdisciplinary team. The remaining funds are used to support the cooperation between leading research institutions and researchers at home and abroad in the prevention and treatment of COVID-19. On February 14, a framework cooperation agreement for a donation of 5 million yuan was concluded with Guangzhou Institute of Respiratory Health and Zhongnanshan Medical Foundation of Guangdong Province.⁷

Establish an online information sharing platform. With the support of Alibaba Cloud and AliHealth, the two foundations launched the Global MediXchange for Combating COVID-19 (GMCC), which covers 233 countries and regions. It aims to help the front-line doctors and nurses all over the world share practical experience in the fight against the pandemic, facilitate online communication and collaboration, and provide medical research institutions with big data and cloud computing capacity building support in order to promote the development of drugs and vaccines, improve CT image analysis efficiency, boost the efficiency of virus screening and detection, provide reference for pandemic prediction, and use AI translation to facilitate multilingual communication.⁸

⁶<https://tech.sina.com.cn/roll/2020-05-09/doc-iirczymk0763506.shtml>

⁷<https://www.mayun.xin/index.html#/project-detail/357>

⁸https://gmcc.alibabadoctor.com/?locale=zh-cn&entry=aliyungmcc_re_20200420_&#J_7231040460

Fund medical experts to compile the *Handbook of COVID-19 Prevention and Treatment* to share China's experience in fighting the pandemic. On March 16, the two foundations began to cooperate with medical institutions in African countries to provide them with online training materials regarding clinical treatment of the COVID-19. On March 18, the two foundations cooperated with the First Affiliated Hospital of Zhejiang University School of Medicine in issuing the *Handbook of COVID-19 Prevention and Treatment - Clinical Experience of the First Affiliated Hospital of Zhejiang University School of Medicine*, which was distributed through the official websites of the two foundations, Alibaba Cloud, and the First Affiliated Hospital of Zhejiang University School of Medicine. As of March 21, the handbook saw 1.478 million visits and was shared in 219 countries and regions. The handbook which has been translated into 9 languages covers technical strategies for pandemic prevention and control, diagnosis and treatment and treatment plans for critical patients, nursing methods and experience, etc.,⁹ providing a valuable reference for other countries in the fight against the pandemic.

(II) Chinese Red Cross Foundation (CRCF)

The Chinese Red Cross Foundation cooperates with all sectors of society to give full play to the advantages of philanthropic fundraising and establish a special fund to support international humanitarian aid. The special fund mobilizes social forces to raise funds and provide protective materials through online crowdfunding and targeted fundraising from enterprises in order to assist countries hardest hit by the COVID-19.

Set up a special fund to support international humanitarian aid. On March 10, the Chinese Red Cross Foundation established the “Anti-pandemic International Humanitarian Aid Fund” as per the overall plan of the Red Cross Society of China on foreign aid. As of August 24, CRCF had provided anti-pandemic materials worth 80.495 million yuan to 43 countries including Iran, Iraq, Italy and Pakistan. The humanitarian aid covers Asia, Africa, Europe, North America and Oceania. The aid materials include medical protective masks, ventilators and other pandemic prevention materials and equipment.¹⁰

Cooperate with all sectors of society to bring into play the advantages of fundraising. On March 23, Evergrande Group responded to the efforts of Red Cross Society of China and donated 100 million yuan to CRCF for the establishment of the Evergrande International Anti-pandemic Assistance Fund. The fund is used to provide humanitarian aid to countries and regions hardest hit by COVID-19, including supporting the Red Cross Society of China in procuring medical supplies and protective materials urgently needed for recipient countries, and dispatching

⁹<https://gmcc.alibabadoctor.com/prevention-manual>

¹⁰<https://new.crcf.org.cn/article/20705>

medical teams to provide logistics support, etc.¹¹ On April 9, Shijiazhuang Yiling Pharmaceutical Co., Ltd. donated 2 million yuan to CRCF for the “International Humanitarian Assistance Anti-pandemic Fund”.¹² Moreover, many companies and NGOs including Shanghai Green Valley Pharmaceutical Co., Ltd., Red Cross Society of China Shanxi Branch, Hunan Eye Care Foundation, and H&H (China) Co., Ltd. have donated pandemic prevention and control materials to the “International Humanitarian Assistance Anti-pandemic Fund” in support of the global fight against the pandemic.¹³ On March 11, Beijing Dragon Design Foundation, together with 157 social organizations and units, launched the Green Ribbon Operation with the support of CRCF and China NGO Network for International Exchanges. As of August 17, the “Green Ribbon Operation” had attracted 295 international volunteers and donated 3 million-yuan anti-pandemic materials to 23 countries such as Italy, Iran, Sri Lanka, Russia, Argentina, France, South Africa, and Mexico, as well as United Nations Human Settlements Programme and United Nations in Nigeria.¹⁴

A team of experts shares anti-pandemic knowledge and experience online and offline. On February 29, a team of volunteer experts dispatched by the Red Cross Society of China arrived in Tehran, Iran¹⁵ to share China’s knowledge and experience in pandemic prevention and control. On March 7, the Red Cross Society of China sent a team of 7 volunteer experts to Baghdad, Iraq, together with medical supplies and devices such as nucleic acid detection kits, Chinese patent medicines and other aid materials to support the COVID-19 prevention and control work in Iraq. On March 9 and 11, the National Health Commission and the Red Cross Society of China held a video conference attended by experts online with representatives of the Italian Ministry of Health, Italian Red Cross and WHO for exchange of views on the prevention and control of the COVID-19. On March 12, a 9-member expert team set up by the National Health Commission and the Red Cross Society of China brought a large number of medical treatment and protective supplies to Rome in support of the COVID-19 prevention and control in Italy.¹⁶

(III) China Foundation for Poverty Alleviation

The China Foundation for Poverty Alleviation has set up offices in Myanmar, Nepal and Ethiopia and has many years’ experience in carrying out overseas poverty alleviation projects. To fight the pandemic, it focuses on the basic living needs of impoverished communities and

¹¹ <https://new.crcf.org.cn/article/20049>

¹² <https://new.crcf.org.cn/article/20134>

¹³ <https://new.crcf.org.cn/article/20705>

¹⁴ http://www.gongyishibao.com/newdzb/html/2020-05/26/content_22577.htm?div=0

¹⁵ <http://news.sina.com.cn/c/2020-02-29/doc-iimxyqvz6730972.shtml>

¹⁶ <https://new.crcf.org.cn/article/19989>

groups overseas, and combines donations of medical supplies with community-based anti-pandemic operations. Its international projects for tackling the pandemic are dedicated to solving health and food security issues.

Raise anti-pandemic funds and donate anti-pandemic supplies. On March 27, 2020, the China Foundation for Poverty Alleviation officially kicked off the “We are With You” international anti-pandemic operation. As of June 17, the China Foundation for Poverty Alleviation had raised 6.2725 million yuan for international anti-pandemic funds, including new donations of 454,500 yuan and adjusted project funds of 5.818 million yuan. The China Foundation for Poverty Alleviation and the Pundarika Charity Donation Team donated 500 sets of protective clothing to Myanmar, Sudan, Ethiopia, and Laos. Moreover, given the response to the pandemic, the international care package upgrade work was launched in March, with the addition of sanitation supplies and books on pandemic prevention knowledge.

The pandemic prevention awareness and capability in the impoverished and disadvantaged communities in Nepal are raised through the community-based anti-pandemic handwashing station projects. On March 28, the Nepal Office of China Foundation for Poverty Alleviation and its partner Safa Sunaulo Nepal (SSN) launched the Community-based Anti-pandemic and Sanitation Project in Nepal. As of June 17, the project had raised a total of 87,500 yuan for the establishment of 234 handwashing stations, including 127 in Kathmandu, 46 in Province No. 2, and 61 in Sibu Division. Handwashing stations are chiefly located at police stations, public hospitals, impoverished and disadvantaged communities, tourist attractions, etc., together with the posters that spread health and pandemic prevention knowledge such as prevention of virus transmission, stay-at-home, and self-protection, in order to lower the risk of COVID-19 infection.¹⁷

Smiling Children Project relieves the problem of child hunger during the pandemic as far as possible. By feeding or distributing food to hungry children in developing countries to help the healthy growth of children, this project helps developing countries achieve the UN Sustainable Development Goal of zero hunger as soon as possible. Generally, the project provides the school-based centralized meals. Due to the global spread of the COVID-19 in 2020, many countries announce the suspension of classes at primary and secondary schools, and school meals have to be suspended. The China Foundation for Poverty Alleviation adjusted the model of project implementation as appropriate and distributes grain instead. The Smiling Children Project has been implemented in Ethiopia, Nepal and Myanmar. As of June 17, the project fund had raised 6.174 million yuan, and plans to distribute food packages to about 15,000 beneficiary children in Ethiopia, Nepal and Myanmar. A total of 7,617 food packages have been distributed to date.¹⁸

¹⁷ <https://baijiahao.baidu.com/s?id=1670400823779027836&wfr=spider&for=pc>

¹⁸ <http://www.cfpa.org.cn/information/project.aspx?typeid=2>

Hold an online exchange conference on anti-pandemic experience between China and foreign countries to share experience for NGOs and overseas Chinese in developing countries. On April 30, the China Foundation for Poverty Alleviation, together with NGOs such as China NGO Network for International Exchanges, organized the “Online Exchange of Experience in Pandemic Prevention and Control Between Chinese and Ethiopian NGOs”. China’s experience in the prevention and control of the COVID-19 was shared among Ethiopian medical institutions, NGOs and Chinese enterprises and overseas Chinese in Ethiopia. On May 30, the China Foundation for Poverty Alleviation and the Nepal Overseas Chinese Association organized the “China-Nepal Online Exchange Meeting on Pandemic Prevention and Control” with the support of the Chinese Embassy in Nepal. The current status of the pandemic in Nepal, avoidance of infection, quarantine measures and other issues were introduced at the meeting, in which 224 overseas Chinese and Nepalese friendly people attended.¹⁹

(IV) Shenzhen Foundation for International Exchange and Cooperation (SFIEC)

Starting with supporting international sister cities of Shenzhen in the fight against the pandemic, it guides and gathers local civil forces to involve in the global fight against the pandemic, and operates under the work model in which official and private donations complement each other. The SFIEC provides NGOs and enterprises with services and support covering planning and preparation, external liaison, material procurement, international logistics and publicity. For donation, it focuses on integrating the advantages of all parties to give full play to the “going global” operation and domestic and international influence.²⁰

Donate anti-pandemic materials to Shenzhen’s international sister cities. As of July 14, SFIEC had donated 1,701,800 masks, 2,069 sets of protective clothing, 250 sets of detection reagents, 10,000 pairs of gloves, 240 infrared thermometers, 5 air purifiers, and other anti-pandemic materials worth 9,417,020 yuan to 16 international sister cities and institutions in 9 countries including Japan, South Korea, Switzerland, Italy, Indonesia, Cambodia, the Netherlands, Myanmar and Brazil.²¹ Its material donations are given in conjunction with the advantages of Shenzhen in technological innovation. In the early stage of the overseas outbreak of the pandemic, SFIEC, together with Shenzhen Mammoth Foundation and BGI Shenzhen, participated in the assistance operation for the “COVID-19 Pandemic on Diamond Princess” and donated coronavirus nucleic acid detection kits to the National Institute of Infectious Diseases of Japan.²²

¹⁹ http://www.cfpa.org.cn/news/news_detail.aspx?articleid=1710

²⁰ <https://baijiahao.baidu.com/s?id=1672101479927816926&wfr=spider&for=pc>

²¹ <https://www.sfiec.org.cn/whatsNew/Inner/293>

²² <http://health.people.com.cn/n1/2020/0220/c14739-31597034.html>

Pool Shenzhen's civil forces and provide platform support for "going global". Relying on the "Chinese CSOs "Going Global" Empowerment Platform" ("Value Plus") jointly released by China International Center for Economic and Technical Exchanges (CICETE) and United Nations Development Programme at the end of 2019, and on the mainstream projects such as "Shenzhen x Lancang-Mekong Initiative" and "City Plus", SFIEC provided platform support for nearly 30 NGOs and enterprises in the international anti-pandemic operation, including Shenzhen Non-governmental Organization Federation, Shenzhen Charity Federation, Shenzhen Watch & Clock Association, and Tencent, helping these institutions meet the needs of donation of materials, coordinate the scale and flow of donated materials, and coordinate the actions of all parties.²³

Hold an inter-governmental anti-pandemic experience exchange event with the support of the Foreign Affairs Office of Shenzhen Municipal Party Committee. SFIEC made possible online communication between members of the Shenzhen Municipal Government's Anti-pandemic Working Group and the Phnom Penh Municipal Government and the Union of Youth Federations of Cambodia-Doctor Alliance, and introduced China's experience and approaches in controlling the pandemic. On April 30, SFIEC, in collaboration with CICETE and the UNDP in China, held the online exchange conference "Value Plus: International Humanitarian Action for the COVID-19 – Experience Sharing and Policy Discussion of Chinese NGOs". 150 representatives from NGOs, enterprises, think tanks and the media attended the event. Representatives from 8 NGOs including CRCF and China Foundation for Poverty Alleviation shared the work practices and experience in the global forefront fight against the pandemic, and discussed the challenges and opportunities for Chinese NGOs "going global" under the new situation as well as international cooperation in the "post-pandemic era".²⁴

(V) Beijing Peaceland Foundation

Beijing Peaceland Foundation is a professional disaster relief-oriented foundation, with overseas volunteer teams in African countries, Iran, Cambodia, etc. The Foundation's overseas anti-pandemic efforts focus on Iran, Lebanon, Southeast Asia and Africa, where there are poor medical facilities, with a focus on relieving the needs of international refugees during the pandemic period.

Provide anti-pandemic materials and financial aid as per the needs of pandemic prevention and control in various countries. From February 25 to March 16, Beijing Peaceland Foundation provided Iran with anti-pandemic material assistance in four batches, including 1,000 pieces of coronavirus nucleic acid detection reagents, 2,500 pieces of coronavirus rapid detection reagents, 2 tons of bromine agents, and 9,840 pieces of citric-acid vitamin C effervescent tablets. On April 25, 50 tents were donated to Djibouti for temporarily housing people during the pandemic prevention and control period. On May 6, 182,100 yuan was donated to Banteay Srei in Cambodia for publicity on pandemic prevention, construction of water conservancy facilities,

²³ <https://baijiahao.baidu.com/s?id=1672101479927816926&wfr=spider&for=pc>

²⁴ <https://www.sfiec.org.cn/whatsNew/Inner/297>

and assistance for villagers' daily supplies during the pandemic period in a village of Banteay Srei in Cambodia to lessen the impact of the pandemic on the life of local people. From the end of January to mid-May, Beijing Peaceland Foundation provided 143,300-yuan worth anti-pandemic materials and financial aid to local Syrian refugees in Lebanon, including donations and materials for daily life to children in Arsal refugee camp and Bekaa valley refugee camp, benefiting over 2,000 people in 300 refugee families. Beijing Peaceland Foundation donated anti-pandemic materials in 2 batches to Zimbabwe, including 30 disinfection mist sprayers, 200 pieces of medical protective clothing, 200 protective masks, 400 bags of chlorine-containing effervescent tablets and other anti-pandemic and protective materials. As of July 20, Beijing Peaceland Foundation had provided anti-pandemic materials and financial aid to five countries, benefiting over 10,000 people directly and 200,000 people indirectly.²⁵

Carry out international anti-pandemic exchange activities. From March 20 to June 14, Beijing Peaceland Foundation conducted ten sessions of online exchange activities for international pandemic prevention and control involving Chinese NGOs under the guidance of China NGO Network for International Exchanges, sharing China's experience in pandemic prevention and control with the staff from medical institutions, NGOs, and academic institutions in the countries along the Silk Road such as Lebanon, Nepal, Cambodia, Kenya, Myanmar, Egypt, Ethiopia, South Africa, Mongolia, and Peru. Nearly 1,000 people attended the event.^{26 27}

III. The global anti-pandemic efforts by major donor countries

As the COVID-19 rages worldwide, major donor countries provide assistance to other countries through bilateral and multilateral channels, playing an important role in the global response to the pandemic. This paper introduces the global anti-pandemic strategies, priority areas and cases, etc. by five donor countries (Japan, the United States, France, the United Kingdom, and Germany) which made the largest "substantial commitments" in the global fight against the pandemic as of October 9.

The data cited for calculation of capital contributions in this paper are mainly obtained from government websites of donor countries (such as the United Kingdom, the United States, and Japan), media outlets and other third-party platforms (such as *The Economist's* "COVID-19 Fund

²⁵ https://www.thepaper.cn/newsDetail_forward_8456747

²⁶ <http://peaceland.net.cn/index/more/b/6/c/22.html>

²⁷ https://www.thepaper.cn/newsDetail_forward_8456747

²⁸ These third-party data platforms chiefly rely on independent sharing by government departments, international organizations, non-profit organizations, and the private sector. There is complete information on donations from donor countries via multilateral channels, but information on bilateral channels is limited.

Tracking System”, and the UN OCHA Financial Tracking Service).²⁸ According to the analysis of over 300 items of global anti-pandemic donations by major donor countries conducted by *The Economist*’s “COVID-19 Fund Tracking System”, the period required for most of the anti-pandemic fund by the donor countries from commitment to release is 3-6 months. As most donor countries pledged many donations from April to September, some of the pledges remain to be fulfilled. To reflect the donor countries’ timely global anti-pandemic funds, this paper uses the capital contribution for “substantial commitment” as the statistical standard for donors’ global anti-pandemic funding. This standard covers all of the donor countries’ funding commitments that can be tracked for the recipients, but excluding donor countries’ pledges that span many years in the context of COVID-19 and have no clear information on recipients.²⁹

Table 3: The global anti-pandemic efforts by top five donor countries in terms of capital contribution under “substantial commitment”

	Main strategies	Related work cases	Capital contribution under “substantial commitment”	Main channels for capital contribution
Japan	Main recipient areas are concentrated in Southeast and South Asian countries.	Japan provided Myanmar with US\$280 million in loans to support economic recovery after the COVID-19; provided Cambodia with US\$18 million in grant-in-aid to provide medical equipment and related anti-pandemic materials for the fight against the COVID-19.	US\$1.54 billion	Japan International Cooperation Agency (JICA), Ministry of Health, Labour and Welfare of Japan
The United States	Main recipient areas are concentrated in Africa, South Asia and Southeast Asia; the areas include health, humanitarian aid, economy and development.	With the aid of US\$2 million from the United States Agency for International Development, the Agency for Technical Cooperation and Development provides support in humanitarian aid, water, sanitation, etc. in five counties in the Central African Republic.	US\$1.5 billion	United States Department of State, U.S. Agency for International Development (USAID)
France	Main recipient areas are concentrated in Africa; the areas include economy, health system, vulnerable groups, etc.	France launched the “COVID-19 - Public Health” initiative on April 9, raising 1.2 billion euros.	US\$1.4 billion	French Development Agency (AFD)

²⁸ These third-party data platforms chiefly rely on independent sharing by government departments, international organizations, non-profit organizations, and the private sector. There is complete information on donations from donor countries via multilateral channels, but information on bilateral channels is limited

²⁹ <https://devinit.org/resources/how-are-aid-budgets-changing-due-covid-19-crisis/#note-ulFbT2jyD>

	Main strategies	Related work cases	Capital contribution under “substantial commitment”	Main channels for capital contribution
The United Kingdom	Main recipient areas are concentrated in Africa and South Asia; the areas include the research and development of COVID-19 therapy and vaccines.	UK provided US\$374 million in aid to impoverished and disadvantaged families in Jordan affected by the COVID-19; and provided Zimbabwe with US\$43.6 million to help cope with the COVID-19.	US\$1.3 billion	British Department for International Development (DFID), now renamed the Foreign, Commonwealth & Development Office (FCDO)
Germany	Main recipient areas are concentrated in health, humanitarian aid, and economy.	The German government supports the initiatives by multilateral organizations such as the G7, G20, World Bank, regional development banks and the International Monetary Fund.	US\$1.1 billion	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), etc.

(I) Japan

According to data from the Japanese Ministry of Foreign Affairs, Japan has provided US\$1.54 billion for global anti-pandemic efforts through bilateral or multilateral channels. Japan pledged to offer US\$450 million for bilateral assistance in the areas such as health system improvement, capacity building, and post-pandemic recovery. The areas for key support are Southeast Asian countries and South Asian countries.³⁰ In terms of improving the health system, Japan allocated US\$436 million to provide medical devices for over 83 countries around the world. In terms of capacity building, Japan allocated US\$13 million to provide training on infection prevention and control of disease outbreak to medical staff in 38 countries through the Japan International Cooperation Agency (JICA). In terms of post-pandemic recovery, Japan pledged to offer up to US\$4.5 billion in COVID-19 Crisis Response Emergency Support Loan in the next two years in support of post-pandemic economic recovery in such countries as the Philippines, Indonesia, India, Bangladesh, and Maldives (not included in the calculation scope of the donation for “substantial commitment” in this paper due to the large time span of commitments and unspecified plans).³¹

³⁰ <https://news.un.org/en/story/2020/09/1073822>

³¹ <https://www.mofa.go.jp/files/100098665.pdf>

In terms of multilateral assistance, Japan supports WHO, the Coalition for Epidemic Preparedness Innovations (CEPI), the Global Alliance for Vaccines and Immunisation (GAVI), the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP), UNHCR, etc., in the areas such as vaccine research and development, training of community health workers, improvement of health governance system, supply of protective equipment and sanitation facilities, and protection of vulnerable groups such as refugees. Of this, Japan pledged to provide US\$165 million to the WHO for vaccine research and development; pledged to provide US\$134 million to CEPI to promote vaccine R&D and clinical trials by pharmaceutical companies and labs; pledged to donate US\$100 million to GAVI to improve vaccine availability.³²

(II) The United States

According to data from the U.S. Department of State, the American administration has provided over \$1.5 billion for public health, humanitarian, and economic development aid through the U.S. Department of State and the Agency for International Development to help governments, international organizations, and NGOs in various countries to fight the COVID-19. The recipient regions are concentrated in Africa, South Asia and Southeast Asia.³³ The American global anti-pandemic efforts are inclined to bilateral cooperation as a manifestation of the consideration of U.S. national interests.

The USAID allocated a total of US\$1.335 billion in aid to fight the COVID-19. Of this, US\$299 million for emergency health assistance came from the USAID's Emergency Reserve Fund for Contagious Infectious-Disease Outbreaks (ERF-USAID), US\$558 million from the International Disaster Assistance (IDA) of the USAID, US\$243 million from the Economic Support Funds (ESF), and US\$235 million from the USAID Global Health Program (GHP-USAID).³⁴

TOTAL PLEDGED USAID FUNDING FOR THE COVID-19 RESPONSE'	
ERF-USAID	\$299,000,000
ESF	\$243,000,000
GHP-USAID	\$235,000,000
IDA	\$558,000,000
	\$1,335,000,000

³² <https://www.gavi.org/news/media-room/countries-pledge-new-support-gavi>

³³ <https://www.state.gov/update-the-united-states-continues-to-lead-the-global-response-to-covid-19-5/>

³⁴ https://www.usaid.gov/sites/default/files/documents/09.09.20_-_USAID_COVID-19_Global_Response_Fact_Sheet_9.pdf

Under the coordination of the United States National Security Council, the USAID cooperated with other government agencies and inter-agency partners of the American government, including the U.S. Department of Defense and the private sector, in providing more than 6,100 ventilators to Bolivia, Brazil, Colombia, Dominican Republic, Ecuador, Egypt, El Salvador, Ethiopia, Fiji, the Philippines, Russia, Rwanda, etc.

Africa is one of the region priorities that receive aid from the United States. For example, the United States has provided a total of US\$13.1 million in anti-pandemic aid to the Central African Republic. With the support of US\$2 million from the USAID, the Agency for Technical Cooperation and Development (ACTED) provided humanitarian, water, and sanitation support in five counties in the Central African Republic, and conducted risk communication and community involvement events to prevent the spread of the COVID-19 in the communities in each county. Moreover, the USAID also supports ACTED to set up handwashing stations at public areas and distribute sanitation kits to vulnerable groups.³⁵

The United States also provides assistance to Asian countries. The two Asian countries receiving the largest amount of funding from the US are Afghanistan and Bangladesh, namely US\$39.4 million and US\$44.8 million, respectively. About half of the funds were allocated by the USAID International Disaster Assistance (IDA), and mainly used for detection and diagnosis of the COVID-19, and the improvement of the health system.

(III) France

According to data from the French Development Agency, France has pledged to allocate US\$1.4 billion to fight the COVID-19 pandemic. The regional priorities are Africa, the Indian Ocean, the Caribbean, etc. The areas of aid include stabilizing the economy, improving the health system, and protecting vulnerable groups, etc.³⁶

France launched the “COVID-19-Health in Common” initiative on April 9. Spearheaded by the French Development Agency (AFD), the initiative aims to deal with the public health crisis posed by the pandemic in the most fragile countries in Africa, the Indian Ocean, the Caribbean and the Near East. The initiative raised a total of US\$1.4 billion (including US\$174.5 million in grant-in-aid and US\$1.163 billion in concessional loans) to support the health system, epidemiological surveillance networks and local NGO partners in 19 priority countries (Benin, Burkina Faso, Burundi, Central Africa Republic, Chad, Comoros, Democratic Republic of the Congo (DRC), Djibouti, Ethiopia, Gambia, Guinea, Haiti, Liberia, Madagascar, Mali, Mauritania,

³⁵ https://www.usaid.gov/sites/default/files/documents/09.09.20_-_USAID_COVID-19_Global_Response_Fact_Sheet_9.pdf

³⁶ <https://onu.delegfrance.org/COVID-19-assistance-for-Africa>

Niger, Senegal, and Togo) under French international development cooperation in response to the pandemic.³⁷

On April 24, France, together with the WHO, the Council of the European Union, the Bill & Melinda Gates Foundation, CEPI, GAVI and other parties, launched the “Access to COVID-19 Tools Accelerator”, which has the following goals: 1) Accelerate the diagnosis, treatment, and vaccine design and production; 2) Ensure safe, fair and universal access to solutions; 3) Consolidate the health care system for the prevention and treatment of contagious diseases such as COVID-19. At the international conference held on May 4, the European Commission called for global donations in support of international operations to achieve these three goals. As the co-sponsor of this conference, France contributed a total of US\$580 million.³⁸

(IV) The United Kingdom

In response to the COVID-19 pandemic, the UK’s aid focuses on COVID-19 therapy and vaccine R&D, protection of vulnerable groups, economic and social recovery, and support for the work of multilateral organizations. The key recipient areas are concentrated in Africa and South Asian countries.³⁹

According to data from *The Economist’s* “COVID-19 Fund Tracking System”, as of October 9, Britain had pledged a total of US\$1.3 billion in global anti-pandemic efforts, a large part of which was directed to multilateral organizations. Britain joined the “Covid-19 Vaccine Global Access (COVAX)” jointly led by the GAVI, CEPI, and the WHO, and pledged to invest US\$728 million in COVAX, of which US\$637 million is used to help developing countries cope with the pandemic. Compared to some donor countries that only fund COVAX, Britain is deeply involved in the COVAX procurement mechanism to promote the equitable distribution of vaccines around the world. Moreover, Britain pledged to provide CEPI with US\$270 million to fund vaccine research and development; it hosted the GAVI Fundraising Conference 2020, and worked with many national governments and private partners to raise US\$8.8 billion for GAVI. On September 21, Britain allocated US\$122 million to WHO in response to the crisis; about US\$162 million has been pledged for the United Nations Global Humanitarian Response Plan in tackling the COVID-19 pandemic.⁴⁰

³⁷ <https://www.afd.fr/en/actualites/afds-response-covid-19-crisis>

³⁸ <https://www.gouvernement.fr/en/france-pledges-eu500m-against-covid-19>

³⁹ <https://public.tableau.com/profile/devexdevdata#!/vizhome/COVIDFundingvisualisation/COVID-19funding>

⁴⁰ <https://www.gov.uk/government/news/new-foreign-commonwealth-development-office-will-lead-global-action-to-ensure-worlds-poorest-are-protected-from-ravages-of-coronavirus-and-famine>

At the same time, Britain also focuses on cooperation with international NGOs. For example, in April, Britain announced a donation of £50 million to the International Committee of the Red Cross, and donated £20 million to 36 British charities on the government list through the British Department for International Development (DFID) “Rapid Response Facility” in support of their global anti-pandemic efforts. In May, the British government cooperated with Unilever to provide a fund of £45 million to British NGOs dedicated to global anti-pandemic efforts through public bidding.

(V) Germany

In response to the COVID-19 pandemic, Germany focuses assistance on the following three areas: 1) Improving health system, including research, capacity building and innovation; 2) Humanitarian aid, regional stability and transitional development assistance; 3) Post-pandemic economy recovery, including multilateral financial assistance and debt relief measures, foreign trade, investment promotion and trade policies. The key recipient areas for Germany’s response to the COVID-19 are vulnerable countries in Africa and the Middle East.

Germany chiefly relies on multilateral channels for its global anti-pandemic efforts. As of October 9, 2020, Germany had pledged to provide nearly US\$1.1 billion to multilateral organizations such as the WHO, CEPI, GAVI, and the Global Fund.⁴¹ Of this, Germany provided a total of US\$410 million to the WHO on April 29 and September 14 in response to the crisis; pledged to provide GAVI with US\$227 million in funding for production and delivery of vaccines; and pledged to provide the Global Fund with US\$178 million to support COVID-19 response mechanism.

Moreover, the German government supports the initiatives by multilateral organizations such as the G7, G20, World Bank, regional development banks and the International Monetary Fund.⁴² In June 2020, the “Global Goal: Unite for Our Future” Summit hosted by the EU pledged to provide US\$7.24 billion in funding for the COVID-19. Of this, Germany pledged to invest US\$450 million in support of the response to the COVID-19, including Germany’s pledge of US\$178 million (150 million euros) in support of the Global Fund’s COVID-19 Response Mechanism.⁴³

Comparatively speaking, Germany gives little input in bilateral aid, and the aid is chiefly concentrated in improving the health system, involving some African and Middle Eastern countries. Germany is formulating “National Programs” plan and may perform more work on bilateral assistance in the future.

⁴¹ <https://www.gavi.org/news/media-room/countries-pledge-new-support-gavi>

⁴² <https://www.auswaertiges-amt.de/blob/2354916/4229a3d433f85aea39310bb1440a33ac/covid19-data.pdf>

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Development Innovation Insider (Diinsider) is a content creator and solution provider in sustainable development and BoP market. Our mission is to improve quality of lives for the under-served population through global partnerships.

Diinsider takes a combined approach of both top-down and bottom-up approaches. On one hand, we provide consultancy to decision-makers such as international donors and governments on how their policies or projects can better align with addressing challenges in emerging countries. Meanwhile, we are also helping grassroots organizations and individuals to scale up their impacts by connecting them with different resources through storytelling and communication.

Diinsider is headquartered in Beijing and active in multiple countries in emerging countries. As a content creator and service provider in the development sector, Diinsider has worked with major government agencies in China, UN agencies leading foundations and firms in international development, as well as grassroots oriented initiatives in Asia and Africa.

Our scope of projects includes research consultancy for development policy (Diinsider Insights program) and content generation for social impacts (Diinsider Productions program). Diinsider's projects have been featured by both international and Chinese mainstream media platforms.

International Experience in Using Aid to Promote Low-carbon Development and Policy Considerations¹

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Climate change is one of the most complex, multi-faceted and gravest threats facing the world today.³ Developing countries play an especially important role in the global response to climate change. On the one hand, developing countries have a fragile ecological environment and economic system and are more sensitive to the impact of climate change. On the other hand, most developing countries adopt extensive modes of development, and their greenhouse gas emissions shoot up. According to estimates by the International Energy Agency, emissions outside advanced economies grew by close to 400 Mt CO₂e in 2019, with almost 80% of the increase coming from Asia.⁴

The early global emissions were mainly attributed to developed countries, but the consequences of emissions are shared by the world. On the one hand, developing countries are more fragile in the face of global warming. On the other hand, in addition to the pressing need for economic development, developing countries are faced with a more urgent climate change agenda and the review of greenhouse gas emissions by all parties. Given funding and technological constraints, it is difficult for developing countries alone to pull off the transition from a traditional mode of development to green development, and meet high emissions reduction targets. If we do not take

¹This paper is distilled based on the *Aid to Leverage Low-Carbon Development -Technical Reports and Case Studies Regarding China and the Countries Along the Belt and Road (2018-2019)* supported by the Energy Foundation. For the full text, please refer to the website caidev.org.cn.

²Authors include: Fan Yiyi, Sun Tianshu, Yao Shuai, Chen Xiaoning, Mao Xiaojing, Wang Luo, etc.

³<https://www.un.org/chinese/climatechange/2007highlevel/background.shtml>.

⁴<https://www.iea.org/articles/global-co2-emissions-in-2019>.

a correct view of the dialectical relationship between “emission reduction” and “development”, and mobilize resources of developed countries, the legitimate right of developing countries to development will be compromised. Therefore, since the adoption of the *United Nations Framework Convention on Climate Change* in 1992, the principle of “common but differentiated responsibilities (CBDR)” in response to climate change has been generally recognized by the international community. After 2000, the *Framework Convention on Climate Change* stresses to a greater extent that developed countries provide developing countries with support in climate change including funding, technology transfer, and capacity building. The United Nations Climate Change Conference in Copenhagen in 2009 put forward for the first time the quantitative targets for developed countries to provide developing countries with financial support for tackling climate change. **Aid is one of the main ways for developed countries to honor the aforesaid commitments, including direct bilateral assistance provided by developed countries to developing countries, and multilateral assistance to developing countries via international agencies such as the World Bank and the United Nations.**

International aid provided by developed countries is an important external source of funding for developing countries, accounting for some 70% of the external source of funding for the least developed countries.⁵ International aid also plays an important role in helping developing countries to cross the funding and technology “threshold” between traditional mode of economic growth and the mode of green development.

In recent years, the trend of “mainstreaming climate change” in international aid has become increasingly obvious. In other words, emission reduction is reflected in all aspects of aid, such as cutting greenhouse gas emissions throughout the lifecycle of transportation infrastructure aid. To this end, the OECD Development Assistance Committee (DAC) has developed the “Rio Marker” system to improve the effects of aid projects in emission reduction. In terms of internal motivation of developed countries, by providing aid to developing countries in emission reduction, developed countries can promote their ideas, policies, facilities, technologies, and standards on the market of developing countries. Developed countries combine their own industrial development advantages and foreign aid to advance their global strategic layout of climate technologies and standards.

China initiated foreign aid in the 1950s, when there was a lack of international framework for tackling climate change. However, China responded to the needs of other developing countries by providing aid in the fields of renewable energy such as hydropower and biogas. In recent years, China has been actively involved in South-South cooperation in tackling climate change. China cooperates with other developing countries in responding to climate change through complete

⁶<http://www.oecd.org/dac/stats/documentupload/ODA%20Before%20and%20After.pdf>.

projects (infrastructure), material projects, technical cooperation, human resources training, and so on, and established South-South Climate Change Fund in 2015. It promotes developing countries to improve environment and climate sustainability through international development cooperation.

In April 2018, China set up China International Development Cooperation Agency (CIDCA) responsible for foreign aid. CIDCA aims to serve the implementation of the Belt and Road Initiative and the overall arrangement of the major-country diplomacy, and to be responsible for the overall planning of China's foreign aid. China has entered a new historical period in terms of foreign aid. China is now compiling the 14th Five-Year Plan and the mid- and long-term plan for China's foreign aid. In this critical period, this paper is dedicated to study the overall trends and practices for low-carbon aid by the international community, explore the concrete needs of climate change mitigation efforts in recipient countries and the merits of low-carbon aid design by traditional donor countries, and accumulate foreign aid practices and experience with Chinese characteristics. It is of reference value for China to take practical actions to foster South-South cooperation in response to climate change, promote China to share sustainable development programs with other developing countries, and increase mutual understanding in international climate cooperation. It also helps China respond to the international community's concern about the implementation of the Belt and Road Initiative and build an image as a responsible major country.

I. International rules for promoting low-carbon development through assistance

Aid funds in the field of climate change increased considerably in the late 1990s. Since the beginning of the 21st century, climate change is of greatest concern in the field of ecological environmental assistance.

In 1992, the United Nations Conference on Environment and Development (UNCED) held in Rio de Janeiro, Brazil discussed the different stances of developed and developing countries on the issues of environment and climate. The *Rio Declaration on Environment and Development (Rio Declaration)* produced at UNCED plays a guiding role in the principles of future global sustainable development. After that, developed countries and international organizations began to attach importance to international assistance in the fields of environment and climate.

Starting in 1998, the OECD began to monitor and collect statistics on data on development assistance based on the main targets of climate change mitigation, biodiversity conservation, and desertification control set forth in the *Rio Declaration*. The "Rio Marker" was added to the official development assistance reporting system to count and measure the contribution of

development assistance projects to the aforesaid three tasks. Climate change adaptation was introduced into the reporting system in 2010, becoming the fourth “Rio Marker”.

The OECD stipulates that donor countries are required to give the “Rio marker” score in the project data submitted to DAC according to the contribution of each aid project to climate change mitigation, climate change adaptation, biodiversity conservation, and desertification control. If, in the case of climate change mitigation, aid projects take climate change mitigation as the “principal” target, and the project has 2 points under the “climate change mitigation” marker, indicating that the aid project directly aims to tackle climate change. If an aid project regards the climate change mitigation as a “significant” goal, a score of 1 point is given, indicating that the project clearly puts forward the mitigation-related goal, but it is not the principal goal. If a project does not consider tackling climate change, fill out 0 point in the “climate change mitigation” column. In general, a score of 1 or 2 points indicates that the aid project is climate-related.

The purpose of setting up the “Rio marker” is fundamentally to promote mainstreaming and institutionalizing the environment, including response to climate change in international development cooperation, encouraging donor countries to pay more attention to the environment in the design of aid projects. As far as climate change is concerned, the “Rio marker” system complements the original aid reporting system under OECD, showing the feature of climate change as interdisciplinary and cross-department work. The response to climate change can be reflected in assistance in various fields. The “Rio marker” encompasses many segments, including education, healthcare, energy, water supply and clean drinking water, government and civil society, transportation and warehousing, communication, trade, fishery, tourism, environmental protection, humanitarianism, among others. For example, healthcare is not directly related to climate change mitigation, but if a developed country assists a developing country in building a hospital and designs solar energy as part of the alternative source of electricity for the hospital, climate change mitigation is judged as an “significant” goal for this project and 1 point is given for “Rio marker” mitigation. At present, the “Rio goal” system has become a source of data support and factual basis for developed countries to honor their international commitments.

This paper puts forward the concept of “low-carbon aid”, which is used to refer to the combination of “aid aimed at climate change mitigation” and “aid that generates significant climate change mitigation benefits”; or in terms of the “Rio marker” system, “low-carbon aid” is the combination of assistance projects which take climate change mitigation as the principal goal and climate change mitigation as the significant goal.⁶

⁶ In the OECD’s statistics on the climate mitigation aid aggregate, the total aid with mitigation as the principal goal is counted as the “lower bound”, and the total aid with mitigation as the principal and significant goal is counted as the “upper bound”). This paper uses OECD “upper bound” data for the aggregate “low carbon aid”.

II. Low-carbon aid strategies and practices in traditional donor countries

Currently, Japan and Germany are the most prominent donor countries in the field of low-carbon aid, with an investment scale ranking first and second globally respectively. The two countries have distinctive features for the low-carbon aid strategies and practices, and they capitalize on industrialization and manufacturing to lay a solid foundation for their development and prosperity. The development mode of Japan to tap overseas markets is greatly similar to that of China. Therefore, the ideas and practices adopted by the two countries to carry out low-carbon aid in developing countries have outstanding reference significance.

(I) Japan

In the field of low-carbon aid, Japan has always been the donor country with the largest investment scale and outstanding features among advanced donor countries.

First, incorporate climate change into the overall consideration of foreign aid and dovetail with other foreign development strategies to form synergy. Japan incorporates climate change assistance into its implementation of the 2030 Agenda for Sustainable Development, the *Paris Agreement*, the *Sendai Framework for Disaster Risk Reduction 2015-2030*, and other international frameworks. Therefore, Japan's assistance in climate action for developing countries has always been combined with its overall policies for development cooperation and the policies in various fields, thereby achieving multiple sustainable development goals and implement the goal of “high-quality growth” under the Japan's *Development Cooperation Charter*.

In the case of the infrastructure field where Japan is most proficient in providing aid, Japan holds that urban and regional development, traffic congestion and traffic safety, environment, energy conservation, etc. are interdisciplinary issues involving low-carbon development. Infrastructure is particularly important. **In terms of high-quality infrastructure, consideration needs to be given to environmental impact such as low carbon. One of the important measures is to help recipient countries realize the transition from road traffic to rail traffic.** Following the vigorous promotion of “high-quality infrastructure construction”, Japan has launched a slew of key assistance projects since 2015, including the Metro Manila Subway project in the Philippines, Yangon-Mandalay Railway Improvement project in Myanmar, MRT Jakarta project in Indonesia, Bangkok Mass Transit System project, the project for Development of Traffic Management System in Phnom Penh, Delhi Mass Rapid Transport System Project in India, etc. These projects are geared to low-carbon goals, and achieve the strategic goals of Japan's infrastructure export.

Secondly, Japan has developed sound and comprehensive climate financing impact tools. Japan International Cooperation Agency (JICA)’s Climate Change Response Office and Global Environment Department have respectively issued detailed guiding documents for climate change mitigation and adaptation. As early as 2011, JICA developed a climate toolkit, namely climate change mitigation and adaptation financing impact tool. Its approaches are mainly based on the international standards set by OECD, the Global Center on Adaptation (GCA), the International Organization for Standardization (ISO), the Intergovernmental Panel on Climate Change (IPCC), etc. At present, the *Guidelines for the Quantitative Evaluation of Greenhouse Gas Emissions*⁷ formulated by JICA regarding climate change mitigation are the third revised edition issued in 2019, and the *Guidelines for Climate Risk Evaluation and Adaptation*⁸ formulated regarding climate change adaptation are the second revised edition issued in 2019. According to the *Guidelines for the Quantitative Evaluation of Greenhouse Gas Emissions*, JICA requires that the goal is to quantify greenhouse gas emission reduction (removal) in the course of research on climate change mitigation assistance policy and project discussion as well as project approval, thus learning about the impact of projects on climate change mitigation.

Thirdly, Japan leverages aid to spur the private sector to scale up investment and financing in the climate field. JICA sets general terms and favorable terms for Japanese Yen loans. The favorable terms are used for specific areas including global environmental and climate change issues. In the cases of Japan’s low-carbon aid, many aid projects by Japan use loans as support funds and support the investment and financing for small and medium-sized enterprises through JICA’s “Private Sector Partnership” program. For example, Japan harnesses loans to support India in carrying out energy-saving projects in micro, small, medium-sized enterprises. In Vietnam, Japan helps companies formulate energy-saving plans through simplified environmental measurements in Da Nang. Also in Vietnam, it cooperates with private institutions to provide technical cooperation in sustainable natural resource management, build “Japan REDD+ public-private partnership platform” to foster public-private cooperation, etc.

Fourthly, leverage multilateral platforms to raise Japan’s influence in the field of climate. Japan attaches great importance to the setting and discussion of climate-related international issues. During the presidency of the G7 in 2016, Japan played a leading role in the discussion on the theme of “climate change and vulnerability” at the G7 Foreign Ministers’ Meeting. Japan actively supports developing countries to respond to climate change by donating to the Green Climate Fund (GCF). At present, the GCF has approved 93 projects. JICA was recognized as an implementing entity of GCF in July 2017, Japan’s first accredited organization. As a GCF-

⁷ JICA Climate-FIT (Mitigation): Climate Finance Impact Tool / Mitigation Draft Ver. 3.0 □ Quantitative evaluation of GHG emissions reduction (removals), September 2019. https://www.jica.go.jp/english/our_work/climate_change/c8h0vm0000f7klc7-att/guidline.pdf.

⁸ JICA Climate-FIT (Adaptation): Climate Finance Impact Tool for Adaptation, Guidance on Climate Risk Assessment and Adaptation, JICA Global Environmental Department, 2019. https://www.jica.go.jp/english/our_work/climate_change/c8h0vm0000f7kmk6-att/adaptation_all.pdf.

accredited entity, JICA can secure GCF funding to formulate and implement projects aimed at dealing with climate change. JICA also uses GCF funds to foster cooperation with developing countries in climate change.

Fifthly, actively use aid to carry out low-carbon technology research and development in developing countries. JICA endeavors to take advantage of government departments, local governments, enterprises and universities to carry out low-carbon aid. In particular, it supports technology research and development, and applies advanced Japanese technology and know-how to developing countries. The “Science and Technology Research Partnership for Sustainable Development (SATREPS)” program is the principal tool for Japan’s aid funds to support research and development on climate change issues. Launched in 2008, the program combines official development assistance with science and technology budget. By 2018, 133 joint research projects in 50 countries have been passed to address global issues related to the environment and energy, biological resources, disaster risk reduction, and contagious diseases, provide support for research institutions in developing countries and Japan, and disseminate research results. Japan’s Ministry of Foreign Affairs and JICA cooperate with the Ministry of Education, Culture, Sports, Science and Technology (MEXT), Japan Science and Technology Agency (JST) and others to support research institutions and researchers in recipient countries.

(II) Germany

Germany has always regarded climate change as the chief challenge for developing countries for sustainable development. Germany ranks second among Western donor countries in terms of the scale of climate-related development financing.

Firstly, focus on collaboration across departments and fields. The Federal Ministry of Economic Cooperation and Development (BMZ) plays a leading role as the competent authority in charge of foreign assistance, responsible for executing 80% of the budget, but other German government departments also play an important role, especially the Federal Ministry for the Environment, Nature Conservation, Nuclear Safety and Building (BMUB) with its prominent advantages in expertise.⁹ For example, in 2013, the BMZ and BMUB launched a new partnership initiative to provide quick solutions to issues such as the use of renewable energy, sustainable urban development, and climate-smart agriculture. In 2016, the two departments worked with the World Resources Institute (WRI) to put forward the “New Partnership Initiative for Climate Change” to help developing countries put into effect the “Nationally Determined Contribution (NDC) Documents”. The main task is to rapidly provide customized recommendations for developing countries, and combine existing climate targets with development goals to promote

⁹In addition, the Federal Ministry for Economic Affairs and Energy (BMWi) (1% of the budget), the BMBF (Federal Ministry of Education and Research) (1.5%), and the Ministry of Foreign Affairs (0.34%) also undertake some climate assistance projects.

the coordination of aid projects by different donors, and facilitate the implementation of the *Paris Agreement*.

Secondly, pay attention to climate change risk management and promote climate risk insurance. Climate risk insurance is a featured tool in German climate aid. Commissioned by the German Federal Government and other partners such as BMZ, GIZ supports the implementation of climate risk insurance in developing countries, including supporting pilot new insurance models and products, and helping insurance bodies to boost their capability to develop sustainable business models; introducing climate risk insurance to government agencies and target groups in the recipient countries, and carrying out relevant training; establishing institutional and legal frameworks for sustainable market development in the financial and insurance fields in recipient countries, thereby laying the foundation for the promotion of climate risk insurance. In this process, GIZ cooperates with local partners in recipient countries, German and international insurance and reinsurance companies, regulatory bodies and international development cooperation agencies.

Thirdly, build a public-private partnership. Germany values the role of the private sector, and supports innovation in climate financial instruments. It mobilizes the private sector to contribute to investment and financing in climate change mitigation and adaptation by creating a favorable investment environment. At the same time, it highlights the unique capabilities of local enterprises and small and medium-sized enterprises and gives full play to their advantages in the local communities in recipient countries. Climate solutions adapted to the local environment are formulated to improve the resilience of society. To this end, BMZ and its implementing entities (KfW and GIZ) have forged dialogue channels with various trade associations to foster cooperation between German companies and those in developing countries, build a public-private partnership (PPP) framework, incentivize companies to link sustainable development and low-carbon development to the economic interests of enterprises, and promote investment in green development projects such as solar and wind energy in industrializing developing countries.

Fourthly, build diversified partnerships, and put in place and guide multilateral climate coordination and cooperation mechanisms. Germany sets great store by climate development partnerships and is particularly active in international cooperation in the fields of climate and environmental protection. It is committed to playing a leading role in climate change-related multilateral mechanisms. In particular, since the adoption of the *Paris Agreement*, Germany has launched and supported many multilateral cooperation initiatives, covering food security and agriculture, conservation and management of natural resources (such as forest, water resources, oceans and coastlines), urban development, sustainable energy, etc. Especially in rising to interdisciplinary challenges, the multilateral coordination mechanism initiated by Germany is playing an increasingly important role. For example, in 2014, Germany initiated the establishment of the “National Adaptation Plan (NAP) Global Network” to support developing

countries to formulate and carry out national adaptation plans. The network has supported 18 developing countries under five regional forums to conduct communication regarding NAP planning and implementation. In 2017, Germany announced the formal establishment of the “InsuResilience Global Partnership” at the Bonn Climate Change Conference, which includes 49 severely fragile countries, covering the Pacific, Africa and the Caribbean. This global partnership aims to support 500 million vulnerable people by 2025. Moreover, Germany is also a major sponsor in the “Africa Renewable Energy Initiative (AREI)”¹⁰ and Energising Development (EnDev) Programme¹¹.

(III) Summary of the experience of bilateral donor countries and its inspiration for China

First, in terms of strategy, incorporate climate change in the overall foreign aid strategy and include it in the implementation of the 2030 Agenda for Sustainable Development, the *Paris Agreement*, the *Sendai Framework for Disaster Risk Reduction* and other international frameworks in line with international and domestic development strategies with foreign countries. This ensures the consistency and coordination of policies, and helps to achieve multiple purposes. This honors international commitments, and promotes the implementation of domestic external strategy. Low-carbon aid is regarded as an important measure for achieving low-carbon development as well as international industrial expansion, technology output and capital increase.

Second, focus on coordination across departments and fields. As low-carbon aid is an assistance topic involving multiple fields and departments, such as climate change, agriculture, energy, infrastructure, natural resources, disaster management, sustainable economic development, and urban development, coordination and cooperation among departments and fields are particularly important. According to the experience of Japan and Germany, the competent authorities in charge of foreign aid play the leading role, and the relevant professional ministries and commissions make full use of their respective advantages to promote the feasibility and sustainability of foreign aid projects through departmental cooperation.

Third, in terms of aid methods, it stresses the combination of assistance for large-scale infrastructure such as transportation infrastructure and energy development, and assistance in terms of technical cooperation, training, research, and planning policy consulting. Moreover,

¹⁰ The goal of the “Africa Renewable Energy Initiative (AREI)” is to ensure the installation of up to 10 GW of renewable energy in Africa by 2020 and 300 GW by 2030.

¹¹ The EnDev Partnership established in 2004 aims to help the poor, small and medium-sized enterprises, and social institutions obtain energy support. The goal is to provide at least 20 million people with modern, climate-friendly and affordable energy by 2019. EnDev is active in 26 countries, with a focus on least developed countries and rural areas in Africa. EnDev receives fund support from Germany, the Netherlands, Norway, the United Kingdom, Sweden and Switzerland.

the R&D and promotion of low-carbon technology, products, systems and services are carried out under the aid projects. At the same time, Japan and Germany attach great importance to cooperation with the private sector, involving small and medium-sized enterprises in low-carbon development cooperation through financing instruments such as loans, climate investment and financing, and climate risk insurance, and providing policy support for corporate investment and financing.

Fourth, in terms of international cooperation, Japan and Germany are proficient in capitalizing on multilateral platforms to build their international influence and have a greater say in the respective field. Climate change is a major challenge for the world and an important international development issue. It directly reshapes international politics, economy, culture, and governance structure. Therefore, the importance of climate change in international relations speaks for itself. Japan and Germany scale up multilateral input in climate change, foster cooperation with multilateral banks, international organizations and other countries, take the initiative to take the opportunity of host diplomacy to lead the setting of related issues, initiate multilateral cooperation initiatives, and build a good international image in the world.

III. Main conclusions and policy recommendations

As the implementation of the Belt and Road Initiative enters the stage of stellar development, low carbon will surely become one of the goals of quality development. At present, China is becoming an industrialized and manufacturing powerhouse. As Japan and Germany are well-known major manufacturing countries, their green development model for developing overseas markets is an inspiration for China. China should actively draw on the experience of Japan and Germany. On the one hand, China must fully recognize the importance of climate change issues, attach greater importance to low-carbon aid, highlight the special nature and priority of this field in foreign aid strategy and policy formulation, and incorporate low carbon in the design and implementation of aid projects in various fields such as infrastructure, agriculture, disaster prevention and mitigation, and environmental protection. Today, as advanced countries such as Japan, the United States, Australia, and European countries intensify their competition in the Indo-Pacific region, China needs to consolidate its traditional advantages in infrastructure construction, build low-carbon, climate-friendly infrastructure brands, and actively plan and maintain competitive advantage in the competition. On the other hand, China should strengthen the all-round low-carbon aid management model; foster the horizontal linkage among multiple departments; arouse the enthusiasm of local governments, enterprises, non-governmental organizations, research institutes, and others to develop low-carbon aid with “management and infrastructure”; innovate financing tools; make good use of multilateral mechanism platforms; and create “Chinese program” for low-carbon aid.

(I) Main conclusion

First, implement the Belt and Road Initiative with other parties in a high-quality manner. Low-carbon development is a priority area. At the 2nd Belt and Road Forum for International Cooperation, the Chinese government undertook to implement the Belt and Road Initiative with other parties in a high-quality manner, and work with participating countries to achieve green, innovative, inclusive and sustainable development. The countries along the Belt and Road will become high-carbon emission areas due to the large population, rapid industrialization and urbanization, etc. Starting with low-carbon development is an inevitable requirement for high-quality implementation of the Belt and Road Initiative with other parties. As the world's largest developing country and the largest contributor to South-South Cooperation, China has always spoken for developing countries in international cooperation in response to climate change. Especially in recent years, China has made significant progress in atmospheric pollution governance, energy conservation and emission reduction. The international community expects China to play a greater role. Promoting the low-carbon development in the countries along the Belt and Road is the global responsibilities of China as a responsible major country, and an objective requirement for reducing the climate risk of overseas investment and cooperation and safeguarding overseas interests. More importantly, given its economic transformation, China needs to improve the low-carbon economies of scale from the perspective of the regional market, thereby cutting the costs of its own low-carbon development and achieving mutual benefit.

Second, low-carbon development aid should play a demonstrative and driving role. The market is a decisive factor in whether the countries along the Belt and Road can achieve low-carbon and sustainable development. If there are only “encouraging” policies for the Belt and Road low-carbon development without substantial funding or support, it means that companies can make voluntary choices, and the market may not necessarily move towards low-carbon sustainable development. As financial funds, foreign aid cannot cover all Belt and Road cooperation projects, but is a favorable policy tool to promote the implementation of the Belt and Road low-carbon development idea. First, the Chinese government should leverage low-carbon development aid funds to announce China's stance of firmly supporting other developing countries to respond to climate change, make clear the attitude to the market and other players, and send a signal. At the same time, assistance fund should be used to support policy communication, special planning, technical cooperation, capacity building, improvement of the investment environment, etc. to channel the private sector capital towards low-carbon fields. **In general, investment and assistance are like “muscles” and “nerves”. The latter is hardly perceptible, but can play a guiding and crucial role.**

Third, the practical experience of traditional donor countries is of reference value for China's low-carbon aid. As a “latecomer” in terms of low-carbon development aid, China needs to understand the driving force of developed countries in providing low-carbon development aid,

and identify the positioning of low-carbon development aid in the overall assistance strategy. China also needs to draw on international experience at the operational level, such as demand analysis of low-carbon aid, supply capacity evaluation, low-carbon aid policies, project approval and evaluation. In terms of the driving force of developed countries, the concepts, policies, facilities, technologies, and standards can be promoted in developing countries through the provision of low-carbon development aid. Developed countries combine industrial development advantages with provision of foreign aid to promote the global strategic layout of climate technology and standards. Generally, low carbon has become the mainstream concept of international development aid.

(II) Policy recommendations

First, form the aid policy system oriented to low-carbon development. At the policy level, “promoting the low-carbon development in recipient countries” is listed as an interdisciplinary priority assistance area. China shall incorporate assistance targets in the low-carbon field into the national overall plan and policy system for international development cooperation, and consider embedding the ideas of low-carbon development into infrastructure assistance, emergency humanitarian assistance in foreign countries, scientific and technological assistance, agricultural assistance, and so on. At the institutional level, in accordance with the international standards set by the International Organization for Standardization (ISO), the Intergovernmental Panel on Climate Change (IPCC), etc., operation manuals related to climate change or low carbon are formulated for classification, statistics, project approval and evaluation reference. China can refer to Japan’s field classification method (forest and natural resource protection, transportation, energy conservation, traditional energy, renewable energy, sewerage and urban sanitation), or the European Union’s classification method.¹² At the approach level, the foreign aid chiefly focuses on infrastructure and material projects. Despite technical training in the field of renewable energy, no scale effect is formed. It is recommended to make use of technical aid and participate in the top-level design of development plan or other agenda in recipient countries.

Second, identify key partner countries in low-carbon development cooperation. In accordance with the overall assistance plan, China should comprehensively consider the needs in diplomacy, economic cooperation, etc., and identify the list of key countries for low-carbon development cooperation. According to the local country’s national conditions and development stage, we should fully respect the demands of the other party, and formulate low-carbon aid country-specific policies in combination with low-carbon development plans, national climate change strategies, industrial development strategies, and so on. We should integrate into the local low-carbon development cooperation circle of the host country, and participate in policy

¹² https://ec.europa.eu/commission/presscorner/detail/en/ip_19_6793.

communication and coordination to identify the comparative advantage of China's low-carbon aid. We should choose suitable countries (such as Pakistan, Myanmar) to increase the proportion of low-carbon technology cooperation, and promote the demonstration projects combining infrastructure and technical assistance. With reference to international experience, we should organize the private sector or institutions to participate in technical cooperation, mobilize the enthusiasm and professionalism of overseas investment enterprises, and raise the influence of demonstration cooperation projects.

Third, promote the mainstreaming of low-carbon development in foreign aid projects and increase the overall effect of assistance. We should tease out the assistance related to low-carbon development in the existing aid projects and make clear the factual basis for the subsequent work. According to the operation manual, assistance of all descriptions is classified. In the course of project discussion and approval, we learn about the influence of assistance projects on mitigating climate change with the goal of quantifying greenhouse gas emission reduction/mitigation. We should perform climate risk evaluation for aid projects, incorporate climate change into the considerations for aid projects (especially infrastructure, power and energy projects), and incorporate measures to mitigate climate change vulnerability, and improve adaptability and resistance into the projects. For foreign aid training projects in the category of human resource development cooperation, we should incorporate low-carbon development and climate change into suitable projects according to the classification of fields, increase the overall proportion, and fully evaluate the training effect. In the long term, the interdisciplinary nature of low-carbon development aid also requires improving the management system for various assistance approaches.

Fourth, strengthen interdisciplinary coordination and vertical linkage for low-carbon development assistance. Although the newly established China International Development Cooperation Agency (CIDCA) is the competent authority for aid management, international cooperation in the low-carbon field involves many ministries and commissions, including the National Development and Reform Commission, the National Energy Administration, the Ministry of Ecology and Environment, the Ministry of Science and Technology, the Ministry of Foreign Affairs, the Ministry of Water Resources, the Ministry of Natural Resources, and Ministry of Industry and Information Technology. It is recommended to give full play to the advantages of each department and their professional expertise, formulate low-carbon development assistance plans, and open communication channels for various departments, so that all departments can form synergy in international cooperation in the low-carbon field. We should coordinate the use of the South-South Cooperation Climate Fund, make clear the positioning and use management methods, put in place corresponding institutional guarantees, and consider coordination with South-South Cooperation Assistance Fund and scientific and technological assistance (referring to Japan's "Science and Technology Research Partnership for Sustainable Development (SATREPS)).

Fifth, pool expert think tanks and non-governmental organizations to diversify the participants of low-carbon development aid. First, **set up low-carbon development cooperation expert advisory committee** based on the existing expert advisory mechanism to strengthen the evaluation of demand for low-carbon development and domestic supply capacity evaluation. We should make greater efforts to build the team of talents participating in international development cooperation in the low-carbon field, and produce talents with professional expertise in related fields, an international vision and international cooperation capabilities for technical assistance undertaking. Second, **involve non-governmental forces.** In the countries along the Belt and Road, especially developing countries, local NGOs have strong capabilities for international cooperation and project execution due to the limited capabilities of governments. They have great influence in society. It is advised to harness China's NGOs with rich experience in low-carbon international cooperation, such as the Energy Foundation, Global Environmental Institute (GEI), WWF, and Shenzhen Foundation for International Exchange and Cooperation to cooperate with local NGOs in recipient countries, so that Chinese NGOs make presence in the recipient countries through assistance.

Sixth, promote exchanges and cooperation with traditional donor countries in low-carbon development assistance. First, cooperate with countries such as Japan, Germany, and the European Union in the field of low-carbon development cooperation. Based on building political mutual trust, we should establish communication mechanism at the work level to promote experience sharing. At the project level, we can choose key recipient countries for tripartite cooperation to raise the international influence of South-South cooperation. Second, communicate with multilateral development financing agencies such as the World Bank and Asian Development Bank, draw on their advanced experience in project development and financing innovation, and explore and utilize the professional advantages of multilateral financial agencies to conduct cooperation projects.

Promote Global Agriculture-based Poverty Alleviation through Digital Development Cooperation

Chen Xiaoning¹, Yuan Xiaohui²

The world faces tremendous challenges to achieve the Sustainable Development Goals (SDGs) on time. To date, roughly 700 million people still live in extreme poverty, with daily living expenses less than US\$1.90, mainly in developing countries in sub-Saharan Africa, South Asia, West Asia, etc. Nearly 80% of the world's population living in extreme poverty live in rural areas and live on agriculture. The outbreak of the COVID-19 pandemic is a setback for global poverty alleviation. *The Poverty and Shared Prosperity 2020* report by the World Bank predicts that in 2020, the global extreme poverty rate will grow for the first time in 20 years. Digital technology has many functions such as increasing labor productivity, developing new markets and new industrial growth areas, giving a new impetus to global poverty alleviation. Global poverty alleviation is an arduous task. Exploring global digital development cooperation and using China's experience in poverty alleviation through digital agriculture according to local conditions are of great significance for facilitating global poverty alleviation.

I. The conditions for cooperation in poverty alleviation through digital technology are mature

Digital technology stems from the information revolution. For a long time, digital technology was closely related to traditional sectors such as telecommunications, Internet, software, and

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information technology services. As economic sectors see interactive development, digital technology gradually integrates into various real industrial entities, greatly boosting the output and production efficiency of relevant industries, and becoming the chief driver for economic development. At this stage, the engine effect of digital technology has gradually extended from the economic sector to the broader social areas, covering agriculture, public health, education, employment, gender equality, and climate change. In the report *the Digital Economy*, OECD pointed out that digital technology is an important means to help meet development goals in agriculture, education, health, environment protection, government governance, etc. Digital technology promises huge potential in creating new development models and changing the assistance undertakings. According to statistics³, for each 10% increase in digitalization, GDP per capita will increase by 0.5% to 0.26%. Therefore, digital technology offers a new stage for the development of countries, and no country will miss the dividends of the digital economy. Any responsible major countries should take the initiative to foster cooperation in poverty alleviation through digital technology to help vulnerable groups enjoy digital dividends and achieve sustainable development.

From the perspective of the infrastructure for digital development, the effective building of telecoms infrastructure over the past 15 years has promoted the iterative updating of the Internet and met the needs of users for network access. From wired access to mobile access, and from dial-up networking to fiber-to-the-home service, the telecoms technology has promoted the popularization of the Internet in developed countries as well as developing countries in a cheaper, convenient, and faster fashion. In 2019, more than half of the world’s people had access to the Internet, and over four-fifths of the world’s population had mobile phones. The development of digital infrastructure has laid a solid foundation for global cooperation in digital technology. However, in the rural and remote areas in developing countries, only slow progress is made in the popularization of telecoms infrastructure, the use of information technology, and so on.

Table 1: Digital around the world in 2019

	Total population	UNIQUE Mobile users	Internet users	Active social media users	Mobile social media users
Number of people (billion)	7.676	5.112	4.388	3.484	3.256
Penetration (%)	--	67%	57%	45%	42%

Source: *Global Digital Report 2019* by International Telecommunication Union.

³ Quoted from analysis by World Economic Forum.

From the perspective of the will of developing countries, the developing countries got off to a late start in digital economy, but most developing countries have seized new opportunities for digital development and carried out digital planning. African countries such as Rwanda, Ethiopia, Kenya, Nigeria, and South Africa have huge demand for cooperation in improving communication facilities, e-commerce, and digital technology capacity building. Vietnam, Thailand, the Philippines, and Malaysia have listed the digital economy and digital society as priority areas for development, promoted the construction of digital infrastructure, adopted sound regulatory and legal framework, promoted cashless payments, and improved logistics and distribution. To soften the impact of the pandemic on poverty-stricken areas, most developing countries also began to explore corresponding digital solutions to alleviate poverty, such as launching emergency online transfer payments to prevent the cash payment interruption causing economic difficulties to vulnerable groups; launching online education to prevent extensive suspension of teaching; exploring e-commerce cooperation for sale of agricultural products. It should also be noted that owing to lack of digital infrastructure and technology, developing countries badly require financial and technical support from the international community for cooperation in poverty alleviation through digital technology.

Table 2: Digital development cooperation strategies and main demands of developing countries (selected)

Country	Strategy/Plan	Cooperation demands
Thailand	“Digital Thailand” strategy	Build efficient digital infrastructure, build a “digital government”, develop human resources, and build public confidence in digital technology.
Vietnam	<i>National Digital Transformation Roadmap 2025</i>	Promote the development of digital government, digital economy, and digital society, and plan to become a digital society by 2030.
Philippines	<i>Philippine Digital Transformation Strategy 2022</i>	Stipulate the digital economy as a pillar industry, improve digital infrastructure, and improve digital skills, Internet government, digital identity authentication, and a proven legal and regulatory framework.
Malaysia	<i>Shared Prosperity Vision 2030</i>	Embrace digital technology, build digital leadership, digital infrastructure, digital capabilities, and digital security, and facilitate digital innovation.
Cambodia	<i>ICT Master Plan 2020 and Telecommunication/ICT Development Policy 2020</i>	Stress empowering people, promoting connectivity, boosting strength, and expanding services through digitalization, and plan to achieve digital economic transformation by 2023.

Country	Strategy/Plan	Cooperation demands
Rwanda	<i>SMART Rwanda Master Plan</i>	March towards a knowledge-based society, use digitalization to promote economic transformation, create jobs and increase productivity.
Ethiopia	<i>Digital Ethiopia 2025 - A Digital Strategy for Ethiopia Inclusive Prosperity</i>	Build a digital economy, create jobs, increase foreign exchange, and achieve inclusive prosperity.
South Africa	<i>National Digital and Future Skills Strategy South Africa</i>	Keep abreast of technological revolution, create jobs, promote the digital development of industries, and bolster cyber security capabilities.
Nigeria	<i>National Digital Economy Policy and Strategy (2020-2030)</i>	Become a leading digital economy and ensure a quality life for people.
Kenya	<i>Digital Economy Blueprint: Driving Kenya's Transformation</i>	Focus on digital government, digital commerce, and digital infrastructure, cultivate innovative entrepreneurs, and leverage the value of digital technology.

Source: The table above is compiled based on official documents issued by relevant countries.

Overseen by international digital development cooperation, as ever-growing traditional donor countries and international organizations perform top-level design, concept guidance and operations on digital development cooperation, digital development cooperation may become a “mainstream and routine” model of international development cooperation. In recent years, traditional donor countries such as the United States, the United Kingdom, Germany, and Japan have initiated national digital strategies to provide national-level data governance program. Their corresponding development agencies have also enacted strategies and policies and launched action plans to seize opportunities for digital cooperation. For example, the United States Agency for International Development (USAID) and the United Kingdom Department for International Development (DFID) issued their own first digital development cooperation strategy documents, and announced the support for developing countries to build an open, safe, and inclusive digital ecosystem. Moreover, multilateral organizations such as the United Nations, the World Bank, the African Union, and the European Union have unveiled programs or plans to encourage developing countries to seize the opportunities presented by global digital development and provided aid in terms of digital infrastructure, laws and regulations, technology R&D, financing, etc. For example, the World Bank implemented in Côte d'Ivoire the e-agriculture program, which facilitated the use of affordable broadband service for over one million households in rural areas. As a result, information on crop production and price is spread in real time, and productivity of small farmers is increased.

Table 3: Digital development cooperation strategies of Western countries and international development agencies (selected)

Country/institution	Strategy/plan	Main content
The United States	USAID's <i>Digital Strategy for 2020-2024</i>	Embed digital technology in aid projects to make the development effects more measurable, especially the role of digital technology in the humanitarian field.
The United Kingdom	DFID's <i>Digital Strategy 2018 to 2020</i>	Combine digital technology with work related to employment, education, humanitarianism, vulnerable groups, transparency, etc.
Japan	<i>Comprehensive Cooperation Plan for Addressing the Global Digital Divide</i>	Provide aid in network construction, training of digital talents, and use digital technology in aid projects.
Germany	<i>Digitalization in Development Cooperation</i>	Focus in developing countries on work and employment, local innovation, equality of opportunity, good governance and human rights, and the use of data to facilitate development.
OECD	<i>Going Digital: Shaping Policies, Improving Lives</i>	Allow governments, businesses, citizens, and stakeholders to shape digital transformation to improve lives.
World Bank	Digital Development Partnership (DDP); Identification for Development (ID4D) Initiative; Digital Economy Moonshot	Provide knowledge and funding to help narrow the global digital divide and ensure that countries make full use of the ongoing digital development revolution.
United Nations Conference on Trade and Development	E-Trade for All	Provide policy support to developing countries in terms of IT infrastructure, payment, legal and regulatory framework, technology R&D, and financing.
African Union	<i>Digital Trade and Digital Economy Strategy</i>	Guide African governments to introduce policies that encourage e-commerce, and ease regulatory frictions for African e-commerce traders through participation in global and regional consultation meetings.

Source: The table above is compiled based on official documents issued by relevant countries and institutions.

From overall landscape, international digital development cooperation shows several characteristics. In terms of concept and vision, digital technology functioning as a new driving force, new carrier and new engine for global sustainable development has basically become global consensus. In terms of cooperation methods, the private sector is regarded as the driver of value appreciation, while the public sector plays a regulatory and catalyst role, focuses on improving the business operating environment, and provides public products such as infrastructure, policies, laws, and regulations. Public-private partnership has become a typical model of promoting digital development. In the field of digital cooperation, the international community calls for greater efforts to build digital infrastructure in developing countries, and attaches great importance to soft assistance such as cultivating digital use capabilities, improving digital business environment, increasing incubation innovation opportunities, and providing supporting financial services. Advanced countries represented by the US, Japan and the UK are more inclined to soft investment. As digital technology has distinctive characteristics such as integration with economic, social, cultural and other sectors, and rapid improvement in quality and efficiency, digital technology will integrate with fields such as agriculture, medical care, and education, and give birth to a new model of international development cooperation.

II. China has made remarkable results in poverty alleviation through digital agriculture – A case study of “1,000 US Dollars per Mu” plan

China has contributed tremendously to global poverty alleviation. Since the reform and opening-up, about 800 million Chinese people have shaken off poverty, contributing to global poverty alleviation by over 70%.⁴ In recent years, digital agriculture in China has been advancing in leaps and bounds, and is being applied to poverty-stricken areas. Thanks to the combined efforts of the governments and enterprises, digital agriculture has played an important role in helping poverty-stricken counties leave poverty behind, farmers get rich, and featured agricultural products go global.

(I) China has made significant results in poverty alleviation, and agricultural development is the key

According to data from the United Nations, China is one of the major countries that have achieved the UN Millennium Development Goals (MDGs). Thanks to China’s progress, extreme poverty rate in East Asia fell greatly from 61% in 1990 to 4% in 2015. China’s population of impoverished people fell from 98.99 million at the end of 2012 to 5.51 million at the end of

⁴ People.cn, “Chinese Miracle” benefits the world, contributing to global poverty alleviation by over 70%
<http://world.people.com.cn/n/2015/1016/c1002-27703507.html>

2019, and the poverty incidence nosedived from 10.2% to 0.6%. More than 10 million are lifted out of poverty for seven consecutive years.⁵ All the poor people in rural areas under China's current standards will be lifted out of poverty by 2020, achieving the poverty alleviation goals of the UN 2030 Agenda for Sustainable Development 10 years ahead of schedule. UN Secretary-General António Guterres said that targeted poverty alleviation strategy is the only way to help the poor and meet the ambitious goals set by the 2030 Agenda for Sustainable Development. China's experience is useful reference for other developing countries.⁶

Agriculture is crucial in the world. Agriculture is the largest generator of income and job opportunities for poor families in rural areas, having a bearing on the livelihood of 40% of the world's population. For example, most developing countries along the Belt and Road are characterized by labor-intensive agricultural economy. Agriculture plays a critical role in the economic structure of these countries, accounting for over 25% of the GDP in many of these countries.⁷ Given this, focusing on agriculture is the foundation for the livelihood of the people. Agricultural development is the key to promoting global poverty alleviation. The Food and Agriculture Organization of the United Nations (FAO) pointed out that investment in agriculture is four times more effective in improving the lives of the poorest people than investment in other sectors. It is necessary to focus on agriculture to achieve poverty alleviation.

(II) Digital technology helps improve the quality and efficiency of agricultural products and update agricultural development models

Judging by China's experience in rural poverty alleviation, digital agriculture is the key to improving the quality and efficiency of agricultural products. China, like most other developing countries, previously adopted the traditional model of "farmers plowing the land at the mercy of the elements". There was a lack of close relationship between planting, processing, circulation, sales and other aspects, and it was hard for agricultural products and individual farms to have access to the big market channels, causing the poor sales of specialty agricultural products. As information technology advances apace globally, the concept of "Internet Plus" is gradually introduced to the cause of rural vitalization in China. The advantages of data technology are used to "promote agricultural products and increase channels of income generation" and help farmers achieve poverty alleviation. After years of practice, digital agriculture represented by rural e-commerce has been recognized by society as an effective way of cutting poverty, and becomes an important way for poverty alleviation and rural vitalization.

⁵ Xinhua News Agency, Xi Jinping: Speech at the Symposium on Decisive Victory in Poverty Alleviation
http://www.gov.cn/xinwen/2020-03/06/content_5488175.htm

⁶ Same as above

⁷ FAO's website, interview with Daniel J. Gustafson, Deputy Director-General of the Food and Agriculture Organization (FAO):
<http://www.fao.org/china/news/detail/zh/c/1115322/>

Thanks to favorable policies, digital enterprises have been involved in poverty alleviation through agriculture as the private sector in recent years. Take Alibaba Group's farmer assistance model "1,000 US Dollars per Mu" launched in August 2017 as an example. Relying on Alibaba's huge cluster for agricultural development and poverty alleviation, it leverages the synergy of Taobao, Tmall, Hema, Cainiao, Ant, Alibaba Cloud, etc. to provide a full range of modernized services for the agricultural value chain.

From the perspective of the implementation of "1,000 US Dollars per Mu", **it relies on big data and digital technology to build the agricultural value chain.** In promoting cost reduction and efficiency improvement in agricultural production, the most difficult part is standardization. Every aspect including planting, picking, sorting, packaging, transport, and sales is crucial. In terms of promoting the match between supply and demand, big data can be used to predict the specifications and quantities of agricultural products required for different consumption scenarios, as well as classify agricultural products and help farmers determine production according to sales. In terms of technological improvement for agricultural products, efforts are made to build digital bases, and introduce soil testing and fertilization, water-fertilizer integration, agricultural Internet of Things, and plant protection and crop-dusting technologies to provide farmers with best planting technology solutions, thereby increasing yield per mu and quality control. In terms of assisting the logistics and distribution of agricultural products, it cooperates with express delivery companies to build county-level distribution centers, and adopt the co-distribution model with unified service standards to address the "last kilometer" problem. In terms of agricultural product traceability technology, big data can fully record the process of agricultural products from the source of origin to consumption. Key links are recorded, and the entire supply chain from production, procurement, storage, and transportation is being monitored.

Second, a new model of "live commerce" is initiated to promote the sales of regional agricultural products. Most poverty-stricken areas in China produce high-quality agricultural products, but generally lack effective sales channels, and it is even harder to build brands. The biggest advantage of "live commerce" is that consumers are integrated into the shopping scenario, boosting the shopping experience and improving return visits and repurchase rate, and then driving sales of agricultural products. Alibaba harnesses Taobao, Tmall, Juhuasuan, Taobao Special Edition and other platforms to create the "livestreamer + county chief + influencer" livestreaming mode, carry out "village livestreaming plan", set up livestreaming bases, help train livestreaming teams, and others to help promote regional featured agricultural products for cross-regional circulation and development.

Third, cultivate a new type of professional farmers to remove the talent bottleneck. Lack of talents and inadequate training are the main obstacles to the development of rural areas. Platforms such as Taobao University and Alibaba Rural E-commerce School produce practical professional farmers such as rural e-commerce leaders, pioneers of poverty alleviation, and

ambassadors for specialty agricultural products, so that farming becomes a decent and attractive profession while farmers improve their lives.

Fourth, coordinate with Ant Group’s practical services to improve financing flexibility.

Financial services are not readily available in rural areas. There are few loan channels for rural farmers, credit procedures are cumbersome and inconvenient. Focusing on the technology, inclusiveness, and globalization strategy, Ant Group provides small and micro enterprises with inclusive financial services characterized by online “loan and repayment anytime”, faster loan issue, and higher flexibility through independently developed tech innovations, which somewhat ease the financing problem in agriculture development.

(III) Summary of China’s digital agriculture-based poverty alleviation model

China’s “1,000 US Dollars per Mu” model is intended to realize and improve the value of agricultural products. In cooperation with small-scale agricultural producers, it extends the role of e-commerce platforms from sales to production, transportation and other aspects, integrates the various scattered links of the agricultural product value chain, brings together multiple stakeholders, builds a complete value chain for agricultural products, and develops high value-added agriculture. This model not merely encourages farmers to independently sell products through e-commerce platforms. It provides all-round support to farmers according to the requirements of the agricultural product value chain, with the following characteristics:

1. Focus on poverty reduction and agriculture model improvement

The value of agricultural products is determined by whether products are sold at high prices. With the prospect of profits, farmers are willing to invest more, improve production methods, increase agricultural efficiency, and scale up production scale. The final value of agricultural products is realized at the end market and is determined by the purchase of consumers. To match consumer demand on the market with the effective supply of agricultural products in a timely manner, the requirements for the types, standards, etc. of agricultural products should meet the demand, special buying points for agricultural products should be created, and efforts are required from all links in the value chain. However, it is a huge challenge for farmers in economically backward areas to acquire market information, meet market standards, and create special buying points. To increase the added value of agricultural products, the “1,000 US Dollars per Mu” plan uses various methods to match farmers as producers with potential consumers, helping farmers achieve their goals.

2. System integration

The agricultural product value chain is a market-driven system consisting of multiple aspects such as production, transport, and sales. The value of agricultural products changes not merely

in the production process. It may also appreciate or depreciate in the storage, transportation, and sales process. Under normal circumstances, providers of modern technology, means of production, warehousing and logistics, and financial services are involved in economic activities in a scattered and fragmented manner. An individual farmer has limited power to mobilize resources and integrate the industrial chain. To ensure the realization of the value of agricultural products and the smooth operation of the value chain, the “1,000 US Dollars per Mu” plan systematically coordinates the various stakeholders to provide a holistic solution to the building of the agricultural product value chain and maximize value for all stakeholders.

3. Geared to helping small-scale agricultural producers

Agricultural production in developing countries is chiefly organized in the form of small-scale agricultural producers. However, agricultural production by small-scale agricultural producers is informal and not standard, and it is difficult to have the scale effect required by the modern market economy. At the same time, small-scale agricultural producers are at a disadvantage in the value chain such as the improvement of production efficiency, mobilization of production resources, product transport and sales, market access and bargaining, and are often marginalized in the market economy system. The “1,000 US Dollars per Mu” plan is based on the existing methods of production and organization in rural areas. Without affecting the existing ecosystem in rural areas, small-scale agricultural producers are organized into collectives to overcome the shortcomings of small production scale and lack of standardization, achieving the economies of scale. As part of the private sector, Alibaba promotes the realization of the value chain, matches small-scale agricultural producers with commercial markets, so that small-scale agricultural producers maximize benefits as the production end in the value chain.

Thus, the achievements made in digital agriculture in China represented by the “1,000 US Dollar per Mu” plan show that the dividends brought by digital technology are not limited to high-income countries or large cities. Given the right conditions, digital technology has a promising effect in poverty alleviation in developing countries and rural areas. Of course, it should be noted that the success story of rural e-commerce in China benefits from a slew of factors and conditions, including China’s tremendous market demand, improving infrastructure, a good business environment, emphasis on poverty alleviation, favorable policies on digital agriculture, and positive actions by all parties. This also proves that the effectiveness of poverty alleviation through digital technology is affected by complex factors, and the building of an all-round digital society cannot be accomplished overnight. It is necessary to explore the primary and secondary needs of recipient countries, and localize the experience of recipient countries in poverty alleviation through digital in stages and steps.

III. China's contribution to international cooperation on poverty alleviation through digital technology and its prospects

In recent years, China has fostered international development cooperation in the digital field with many developing countries through various methods, including aiding the construction of digital infrastructure, building digital trading platforms, conducting cooperation on digital scientific research, and promoting distance education. This has laid a foundation for boosting digitalization in developing countries and facilitating rural development.

In terms of improving digital infrastructure, China has greatly assisted Asian and African countries in the construction of infrastructure in communications, Internet, e-government, intelligent transportation, satellites, etc., giving a new impetus to the economic and social development in the recipient countries. Thanks to China's foreign aid to Tanzania's ICT broadband backbone network project, the national telephone rates fall by 58%, Internet access fees fall by 75%, and remote rural areas also benefit from convenient modern communications.

In terms of innovating digital trade environment, China helps small and medium-sized enterprises (SMEs) and vulnerable groups enjoy the dividends from digital trade by building cross-border e-commerce platforms, and providing facilitation and training in customs clearance, warehousing, logistics, technology use, and so on. For example, the Electronic World Trade Platform (eWTP) built by Alibaba aims to harness the power of the Internet to build a low-cost, fast, international trading hub. Malaysia, Thailand, Rwanda, Ethiopia, Belgium and other countries have joined eWTP. When the epidemic broke out, eWTP in Malaysia undertook important tasks such as warehousing, transport, and distribution of medical supplies, becoming an important rescue hub designated by the World Health Organization in the Asia-Pacific region. eWTP also plays a unique role in the specialty agricultural products from poor countries "going global". During the Tmall Mid-year Sale Campaign in 2020, "transactions of Malaysian durian saw a year-on-year increase of over 200%", "3,000 jin of Rwandan coffee beans sold out in 1 second during livestreaming, farmers earned an extra US\$4 per pack", etc. which become the model of international poverty alleviation through e-commerce digital cooperation. This rich practical experience has laid a solid foundation for China to deepen international cooperation in poverty alleviation through digital technology.

As the Chinese digital economy develops rapidly, China has the full will and capability to share its own experience and give a new impetus to international poverty alleviation. This can be achieved in three aspects:

First, cultivate talents in digital economy and promote poverty alleviation step by step. Building a market-driven full value chain based on digital technology is a gradual development process. Most developing countries have a low level of digitalization and poor awareness, and lack affordable information and communication technologies, and lack complex organizational capabilities for labor,

making it difficult to complete order processing, quality control, online payment, etc. In the future, China's cooperation in digital agriculture focuses on the most capable, business-driven small-scale agricultural producers with the best orientation role. These small-scale agricultural producers can maximize the development effect of investment in a short time. The demonstration effect of these small-scale agricultural producers can extend advanced management methods and agricultural technologies to more farmers. At the same time, agricultural demonstration centers and vocational and technical schools built with the Chinese aid, manpower development cooperation projects, scholarship programs, digital enterprise training platforms, etc., share new concepts and new methods of digital agricultural management and operation with recipient countries, so that local regions can achieve independent development.

Second, innovate the aid methods of agricultural poverty alleviation and explore systematic solutions. For project approval, the feasibility of assistance projects can be evaluated from the perspective of value chain operation. In addition to evaluating the feasibility of the project implementation, the support for a project throughout should also be fully evaluated to ensure that a project achieves the effect of sustainable development. In terms of selection of projects, we can start with the analysis of the value chain of a given agricultural product, identify the weakest link in the value chain, and solve the most urgent problems in the value chain. We can also integrate multiple aid projects to promote the development of a given value chain. In terms of project approaches, it is necessary to consider exploring “poverty alleviation through agricultural value chain”. We can choose a given agricultural product with development potential in rural areas in developing countries, mobilize and coordinate various parties to provide solutions in the entire chain covering production, logistics, and sales, create a complete agricultural product value chain, help local farmers alleviate poverty, and demonstrate new ways of poverty alleviation.

Third, promote public-private partnership and help leading companies go global. Sustainable development opportunities are inseparable from the cooperation and participation of the private sector. At present, the private sector is involved in China's international development cooperation as the party implementing foreign aid projects. How to use the private sector as a partner to integrate and mutually promote China's official foreign aid is an important direction for China's current international development cooperation. In the future, we should make full use of the technical and management advantages of the private sector. By taking advantage of the epidemic prevention and control, we should support digital leading companies to go global, and bring into play the key role of digital technology in combating the epidemic, resuming work and production, restoring social life, etc., opening a “window of opportunity” for future poverty alleviation cooperation through digital technology.

The Humanitarian Impact of COVID-19: An ICRC Perspective

Jacques Pellet



Mr Jacques Pellet joined the ICRC in 2016 as Personal Envoy of the President Maurer for China, with the aim to strengthen strategic relations with Chinese authorities, in China as well as in third countries. It entails cooperation with a host of actors and institutions on humanitarian issues of mutual interest, be they legal, academic, political, financial or operational. In September 2019, he was nominated Head of the Regional Delegation for East Asia which covers China, the Korean Peninsula and Mongolia.

In 1995, Mr Pellet joined the Ministry of Foreign Affairs of France, working on issues related to China, this included being posted twice in China, first as Deputy Consul General in Shanghai from 1998 to 2001, and then as Deputy Chief of Mission in Beijing from 2013 to 2015. Mr Pellet also has rich experience in humanitarian and multilateral diplomacy. From 2006 to 2009, he served as Deputy Director for Human Rights and Humanitarian Affairs at the Quai d'Orsay and from 2009 to 2013, he was Deputy Permanent Representative at the French Mission to the UN in Geneva.

He graduated from the Institute of Political Science in Grenoble (France) and studied Chinese language and civilization, first at the University of Geneva and then at Beijing University. He is a fellow at the Weatherhead Center for International Affairs at Harvard University.

I. Introduction

As of writing (October 9th), there are more than 36.4 million confirmed cases of COVID-19 worldwide, in 188 countries, with over 1 million deaths. These figures are increasing daily. The COVID-19 pandemic has and is continuing to have an unprecedented impact on the world. It represents an immediate threat to life even in countries with strong existing healthcare systems. The impact is far greater on countries with more fragile healthcare systems such as those that have been ravaged by war or disaster and where access to limited crucial resources such as clean water, soap and basic medicine are in short supply or non-existent. Health systems already weakened are more likely to have a reduced capacity in case detection, management and follow up, further increasing the risk of transmission.

As the pandemic continues to overwhelm health-care systems, cripple entire economies and bring daily activities to a halt, it has not put a stop to armed conflicts and other situations of violence. Heavy fighting continues in a number of contexts, despite calls for a global ceasefire. For the people affected by conflict and violence, COVID-19 is yet an additional menace to their lives and livelihoods.


The current article will go beyond the immediate impact of the pandemic to examine the numerous secondary impacts, the ICRC response to the crisis and a look at China's role in the response now and moving forward.

II. Secondary Humanitarian Impacts of COVID-19

Beyond the immediate and critical impact on the health and lives of people all over the world, the nature and scope of the pandemic will cause ripple effects for some time to come with a host of secondary effects which will impact most severely those countries that were already vulnerable to shock. Conflict is a key driver of socio-economic vulnerability. People who are already economically vulnerable because of conflict are among those will be most affected by the secondary impacts of the pandemic. Secondary impacts will include economic, health, social and political.

(I) Economic Impact

The COVID-19 outbreak came at a time when the global economy was already slowing down. Debt levels were historically high, and wages and productivity had stagnated in many developing and developed countries. The pandemic will result in contractions across the majority of emerging markets and developing economies. 2030 SDG achievements have been put pack 20 years in many of these. Workers in the informal economy, small and medium enterprises, the self-



employed, and daily wage earners are hit the hardest by containment measures and the overall economic downturn. Income losses are expected to exceed \$220 billion in developing countries, and nearly half of all jobs in Africa could be lost, according to ILO estimates. COVID-19 also poses a great threat to countries lacking robust social safety nets. Job losses among migrant workers in high income countries will have a knock-on effect on remittances which are an important source of financial capital but also compensate for the human capital loss of migration from developing countries.

Countries that rely heavily on imported food to meet demand—including many in the Middle East and sub-Saharan Africa—face disproportionate risk from supply chain failures. Uncertainty about food availability and altered balance between food supply and demand, may result in price spikes and increased price volatility.

(II) Health Impact

As well as the clear immediate health impacts, the pandemic will lead to a deterioration of the general health of the population due to the lack of capacity of health systems to handle non-COVID-19 related illnesses. In a WHO global pulse survey, 90% of countries report disruptions to essential health services since the COVID-19 pandemic. This means that not only immunization services, but non-communicable diseases, family planning, mental health and cancer diagnosis and treatment as well as HIV therapy have been disrupted. For example, due to COVID-19, routine childhood immunisation services have been severely hit in at least 68 countries; measles campaigns have been suspended in 27 countries and polio campaigns put on hold in 38 countries. As a result, at least 80 million children under the age of one are at risk for diseases like measles, diphtheria, and polio. A deterioration of the general health of the population due to the impact of COVID-19 on the social determinants of health is likely as well. These include access to healthy food and clean water, as well as mental health issues arising from the other secondary impacts.

(III) Social Impact

Those people already vulnerable in society may suffer disproportionately from the social impact of COVID-19. There is a danger of further alienation, exclusion or neglect of specific groups in the population from the COVID-19 response, particularly people living in areas controlled by non-State armed groups, people deprived of their liberty, people with disabilities, women and girls as well as sexual and gender minorities who have unequal access to health care, information, and decision-making processes. The same applies for migrants and IDPs, including those living in camps and overcrowded spaces. Education will be affected with children dealing with prolonged school closures.

A key issue which touches on the social as well as the health impacts of COVID-19 is the management of the dead. In many contexts, the number of deaths resulting from COVID-19 may overwhelm local capacity and create a difficult dilemma between ensuring the safety of all those involved in the management of the dead and addressing the needs and rights of families who have lost their loved ones. Getting the balance right between health staff safety and family needs is not only a humanitarian imperative, it is also critical in the context of a pandemic which tests the very fabric of society.

(IV) Political and Security Impact

The widespread nature of the pandemic coupled with the above may lead to authorities becoming overwhelmed and struggle to provide security and maintain law and order. The Ebola response showed that using force as a means to implement public health measures can foment mistrust in state institutions and humanitarian actors alike. Non-state armed groups can also exploit the pandemic to recruit new members, leading to further insecurity and instability nationally and regionally. Particular groups may be further stigmatised for having spread COVID-19 by authorities or by other groups. We have already seen this since the beginning of the pandemic crisis in several contexts. Violence against civilians and specific groups has increased since 2019. In several contexts, Non-State Armed Groups and criminal gangs have seized the opportunity of the pandemic to fill the empty space, either through ensuring services to the population or to increase attacks.

III. Stigma and Violence against Healthcare

One particularly vulnerable group in the global pandemic response is health care workers. Attacks on and stigmatization of health-care workers is an extremely worrying trend that does not only affect conflict settings. This further undermines the ability of health systems to cope and erodes the ability of populations at risk to seek care. ‘Healthcare in danger’ is and has always been an important concern for the ICRC, but the pandemic makes it even more critical to protect healthcare and ensure that provision of and access to health services are not disrupted by violence. The ICRC has identified more than 600 events of violence against healthcare in over 40 countries (February-July), although the actual figure is likely to be much higher. Although it is difficult to make direct comparisons with previous numbers and affirm that violence is on the rise, the absolute figure of incidents of violence is worrying, and the trend has not decreased since monitoring related to the pandemic began. We have also seen the rise of new forms of interference and violence: cyber-attacks and violence related to lack of trust and to conflicting and/or missing information or misinformation.

IV. ICRC's Humanitarian Response

As alluded to above, conflict zones are the sharp end of pandemics. The pandemic and its aftershocks are deepening fragility, increasing humanitarian needs, accentuating the impact of violence and conflict, opening the doors to further stigmatization, increasing global poverty, heightening instability and tensions and reversing hard-won development gains.

The ICRC is optimally set up to deal with crisis; its operating model is built to adapt efficiently to constantly shifting situations and needs in its working environment, including contexts with multi-layered complexities. As a neutral, impartial and independent humanitarian organisation, mandated by signatories to the Geneva Conventions to protect and assist populations affected by conflict and violence, the ICRC's unique value in many countries is access to areas of conflict that many other organisations do not have. The focus of the ICRC's response to COVID-19 remains true to this mandate and expertise. While addressing immediate concerns, the ICRC is also adopting a long-term perspective that takes into account the effect of this pandemic on the resilience of people and systems already dealing with the impact of conflict and other violence.

In parallel with its ongoing operations, the ICRC's strategic response to the Pandemic has been to follow key operational priorities:

Enabling vital health infrastructure to prepare for and respond to the pandemic. The ICRC supports the provision of health services by providing material, technical and financial assistance to health facilities, especially at the height of crises when little or no other supports are available. It trains emergency response teams, medical workers and forensic personnel and provides them with equipment and other support for shoring up their capacities. Often, it coaches them to instruct others as well. Furthermore, the ICRC works with health ministries and medical facilities to enhance the quality of their response to public health concerns, dead body management and continuity of essential services; it gives them technical advice for drawing up standard medical protocols, including measures for infection prevention and control. During this pandemic, the ICRC has focused on supporting the efforts spearheaded by national health agencies and complementing these efforts in areas where ICRC has an existing presence, and particular experience and expertise, such as in areas controlled by non-state armed groups and in places of detention.

Preventing the spread of disease in places of detention. In addition to supporting frail health systems which may be vulnerable to the pandemic, the ICRC has worked since the beginning of the pandemic in close coordination with authorities to understand what kind of protective measures they put in place in detention facilities to prevent the spread of coronavirus there and also to remind them to include the detainees in the national plans on coronavirus. Detention facilities, which are overcrowded or suffer from poor hygiene or lack ventilation, pose an extra

challenge when it comes to preventing and containing infectious diseases, including COVID-19. The ICRC works together with relevant authorities in many places of detention around the world to strengthen standard practices such as the medical screening of new arrivals and the setting up of prevention measures – such as hand washing stations – for detainees, visitors, guards and delivery personnel.

Ensuring communities access to clean water. In places suffering from armed conflict and other situations of violence, essential infrastructure is often damaged by fighting and/or neglect owing to a lack of resources and to safety constraints. The impact of this can be devastating when fighting occurs in urban areas, where large numbers of people depend on such infrastructure for survival; the capacity of vital systems in urban centres can also be strained by influxes of people fleeing clashes elsewhere. Compounded by the stress on public systems resultant from the pandemic, the ICRC has worked to reinforce local authorities' capacities to continue delivering services in places ravaged by conflict or other situations of violence and ensure its interventions are integrated into already-planned or existing infrastructure.

Sustaining activities that promote resilience. Because of the ICRC's experience in dealing with the chronic and recurrent nature of needs in settings of protracted conflict, its humanitarian action and the tools it employs are geared towards promoting resilience. This is part of a sustainable approach to humanitarian action that helps to pave the way for future economic development and the evolution of local markets. In the current crisis, many past gains in resilience have been challenged or even set back. The ICRC is refocusing its assistance activities to help people protect or regain their self-sufficiency and enable them to better cope with the impact of the pandemic, coming on top of the challenges they already face. Among the ICRC's economic-security initiatives, which were essential even before COVID-19 and are vital in the face of it, are large-scale relief distributions (e.g. food and hygiene items) to people affected by the conflict as well as cash grants and other assistance to enable people to set up small businesses. In several contexts, it also supports or works with cooperatives, animal-health workers, local authorities in charge of agriculture and fisheries, and National Red Cross and Red Crescent Societies carrying out economic-security initiatives.

(I) A Red Cross and Red Crescent Movement Response

The ICRC is part of the International Red Cross and Red Crescent Movement, along with 192 National Red Cross and Red Crescent Societies and the International Federation. As the largest humanitarian network in the world, the Movement has a unique responsibility, added value and role in responding to the COVID-19 pandemic, which requires the solidarity and action of everyone – individuals, communities, institutions and governments.

National Red Cross and Red Crescent Societies, often well-accepted and trusted actors in

their communities, are at the forefront of local responses in many contexts. The ICRC and the International Federation are working together to support them. Within the Movement, the International Federation is the primary mechanism for support for National Red Cross and Red Crescent Societies in their COVID-19 responses, while the ICRC's response focuses on contexts affected by armed conflict or other violence, where its mandate enables it to obtain access to vulnerable populations (for instance, in conflict zones that are not under government control) or where it has specific expertise (such as assistance to detainees).

(II) ICRC's COVID-19 Operations - Focus on Africa:

The following are just some concrete operational examples of ICRC action in the face of COVID in Africa. It should be reiterated that these activities coincide with the ongoing humanitarian operations which also include activities aimed at the prevention of the impacts of conflict and violence on the civilian population such as dialogue with arms bearers, dissemination of International Humanitarian Law and humanitarian diplomacy, the latter to raise the profile of humanitarian needs in international fora. It is also worth noting that Juba was the site of the first ever field meeting and exchange between ICRC Medical Teams and Chinese Covid-19 Experts.

Supporting Vital Healthcare:

- Providing comprehensive material assistance (e.g. donations of medical supplies and intensive-care equipment) to hospitals and clinics including in Burundi, the Central African Republic (CAR), the Democratic Republic of the Congo (DRC), Libya, Mali, Mozambique, Nigeria, Somalia and South Sudan.
- Installing additional handwashing stations for patients and staff in health facilities throughout the region; helping build quarantine areas and disinfection facilities in hospitals and clinics in CAR, DRC and Mali; setting up a triage tent at a hospital in Nigeria.
- Installing generators to mitigate interruptions to water and electricity services in health facilities in the DRC and Libya.
- Donating ambulances to medical evacuation services in CAR and Eritrea, and in Ethiopia, to the Ethiopian Red Cross Society's branches in the Somali Regional State.
- Helping authorities and National Societies across the region to draft and implement contingency plans for managing mass casualties in connection with COVID-19 including: ensuring the safe and dignified burial of COVID-19 fatalities by training emergency responders, National Society volunteers, paramedics and mortuary staff in human-remains management as well as providing them with protective equipment, body bags and other supplies.

Preventing the Spread of Disease in Places of Detention:

- Donating protective equipment, disinfecting materials, hygiene items, infrared thermometers and posters on preventing COVID-19 transmission to places of detention in many of the countries in the region.
- Building isolation areas for detainees suspected or confirmed to have COVID-19 in Burkina Faso, Chad, Kenya and the United Republic of Tanzania.
- In Nigeria, carrying out a vocational-skills programme in one prison, through which detainees learn how to make liquid soap and detergent that are then distributed to other prisons.
- Including suspected or confirmed cases of COVID-19 in existing malnutrition treatment programmes for detainees in CAR.

Ensuring communities' access to clean water and reinforcing good hygiene practices:

- Giving material support to the authorities and local service providers in most of the countries in the region for operating and maintaining water-supply and waste-management systems; repairing water infrastructure in DRC, Mali, Mauritania, Nigeria and South Sudan.
- Building handwashing stations and/or setting up quarantine areas in health facilities, IDP camps and/or assistance distribution sites; providing vulnerable people with soap and other hygiene items.
- Supporting the region's National Societies in their efforts to increase public awareness about preventing COVID-19 transmission; increasing distributions of hygiene kits (containing soap, towels, sanitizers, etc.) to vulnerable communities.

Sustaining activities that promote people's resilience:

- Giving seed and financial assistance to violence-affected communities in Ethiopia, Kenya, Nigeria, including refugees from Cameroon and residents of host communities, and South Sudan to help them preserve their food security and/or rebuild their livelihoods; covering the cost of ploughing to help prepare the land for farming in Kenya; vaccinating the livestock of herders in Chad and Sudan.
- Stepping up its assistance to survivors/victims of sexual violence in the DRC, to help them generate income.

- Providing hygiene kits and/or essential household items to vulnerable people, including those newly displaced in Burkina Faso, Mali and Nigeria

V. Operational Challenges and opportunities

Overall, the ICRC has sought to maintain its level of operationality across its 69 delegations and 105 contexts and has focused on providing context-specific responses to the Pandemic across the wide palette of ICRC expertise and added-value, and in complementarity with States' national initiatives.

However, the pandemic has brought specific challenges in the operational continuity of the organisation. Exceptional measures and consequent restrictions on movement in country and international travel are impacting the ability to operate in accordance with modalities, as well as staff rotations and the well-being of staff. Even though many countries are slowly opening, travel remains challenging and rotations complex to organize. Some airports are reopening, easing the pressure on delegations and teams, but bringing increased complexity in terms of travel management and quarantine.

In terms of access and possible movement in-country, (as of August) 90% of our contexts faced movement restrictions and (confinement) measures and 17% were in total lockdown. Yet, in acknowledging the particular status and mission of the ICRC, many delegations benefit from special exemptions of movement restrictions from host governments. The organization has had to adapt swiftly to this limited ability to move people and goods and adjusted as best as possible to a significantly larger 'virtual' methodology of decision making.

The impact on the lives of conflict affected populations will be deep and long-lasting. Already under pressure, global humanitarian budgets and that of the ICRC will be further strained. As states tighten their belts, funding allocation for humanitarian operations may be reduced. Humanitarian agencies facing significant financial short-falls going forward, means hard choices will have to be made regarding who will receive urgent assistance to cope with their inability to earn an income and feed their families. The ability to provide longer-term support for economic recovery of affected households will fall massively short of the extensive needs we expect to see. A concerted, joint effort between governments, international financial institutions and international actors (humanitarian and development) will be crucial to help people overcome this period but also recover economically in the aftermath.

Whilst an extremely challenging time for the ICRC, the COVID-19 crisis has also created new opportunities. It has been an opportunity to further strengthen support to Red Cross and Red Crescent National Societies, front-line actors in many contexts and overall, for improved, solid

and dynamic Movement coordination. Coordination with other humanitarian actors has also strengthened significantly, beyond mere information sharing, and has in several instances led to the issuance of joint guidance (for examples in the fields of detention, Health, Forensics and Water-Sanitation). Mutualisation of logistic resources for both staff and cargo has been stepped up. The limitations on travel has required the organisation to engage in future proofing its response and humanitarian action, with a reduction in travel being beneficial to a reduced climate footprint.


For the humanitarian sector in general, the crisis may be a time to take stock and implement concrete measures to achieve a more local response to humanitarian crises, something which has been heavily on the agenda of the UN since the Assembly resolution in 1991, right through to the reiteration of ‘localisation’ as a key tenet of humanitarian action at the World Humanitarian Summit in 2016. It is argued that local responses to crises are often underused and undervalued and that there needs to be a better integration of the international and local responses.

VI. China and the humanitarian response

Since the beginning of the pandemic, China has played a substantial role in the international response. The foreign assistance by China for fighting COVID-19 is the largest response to an international humanitarian emergency since China’s founding, with the most intensive effort and the largest geographical coverage. In the first half of 2020 alone, China exported protective materials to 200 countries and regions, among which there were more than 70.6 billion masks, 340 million protective suits, 115 million pairs of goggles, 96,700 ventilators, 225 million test kits, and 40 million infrared thermometers. China’s ability to scale up production and facilitate transportation of PPE was and is, crucial in the fight against COVID-19. At the earliest stage of the pandemic the ICRC ramped up its procurement of PPE and health materials in China for its global humanitarian operations. China, after Switzerland, is ICRC’s second largest non-operational country of procurement for worldwide operations. This existing collaboration was key in the procurement of over \$25 million worth of vital equipment.

China’s engagement in a humanitarian response points to the positive development of a humanitarian agenda. China’s support for, in political and financial terms, a multilateral approach to this humanitarian crisis is encouraging in this regard. President Xi Jinping, in his address to the 75th session of the United Nations General Assembly on 23rd September reiterated the fact that there is a global need to safeguard the multilateral approach to global crises. This was backed up by a pledge to of another \$50million to the UN Humanitarian Response Plan for COVID-19.

As noted already, the COVID-19 crisis straddles immediate, pressing humanitarian concerns and future long-term impacts on vulnerable societies. In this regard it demonstrates the importance of the contribution of humanitarian assistance to long term recovery and reconstruction. It



highlights the precarious nature of existing infrastructure in less developed countries but particularly in countries that have been ravaged by war and conflict. China has pledged \$2bn for international assistance over two years on agriculture, poverty reduction, education, women and children, and climate change. In his speech to the UN Security Council on 14th September, Amb. Geng Shuang, China's Deputy Permanent Representative to the UN, acknowledged the work of the ICRC in fragile settings. It is crucial that the humanitarian needs of vulnerable populations in countries and regions inflicted with war and violence, particularly those in protracted conflict be considered in the allocation of aid funding. In this regard there is now an expectation towards China to further engage in and support multilateral humanitarian action.

VII. COVID-19 and a future vaccine

Nowhere is the need for international cooperation more pressing than in the equitable distribution of forthcoming vaccines for COVID-19. On this point too, President Xi Jinping has pledged that China would support the widespread availability of a vaccine. The ICRC calls for an internationally-recognised vaccine which is safe, effective, affordable and equitably accessible. And together with the International Federation of the Red Cross and Red Crescent and the UN, in June 2020, called for a united response towards “a people’s vaccine”. The world needs solidarity, to commit to equitable access, chart a way out of this pandemic, and prove that humanity can unite against a common threat rather than allow vaccine nationalism to prolong the pandemic and erode trust in government and state institutions. Big political questions remain about how “equitable access” will work in practice. It is normal that governments think primarily of their responsibilities towards their citizens. Yet COVID-19’s spread shows that no-one is protected until everyone is protected and therefore equitable access is key to ending this pandemic.

The ICRC stands ready to play its part, in keeping with its IHL mandate to protect and assist people affected by conflict and violence. Concretely, this could involve: preparing the ground for distribution by disseminating accurate information on the vaccine through informal networking, potentially acting as a neutral intermediary in hard-to-reach or Non-State Armed Group-controlled areas and Places of Detention; with the Red Cross and Red Crescent Movement, the ICRC can play a role in distribution, either negotiating access (or providing a neutral space in-country for local access negotiations) or participating in actual distribution which complements government and other actors’ vaccine campaigns, particularly in hard to reach areas; based on its mandate, context knowledge, and presence, the ICRC can advise on matters that impact on distribution (culture, political dynamics, perceptions, logistical issues etc), and on secondary impacts in conflict and violence-affected countries, including impacts on vulnerable groups e.g. detainees, IDPs, migrants.

VIII. Conclusion

Faced with an unprecedented global crisis, the impacts on every country in the world are difficult to quantify let alone respond to. It is clear however that the impacts will disproportionately be felt in countries that have existing vulnerabilities - and most pertinent to ICRCs mandate and operations - countries that are impacted by conflict and violence. Such contexts are already disproportionately vulnerable to other shocks such as natural disasters and climate degradation.

The ICRC, accustomed by nature to responding to unforeseen emergencies, has had to adapt its response to face the dual threats of conflict and violence and COVID-19 which has posed major difficulties but also brought about opportunity. Like many other humanitarian organisations however, the ability to maintain a global humanitarian response requires the continued support – both financial and political – of states and multilateral bodies.

China has shown through its COVID-19 response and discourse on the international stage that it recognises and values the humanitarian needs in countries with vulnerable or precarious infrastructures. It is hoped that the support shown by China for multilateral responses to global crises is continued.

Times of global crises are times for global solidarity. COVID-19 knows no boundaries or checkpoints. Now more than ever, states, multilateral bodies, and humanitarian organisations need to come together to address humanitarian consequences. It is crucial that vulnerable populations are not left further behind or forgotten.

The Status Quo and Research Project of China's Foreign Aid

Naohiro Kitano



Naohiro Kitano, born in 1959, graduated from the Faculty of Science and Engineering of Waseda University in 1983 (studied at the School of Civil Engineering and Environment, Tsinghua University, in 1981-82), and completed the Ph.D. program at Cornell University Graduate School in 1997. He began to serve at the Overseas Economic Cooperation Fund of Japan in 1983, and successively served as a resident staff member of the Fund's Beijing Representative Office, Assistant Professor of the Faculty of Economics/Graduate School of Economics of Kyoto University, Director of the Second Development Department of Japan Bank for International Cooperation, Director of the Middle East Asia Department of Japan International Cooperation Agency (JICA), and Director of JICA, etc. In 2018, he served as a professor at the Faculty of Science and Engineering of Waseda University, visiting research fellow at JICA Ogata Sadako Research Institute for Peace and Development, senior research expert at the Affiliated Project Center of the Faculty of Economics/Graduate School of Economics of Kyoto University, and Adjunct Lecturer at Soka University Faculty of Science and Engineering and University of Tokyo Graduate School of Public Policy. His research interests include traffic and urban area planning, development cooperation, and China's foreign aid. In 2012, he was awarded the Mongolian Friendship Medal. His recent publications include Knowledge of the Three Elements of Modern China – Economy, Technology, and International Order (Chapter 7: The Status Quo and Research Project of China's Foreign Aid, published by Keisou Shobo in 2020).

As a recipient of aid, China received multilateral aid from the former Soviet Union in the 1950s, having improved infrastructure and technology, and introduced, among others, state guiding concepts, organizational systems, and system of planned economy. Following the implementation of the reform and opening-up policy since 1978, China has vastly improved infrastructure, cultivated talents, and introduced market economic systems and advanced technologies by means of extensive economic cooperation with Japan and other advanced countries and international organizations. China began to provide aid to Vietnam in 1950, and constantly adjusted the goals and forms in keeping with the times, and continued to stick to the foreign aid with its own features. Entering the 21st century, as Chinese enterprises go global, the quantity of aid is also soaring. China, as the world's second largest economy, proposed the Belt and Road Initiative in 2013, advocated the establishment of the Asian Infrastructure Investment Bank (AIIB) in 2015, and is actively involved in global economic governance. The year 2018 marked the 40th anniversary of reform and opening-up. With reference to the aid agencies under the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD), China set up China International Development Cooperation Agency (CIDCA) directly under the State Council, and consistently upholds South-South Cooperation with other developing countries. This differs from the assistance model of DAC for recipient countries. The author has been committed to research on foreign aid. As a member of China DAC Study Group founded in 2009 to foster dialogue between DAC countries and China, the author has been increasing exchanges with Chinese personnel engaged in foreign aid. From the perspective of foreign researchers, this paper uses data to elaborate on the status quo of China's foreign aid on the 70th anniversary of China's foreign aid in 2020, and discuss the topic of "responsibility" it will face in the future.

I. China's foreign aid framework and scale from the perspective of OECD-DAC standard

Since 2014, the author has announced the progress of China's foreign aid seven times in the name of the Japan International Cooperation Agency (JICA) according to the definition of Official Development Assistance (ODA) stipulated by the DAC.¹ The definition of ODA refers to the flow of funds that meets the two conditions below. (1) Provided by public organizations or their implementing agencies; (2) Preferential (namely free funds or concessional loans). The main purpose is to contribute to the economic development and people's wellbeing in developing countries.² Bilateral aid given gratis also includes the scholarships for international students from developing countries and the administrative costs of aid agencies. The entire or part of the

¹ The latest prediction is: Kitano, N. & Miyabayashi Y. forthcoming. Estimating China's Foreign Aid: 2019-2020 Preliminary Figures. Ogata Sadako Research Institute for Peace and Development, JICA.

² OECD. 2020. What is ODA? <https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/What-is-ODA.pdf>.

amount of capital contributions and donations to international institutions will be included in the ODA of multilateral aid according to the OECD-DAC criteria.

OECD-DAC introduced the new calculation method of Grant Equivalent System starting in 2019. Prior to this, the OECD-DAC adopted the Grant Element (GE) method – an indicator representing the likeliness of issue of loans not less than 25%, as the condition for inclusion in ODA.³ GE is calculated by substituting the loan interest rate, repayment time, period of grace and other conditions into the formula. In the case of aid given gratis, 100% is included. The net disbursement of the loan amount minus the repayment amount is included in the ODA. In contrast, the calculation method of grant equivalent is to include the amount of the grant element in the loan amount multiplied by GE in the ODA.⁴ Therefore, the amount of grant equivalent is different from that of the previous method. The better the preferential terms of a loan, the larger the amount.

Statistics of China's foreign aid is different from the aforesaid ODA definition. According to the white paper *China's Foreign Aid* (2011, 2014),⁵ China's foreign aid chiefly includes aid given gratis and interest-free loans (the budget account item is "foreign aid"), and three types of government concessional loans implemented by the Export-Import Bank of China. Multilateral assistance is not included.

The author introduces the following calculation method to integrate the definition of China's foreign aid and that of ODA. First, include the relevant administrative expenses of China International Development Cooperation Agency (budget account item is "International Development Cooperation") and the scholarships provided to international students from developing countries (budget account item is "International student funds") in the free aid under bilateral aid. To avoid duplication, the interest subsidy part of concessional loans is deducted from the free aid.⁶ The entire or part of multilateral assistance's capital contributions, donations, etc. to international organizations (budget account item is "international organizations") is included according to the OECD-DAC criteria. Moreover, while it is not included in foreign aid, the USD-denominated preferential export buyer's credit with the same conditions as the concessional loan is calculated.⁷ (Table 1)

³ What counts as loan is the net disbursement amount of the loan amount minus the repayment amount. Even if the loan terms are favorable, it will not be added to the statistics.

⁴ Under the grant equivalent calculation method, GE is not all 25%. It is over 45% for low-income countries (LDCs and other LICs), more than 15% for low- and middle-income countries, more than 10% for high- and middle-income countries, and more than 10% for international institutions.

⁵ Information Office of the State Council. 2011. *China's Foreign Aid*. Beijing: Foreign Language Press.
Information Office of the State Council. 2014. *China's Foreign Aid 2014*. Beijing: Foreign Language Press.

⁶ The author counts China's concessional loans as aid. Moreover, the OECD-DAC positions concessional loans as Associated Finance combining official export credit and ODA. Therefore, only interest subsidies in aid given gratis are counted, while the actual performance of concessional loans is not counted.

⁷ Other financing of the Export-Import Bank of China and foreign currency financing of China Development Bank.

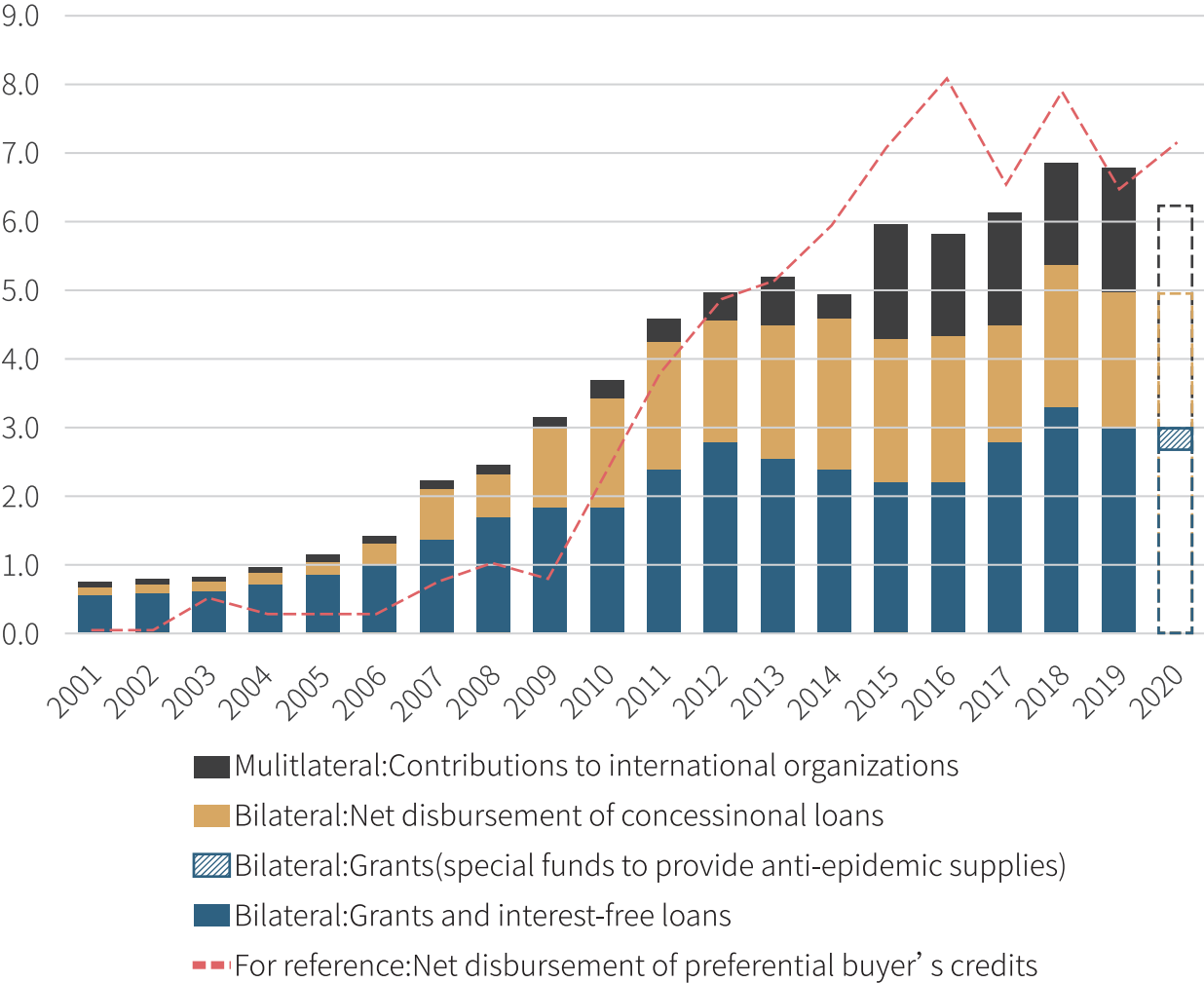
Table 1. Forms of China’s Foreign Aid

	Financial Resources	Forms and Contents	Budget Category
Bilateral	Grant (MOFCOM)	Complete projects, goods and materials, Technical cooperation, Human resources development cooperation (personnel training, scholarships, senior professional training, volunteer programs), Medical Teams, Emergency Humanitarian Aid, South-South Cooperation Assistance Fund, etc.	Foreign Aid
	Interest-free Loan	Loan in CNY, 0 interest rate, 5-year term, 5-year grace period, 10-year repayment period.	Foreign Assistance
	Concessional Loan (China EXIM Bank)	Loan in CNY, 2%-3% interest rate per annum, 15-20-year term (including 5-7 year grace period). Managed by CIDCA; Implemented by China EXIM Bank.	The subsidy to EXIM Bank to compensate for the below-market interest rate is counted into foreign aid.
	Administrative Expenditures of CIDCA	Counted into Foreign Aid	International Development Cooperation
	Governmental Scholarship from Ministry of Education Towards Developing Countries	Counted into Foreign Aid	International Student Expenditure
	Concessional Export Buyer’s Credit	Loan in CNY, 2%-3% interest rate per annum (occasionally under 2%), 15 to 20-year term (including 5 to 7 year grace period). Managed by CIDCA; Implemented by China EXIM Bank.	EXIM Bank self-subsidizing.
	Other forms of financing from EXIM Bank or China Development Bank	Loan terms based on market interest rates. Forms including PPP, “Resource for Loans”, or using foreign exchange reserves as capital money with below-market interest rate.	
Multilateral	Donation to International Organizations	World Bank Group, Asia Development Bank, Asia Infrastructure Investment Bank, UN System, etc.	International Organizations

Table Retrieved from Deciphering Three Elements of Contemporary China: Economy, Techniques, Global Governance. Chapter 7 “The Status Quo and Research Project of China’s Foreign Aid” P172-192. Keiso Shobo Publishing.

First, China’s foreign aid from 2001 to 2019 calculated according to the previous net disbursement method is shown in Figure 1. The data on free aid and multilateral aid are sourced from the final accounts reports of various departments, the expenditures on budget reports, UN statistics, etc. Interest-free loans and concessional loans fall under the same budget account item. Loans with government subsidies are provided. Due to the smaller scale, it is combined with aid given gratis for calculation for the sake of convenience. The concessional loans are calculated based on the Almanac of China’s Finance and Banking, the annual reports of Export-Import Bank of China, etc., together with previous trends.

Figure 1.: Volume of China’s Foreign Aid based on ODA Definition (Net Disbursement)



Source: Kitano, N. & Miyabayashi Y. (forthcoming) Estimating China’s Foreign Aid: 2019-2020 Preliminary Figures. Ogata Sadako Research Institute for Peace and Development, JICA.

The total amount of aid given gratis as well as interest-free loans, concessional loans, and multilateral aid soared from US\$700 million in 2001 to US\$6.8 billion in 2018. It reached US\$6.8 billion in both 2018 and 2019, equivalent to 0.047% of China's gross national income (GNI) in 2019. Bilateral aid given gratis and interest-free loans jumped from US\$500 million in 2001 to US\$2.8 billion in 2012, but saw a trend of reduction after 2013. According to the Ministry of Commerce, it is chiefly because the project progress was delayed due to political instability, etc. in the recipient countries. However, it increased steadily after 2016, reaching US\$3.3 billion in 2018. This is attributed to the Ministry of Commerce's solicitation of public opinions on and the official promulgation of the *Administrative Measures for Foreign Aid (for Trial Implementation)* in 2014. The improving system has accelerated project implementation. The *Measures for the Qualifications Accreditation of Foreign Aid Project Implementation Enterprises*, *Measures for the Administration of Complete Foreign Aid Projects (For Trial Implementation)*, *Measures for Administration of Foreign Aid Materials Projects (for Trial Implementation)*, and *Provisions on the Administration of Procurement for Foreign Aid Projects (for Trial Implementation)* were formulated in 2015. It fell to US\$3 billion in 2019 because that in addition to annual budget, most of the budget carryover from the previous year was used in 2017 and 2018 in order to provide the funds required to promote the project progress. The carryover was reduced in 2019.

The number of the ministries and commissions as well as other related agencies allocating budgets for foreign aid soared from 6 in 2010 to 31 in 2018, and to 29 in 2019. One of the reasons is that the Lancang-Mekong Cooperation (LMC) Special Fund⁸ founded in 2018 re-allocated funds to various departments including the Ministry of Emergency Management.

Starting in 1995, concessional loans soared from US\$100 million in 2001 to US\$2.2 billion in 2014. Except in 2017, it is estimated that it reached US\$2 billion to US\$2.1 billion each year.

Multilateral aid such as capital contribution and donations to international organizations also gradually increased from US\$100 million in 2001 to US\$1.7 billion in 2015. This is mainly due to the paid-up capital to the AIIB for five years starting from 2015.⁹ It reached US\$1.5 billion to US\$1.6 billion from 2016 to 2018, and reached US\$1.8 billion in 2019. This is mainly paid-up capital to the International Bank for Reconstruction and Development (IBRD). Moreover, China made 17th and 18th capital increase to the International Development Association (IDA) of the World Bank, the 11th and 12th capital increase to the Asian Development Fund (ADF), capital contribution to Multilateral Cooperation Center for Development Finance (MCDF), etc. Capital contribution to UN agencies also saw an upward trend. The UN regular budget

⁸The LMC Special Fund provides funds of US\$300 million in 5 years for the LMC activities under the Mekong River Basin regional cooperation framework initiated by China. Six countries participate in LMC, including China, Thailand, Vietnam, Cambodia, Laos, and Myanmar.

⁹The paid-up capital of AIIB is paid in five installments, about US\$1.2 billion for each remittance. 85% (about US\$1 billion) is included in the ODA based on the OECD-DAC rules.

apportionment ratio and apportionment amount increased from 7.921% (third) in 2018 to 12.05% (second) in 2019. Some other UN agencies automatically adopt this apportionment ratio. The UN peacekeeping operations (PKO) budget apportionment ratio also increased from 10.2377% (third) in 2018 to 15.2197% (second) in 2019.

Secondly, China's foreign aid amount calculated according to the grant equivalent method increased from US\$5.1 billion in 2015 to US\$5.9 billion in 2018, and this figure stood at US\$5.9 billion in 2018 and 2019 (Figure 2). The amount is less than that under the net disbursement method just described, mainly because of the low preferential terms of concessional loans. The comparison of the amount of concessional loans under the two methods shows that the former US\$1.3 billion is less than 70% of the latter US\$2 billion in 2019.

In 2019, the proportion of bilateral aid given gratis in interest-free loans, concessional loans from the Chinese government, and capital contributions and donations to multilateral institutions were 44%, 29%, and 27% according to the net disbursement method, respectively, and 48%, 21%, and 30% according to the grant equivalent.

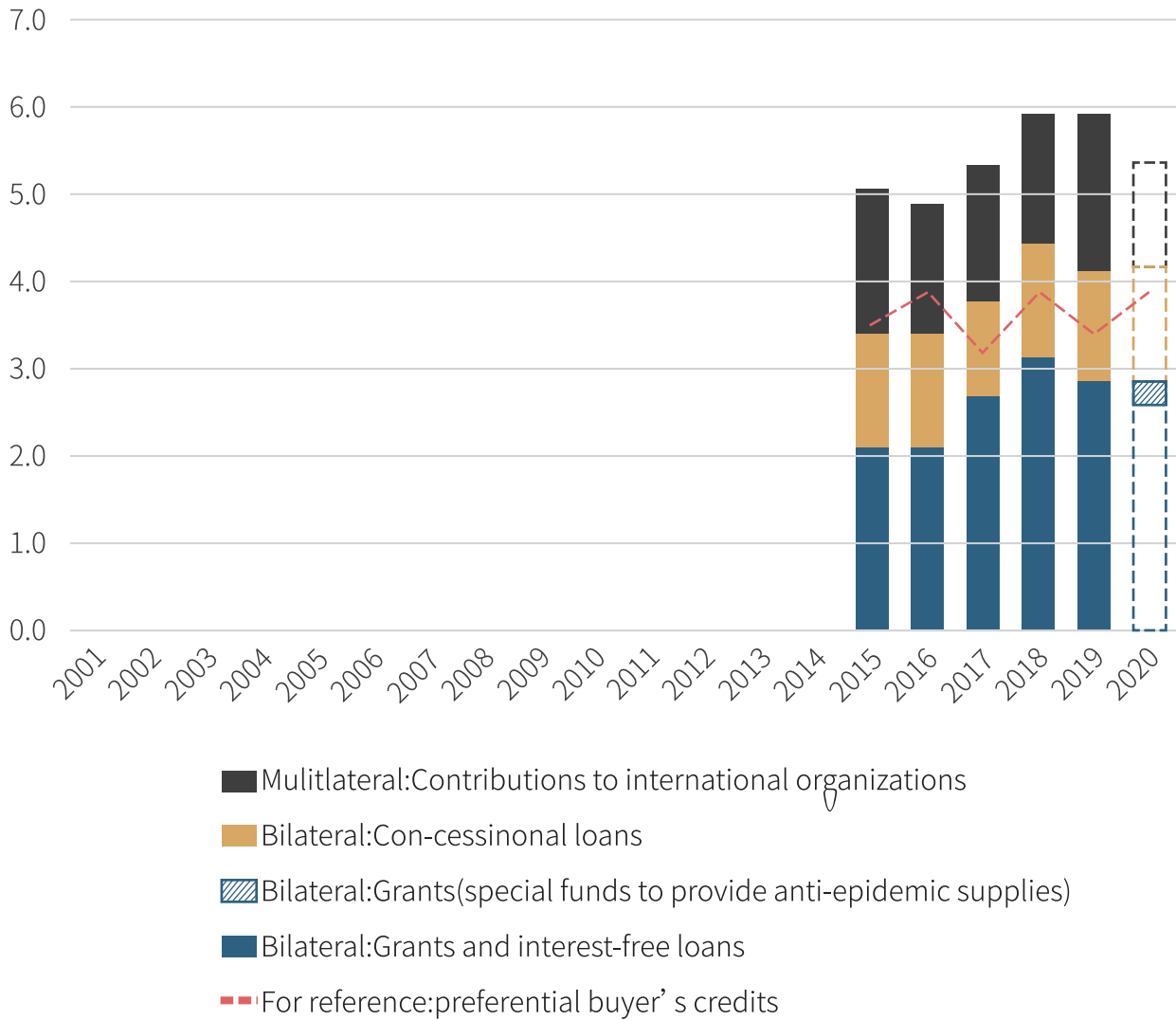
Based on the budgets of various departments, etc. in 2020, the author predicts that China's foreign aid amount in 2020 may be significantly lower than the amount of US\$6.8 billion in 2019 under the net disbursement method. In response to the COVID-19, the Chinese government formulated the policy on expenditure reduction, and it is expected that aid given gratis and interest-free loans will be reduced. Moreover, the 2 billion yuan (roughly US\$28 million) special fund set up by the Chinese government in response to the COVID-19 is classified as aid given gratis in the budget and is expected to be fully used in 2020. Therefore, the total sum of aid given gratis and interest-free loans will reach approximately US\$3 billion, which is the same as that in 2019.¹⁰ The concessional loans will be US\$2 billion, the same as that in last year. However, given that the COVID-19 will delay the progress of foreign aid programs, the amount of bilateral foreign aid may be lower than what the author forecasts. That the Chinese government ended the payment of paid-up capital to AIIB in 2019 is also the main reason for the reduction in foreign aid in 2020. Moreover, China has contributed US\$50 million to the World Health Organization (WHO).¹¹

For reference, the scale of preferential export buyer's credit in 2019 was US\$6.5 billion and US\$3.4 billion according to the calculation methods of net disbursement and grant equivalent, respectively, which are estimated to account for 96% and 58% of the total foreign aid (Figure 1, 2).

¹⁰The Debt Service Suspension Initiative (DSSI) unanimously adopted by the G20 has the neutral net present value (NPV), so it is not considered in this prediction.

¹¹It is unclear how much of the US\$2 billion in international aid promised by the Chinese government in two years is included in the current aid given gratis and interest-free loan budget. Thus, it is not considered.

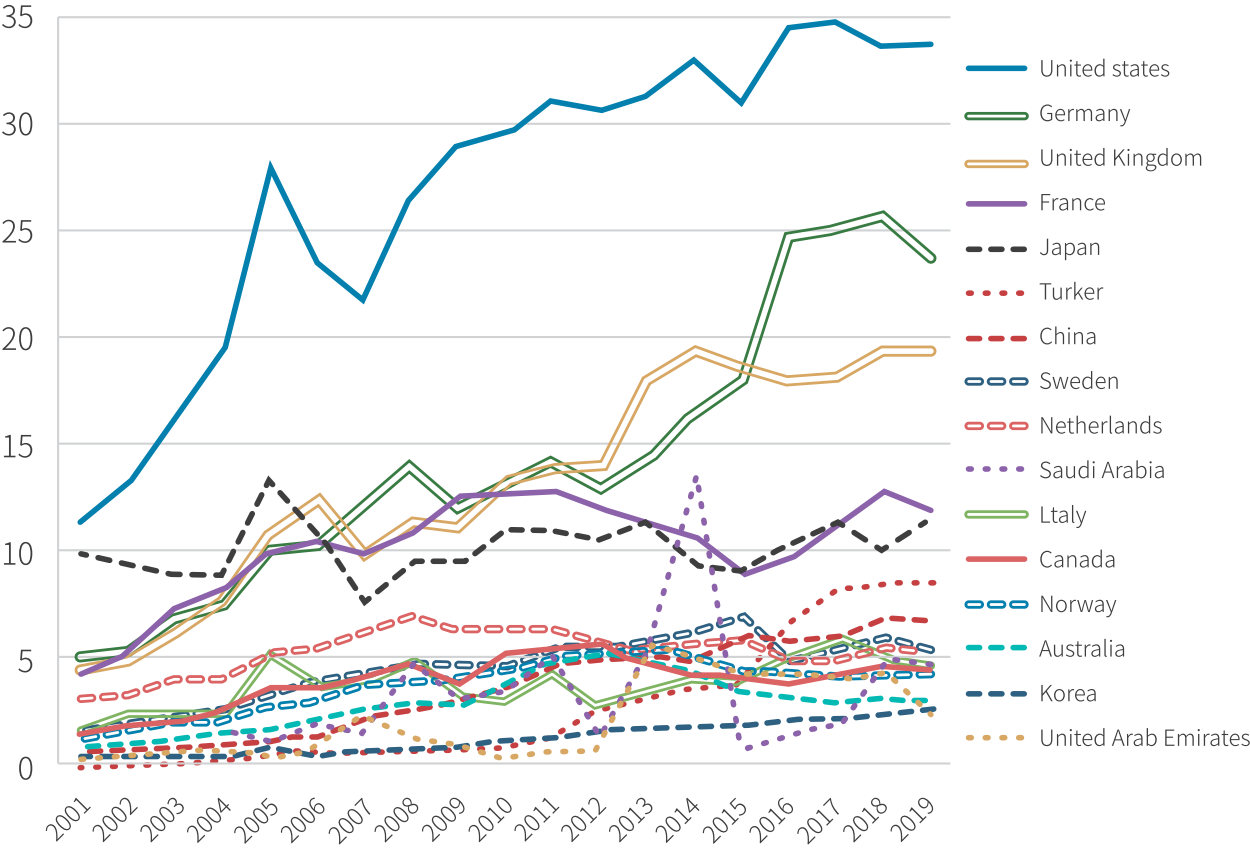
**Figure 2. Volume of China's Foreign Aid based on ODA Definition
(Grant Equivalent)**



Source: Kitano, N. & Miyabayashi Y. (forthcoming) Estimating China's Foreign Aid: 2019-2020 Preliminary Figures. Ogata Sadako Research Institute for Peace and Development, JICA.

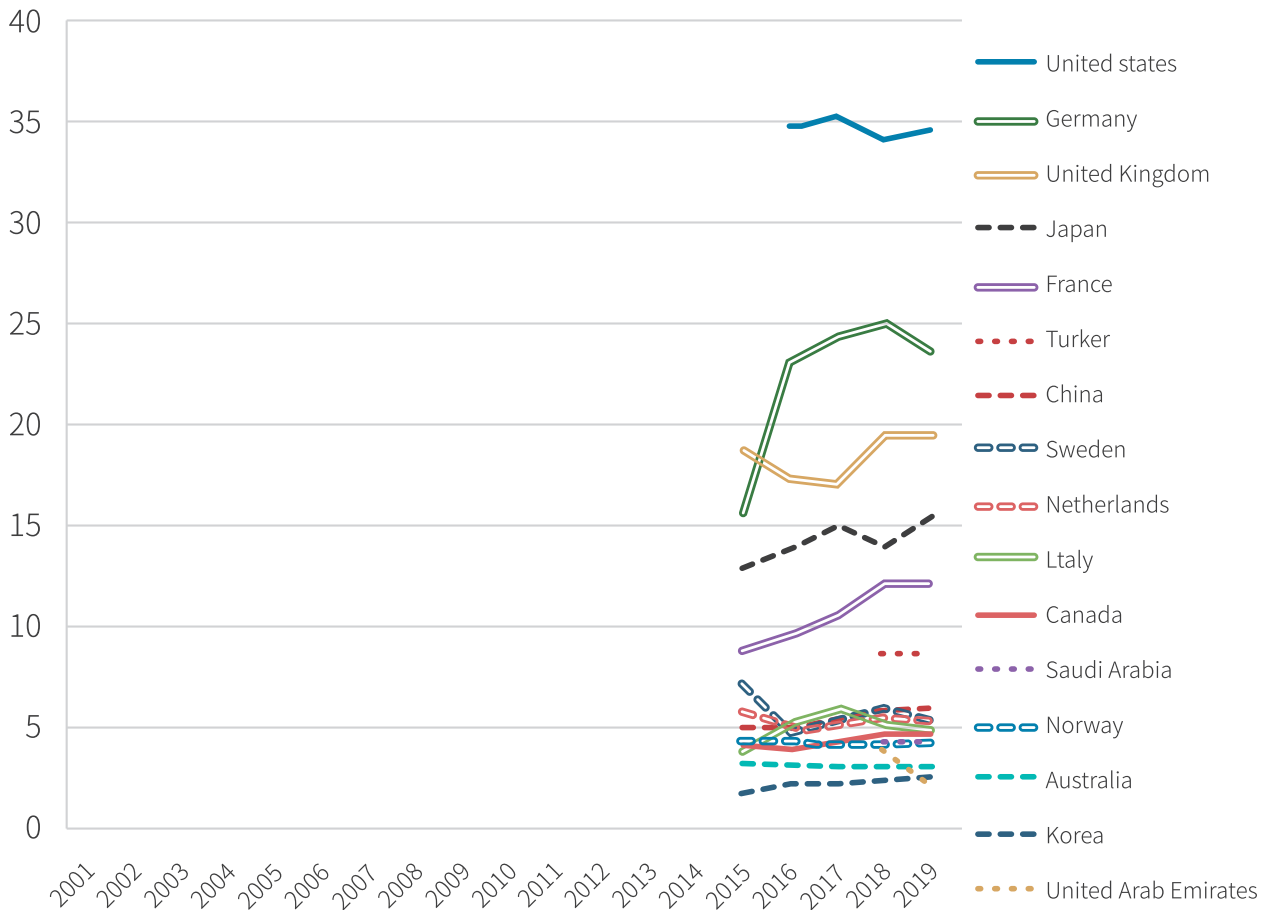
Compared to the top 10 Asian countries, Oceanian country Australia and South Korea among the DAC members, and to the top 3 emerging countries of Turkey, Saudi Arabia, and the United Arab Emirates (UAE) that are not the DAC members but have statistical reports by OECD-DAC, China ranks 7th according to the calculation methods of net disbursement and grant equivalent (Figure 3, 4).

Figure. 3 Comparison between the ODA from DAC and Non-DAC Countries and China’s calculated Foreign Aid (Net Disbursement)



Source: Kitano, N. & Miyabayashi Y. (forthcoming) Estimating China’s Foreign Aid: 2019-2020 Preliminary Figures. Ogata Sadako Research Institute for Peace and Development, JICA.

Figure. 4 Comparison between the ODA from DAC and Non-DAC Countries and China’s calculated Foreign Aid (Grant Equivalent)



Source: Kitano, N. & Miyabayashi Y. (forthcoming) Estimating China’s Foreign Aid: 2019-2020 Preliminary Figures. Ogata Sadako Research Institute for Peace and Development, JICA.

II. China’s new foreign aid agencies and foreign aid policies

(I) New foreign aid agencies

China’s foreign aid affairs have always been planned and implemented by the Department of Foreign Aid of the Ministry of Commerce, but some recipient countries said that the foreign aid carries strong commercial connotations. In April 2018, the Department of Foreign Aid became independent under the institutional reform of the State Council and was renamed China International Development Cooperation Agency (CIDCA) directly under the State Council, becoming China’s first aid agency in charge of foreign aid policies and affairs.

The new *Administrative Measures for Foreign Aid (Draft)*, for which public opinions were solicited in November in the year when CIDCA was established, stated that the purpose of foreign aid is to “jointly promote the implementation of the Belt and Road Initiative, and the construction of a new type of mutually beneficial international relations and community with a shared future for mankind”. The mission of CIDCA is to harmonize foreign aid with diplomacy while maintaining the original commercial purpose.

The *Administrative Measures for Foreign Aid (Draft)* stipulate the responsibilities of CIDCA: (1) fully responsible for foreign aid affairs, and formulation of strategic guidelines, plans, and policies; (2) draft laws and departmental regulations; (3) responsible for addressing important topics and coordinating foreign aid and humanitarian emergency assistance; (4) reform the modes of foreign aid, etc.; (5) formulate foreign aid plans with relevant agencies and prepare annual budgets; (6) determine projects and supervise and evaluate implementation; (7) carry out international exchanges and cooperation. Moreover, CIDCA is also responsible for the statistics of foreign aid.

Despite the establishment of an independent aid agency, the three agencies that undertake foreign aid work still fall under the administration of the Ministry of Commerce and are not placed under CIDCA. The respective responsibilities are as follows. The Agency for International Economic Cooperation (AIECO) is responsible for the organization and implementation of complete foreign aid projects and technical cooperation projects. China International Center for Economic and Technical Exchanges (CICETE) is responsible for the implementation of general material projects for foreign aid and the organization and implementation of South-South cooperation assistance fund projects. The Ministry of Commerce Academy for International Business Officials (AIBO) is responsible for the implementation of training and degree qualification training programs in China. The Ministry of Commerce has set up a new Coordination Office under the Department of Outward Investment and Economic Cooperation for coordination with CIDCA. It can be said that the reform of the implementation scheme for foreign aid is still underway. How to achieve communication and cooperation among departments and perform foreign aid affairs according to plan will attract great attention.

(II) China’s foreign aid policies

China’s policy on foreign aid is clearly stipulated in Chapter 53 “Actively Undertake International Responsibilities and Obligations” in the 13th Five-Year Plan for Economic and Social Development of the People’s Republic of China (2016–2020). The Plan states that efforts will be made to expand the scale of foreign aid, improve the modes of foreign aid, focus on providing more assistance to developing countries in improving “soft power”, step up

humanitarian aid, and implement the 2030 Agenda for Sustainable Development and the SDGs. The 13th Five-Year Plan states for the first time the five-year plan on foreign aid, and China is implementing this policy.

Chapter 4 “Development Philosophy” in the 13th Five-Year Plan states that “China will actively participate in global economic governance and provide public goods, gain an institutional say in global economic governance, and build a broad community with shared interests.” It may be under the guidance of this philosophy that the new aid agency was named “China International Development Cooperation Agency (CIDCA)” instead of the traditional “China Foreign Aid Agency.” That the concept of Development Cooperation used by international institutions such as OECD-DAC is used to name new aid agencies indicates that China will play a leading role in the existing framework of international development cooperation.

The 14th Five-Year Plan of China is being formulated. We will wait and see what type of policy on foreign aid will be formulated.

III. Research projects of China’s foreign aid

Finally, the author focuses on one of the issues that China may face regarding foreign aid in the future: improving accountability. Extensive domestic support and the evaluation by recipient countries and the international community are indispensable for fostering international development cooperation for any country. Improving accountability is the most critical factor in this regard. China will continue to scale up the scale of foreign aid, but will in all probability meet the same problem. There are also other issues, but an overview of the status quo of China’s accountability is given in this section.

(I) Disclosure of foreign aid statistics and information

China issued white paper on foreign aid in 2011 and 2014. In addition to statistics on foreign aid, the white paper also records the activities in line with the ODA definition. Statistics on foreign aid does not give data for each year. It is hoped that the third white paper on foreign aid planned to be issued in 2020 will give more disclosure. Moreover, the budget and final account reports show that the information on the budget account items of China’s foreign aid and allocations to international institutions is highly open. Since 2017, the Ministry of Finance began to launch the budget and final account platforms of various departments on its website.

However, the status quo of loan accountability varies. The actual data on the loan agreements, amount issued, repayments, balances, etc., of the Export-Import Bank of China’s concessional loans and preferential export buyer’s credit are published on the *Almanac of China’s Finance*

and Banking every year from 2004 to 2014, except for 2009. However, the data for 2015 and thereafter was not published. The *Government Concessional Loan & Preferential Buyer's Credit Brochure* was issued in 2017, but the information disclosed is limited to the balance for each region and the proportion of each department. The annual reports of the Export-Import Bank of China published balances in four areas. The author infers that the “international cooperation loans” include concessional loans and preferential export buyer’s credit, but no explanation is given in the paper.

To fight against the COVID-19, the G20 began to implement the Debt Service Suspension Initiative (DSSI) for the debt repayment including tax for 76 IDA members and Angola since May 2020. As a member of the G20, China supports DSSI. The Export-Import Bank of China has suspended the claim for debt service for concessional loans and preferential export buyer’s credits to governments of other countries or under government guarantees. In keeping with other countries, China has suspended the claim for debt repayment, and shared loan data with other G20 countries. It can be said that this is epoch-making progress. On the other hand, however, China maintains that China Development Bank, which is positioned as a policy financial institution in China, is a commercial bank and does not fall within the scope of DSSI. It can be said that China is not yet fully involved in DSSI.

(II) Project and scheme evaluation

Article 35 of the 2014 *Administrative Measures for Foreign Aid (for Trial Implementation)* issued by the Ministry of Commerce stipulates that the Ministry of Commerce shall put in place an evaluation system for foreign aid projects to evaluate the implementation of foreign aid projects. The *Methods for Evaluation of Foreign Aid Projects* formulated in 2016 contain evaluation criteria in five respects. The Export-Import Bank of China also mentions the preparation of post-project evaluation reports in the *Measures for the Management of Concessional Loans* in 2000. The evaluation report based on these regulations has not been made public, but it should have become reserve knowledge for relevant institutions.

In recent years, the Ministry of Finance has attached increasing importance to performance-based budget management. Starting with the budget for 2015, each government body selects projects each year for self-evaluation of the budget performance. For example, the Ministry of Science and Technology’s final account report 2019 detailed the self-evaluation of the execution of foreign aid budget appropriation of roughly 92 million yuan, covering joint research centers established in cooperation with recipient countries, demonstration and application bases for promotion of advanced technologies, and demonstration bases for agricultural science and technologies. The All-China Federation of Supply and Marketing Cooperatives is a national organization in charge of the supply and marketing of agricultural products and important means of agricultural production. In its final accounts report 2019, the organization elaborated on the

1.5-million-yuan foreign aid budget of the Lancang-Mekong Cooperation (LMC) Special Fund for the KPI for sustainable development of agricultural resources and its achievement.

The Ministry of Commerce has not yet published the self-evaluation of the performance of foreign aid budget for budget and final accounts reports 2020. However, the Department of Finance of the Ministry of Commerce implemented the self-evaluation (performance evaluation) of the graduate degree education program under foreign aid in 2017.¹²

Moreover, the AIECO published an overview table of recent training programs on its website. Government procurement platform (Chinese Government Procurement Service Information Platform), and others announce and disclose the bidding information under condition of anonymity of country for the domestically procured construction and equipment for free aid undertaking. Although the Export-Import Bank of China has not made disclosure, its principle is to comply with the environmental and social protection policies of recipient countries, but these have been introduced and implemented. While disclosing the environmental impact assessment caused by projects carried out with the Chinese aid, recipient countries also publicize the measures taken by Chinese contractors to protect the environment during the project implementation. But it lags far behind international standard.

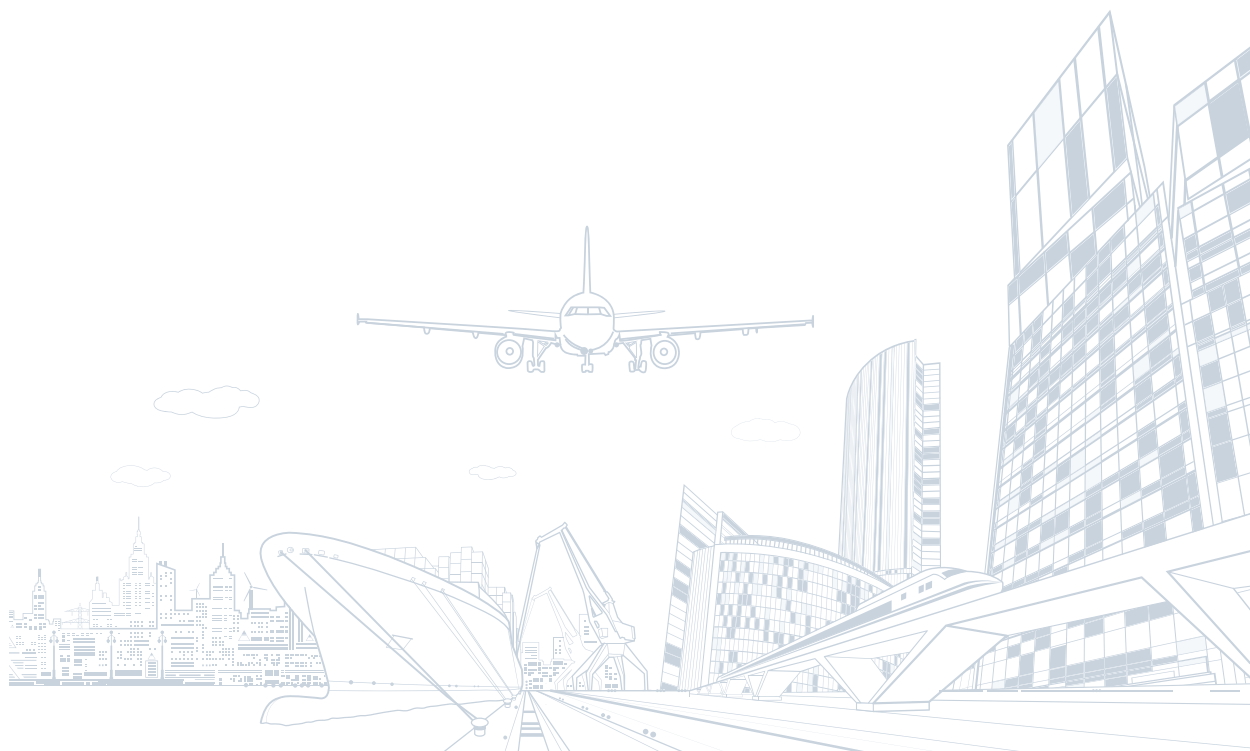
In summary, China is still in the early stage in terms of improving its accountability for foreign aid. As a researcher of China's foreign aid, the author will continue to follow the improvement in China's accountability in foreign aid during the 14th Five-Year Plan period.

¹² <http://news.uibe.edu.cn/info/1608/18848.htm>.

China's Foreign Assistance Milestones (1950-2020)

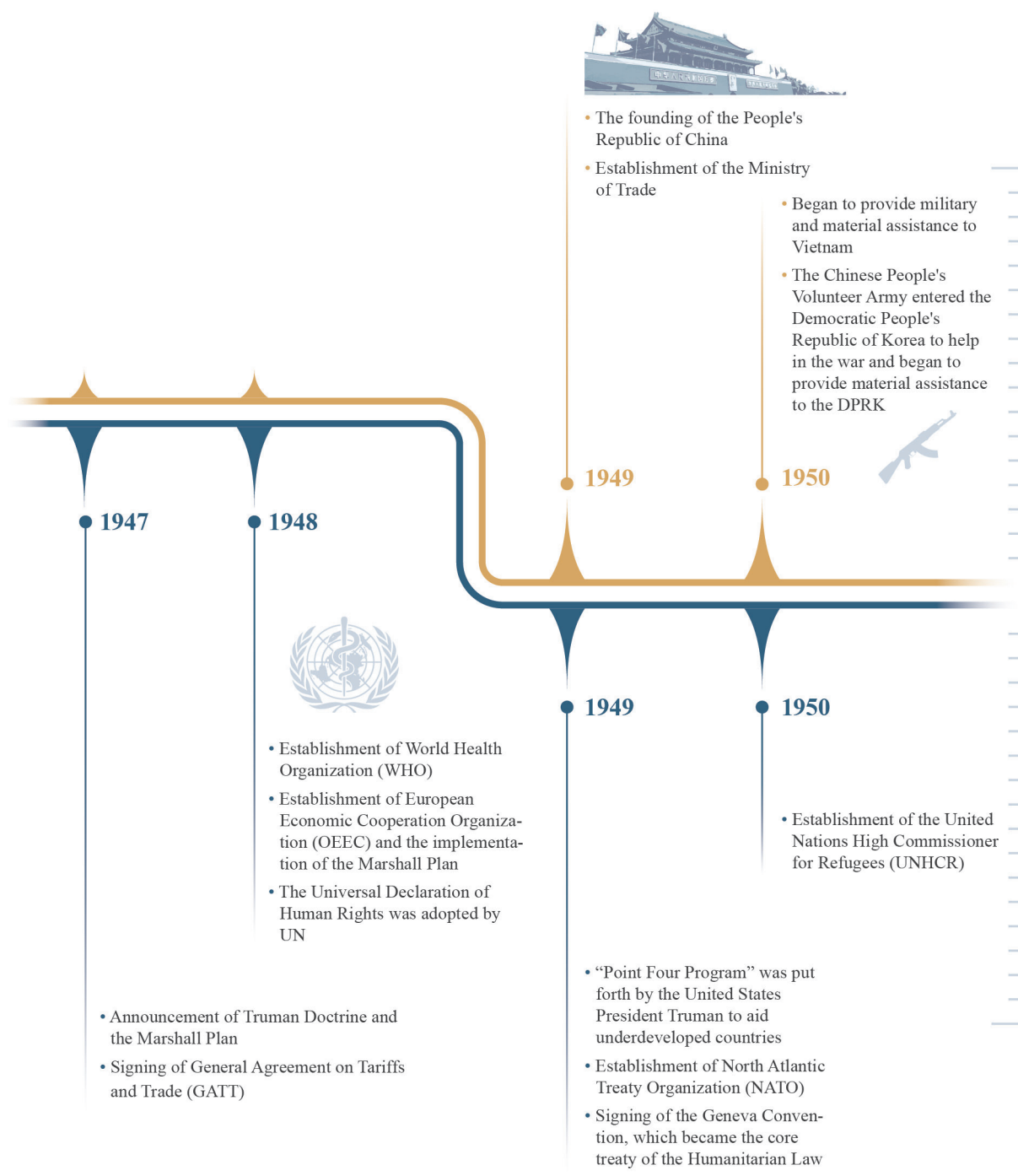
Organized by CHEN Xi, JIA Zihan, ZHU Siyao and WANG luo

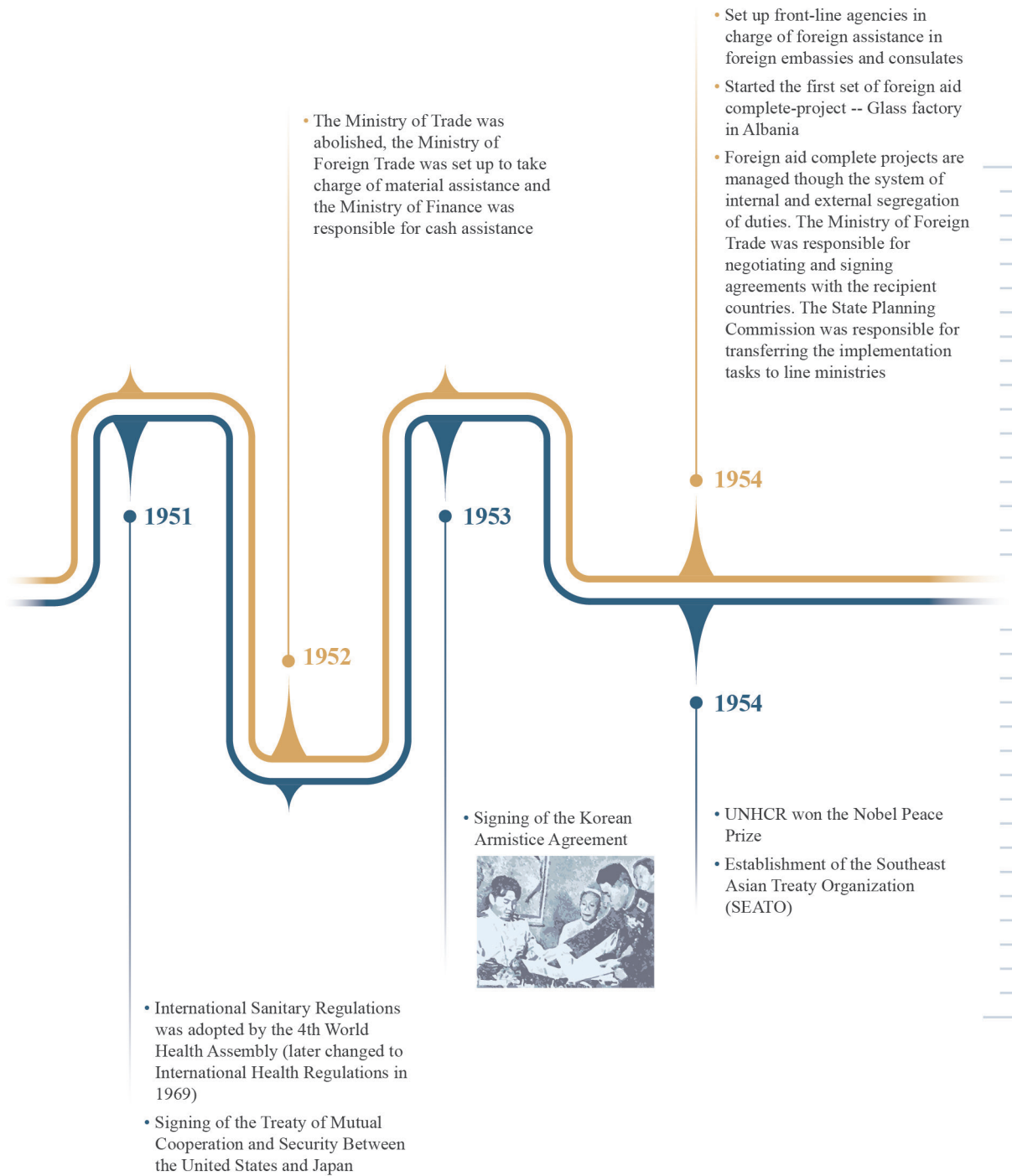
The year 2020 marks the 70th anniversary of China's foreign assistance. Spanning over 70 years, the evolution of China's foreign assistance did not progress in isolation. It is therefore important to adopt a broader and more global perspective, when observing and studying the interactions between China's foreign assistance and the surrounding political, economic and social environment in both domestic and international contexts. The Institute of International Development Cooperation (IIDC) in the Chinese Academy of International Trade and Economic Cooperation (CAITEC) of the Ministry of Commerce (MOFCOM) conducted a preliminary review of important milestones in the history of China's foreign assistance, presented alongside as background reference are selected major events that occurred in international politics, economics, and development cooperation over the same period. The milestones of China's foreign assistance is open to extension and expansion. On one hand, the recording will be updated on a yearly bases, and on the other hand, the content can be further expanded to reflect different development topics accordingly. Due to limitations in time, space and capacity, there may exist oversight and inaccuracies in the selection and description of relevant events in this edition of the milestones. We appreciate your understanding and welcome any corrections or additional inputs.

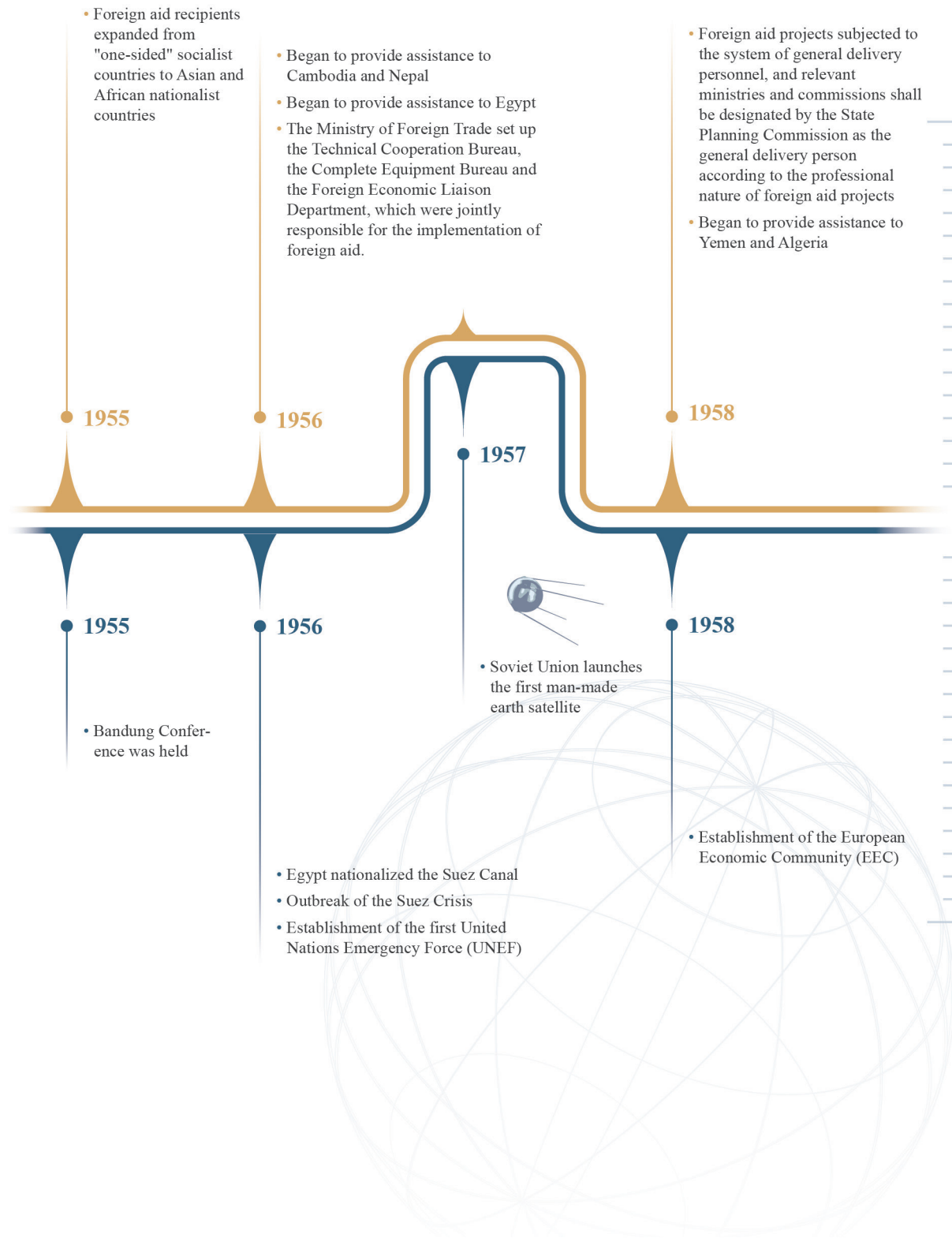


CHINA'S FOREIGN ASSISTANCE MILESTONES (1950-2020)









- Foreign aid recipients expanded from "one-sided" socialist countries to Asian and African nationalist countries

1955

1955

- Bandung Conference was held

- Began to provide assistance to Cambodia and Nepal
- Began to provide assistance to Egypt
- The Ministry of Foreign Trade set up the Technical Cooperation Bureau, the Complete Equipment Bureau and the Foreign Economic Liaison Department, which were jointly responsible for the implementation of foreign aid.

1956

1956

- Egypt nationalized the Suez Canal
- Outbreak of the Suez Crisis
- Establishment of the first United Nations Emergency Force (UNEF)

1957

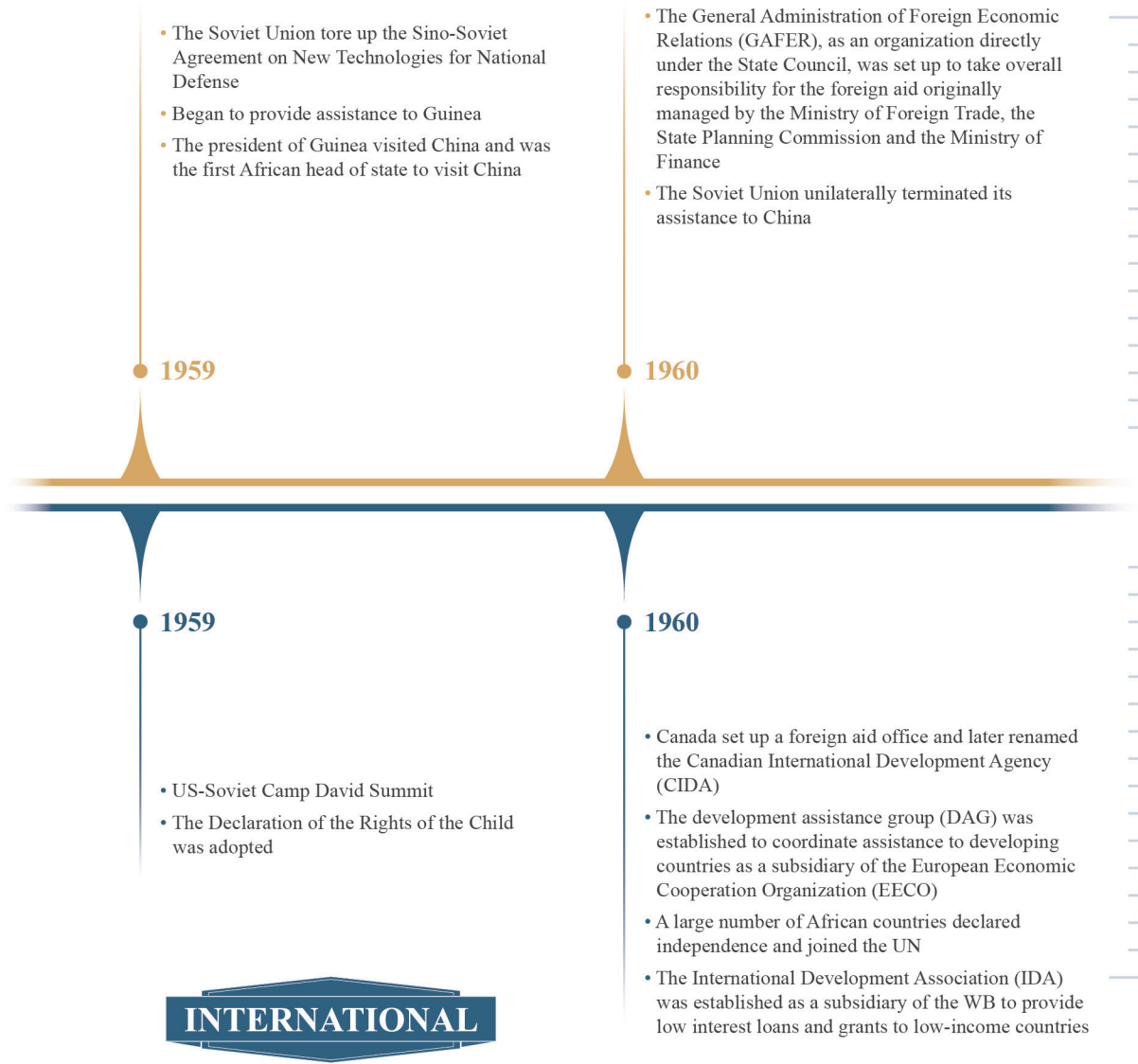
- Soviet Union launches the first man-made earth satellite

- Foreign aid projects subjected to the system of general delivery personnel, and relevant ministries and commissions shall be designated by the State Planning Commission as the general delivery person according to the professional nature of foreign aid projects
- Began to provide assistance to Yemen and Algeria

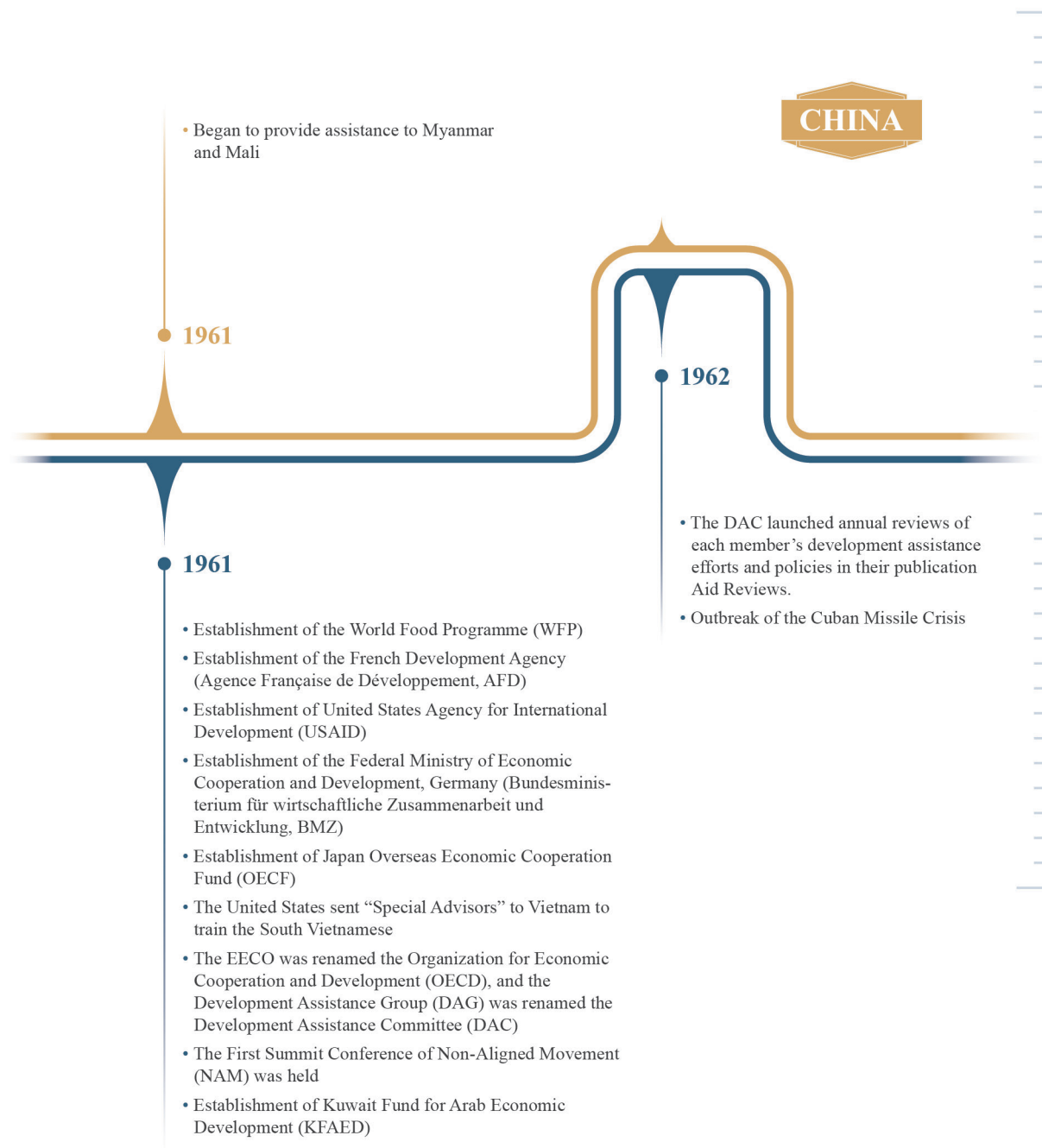
1958

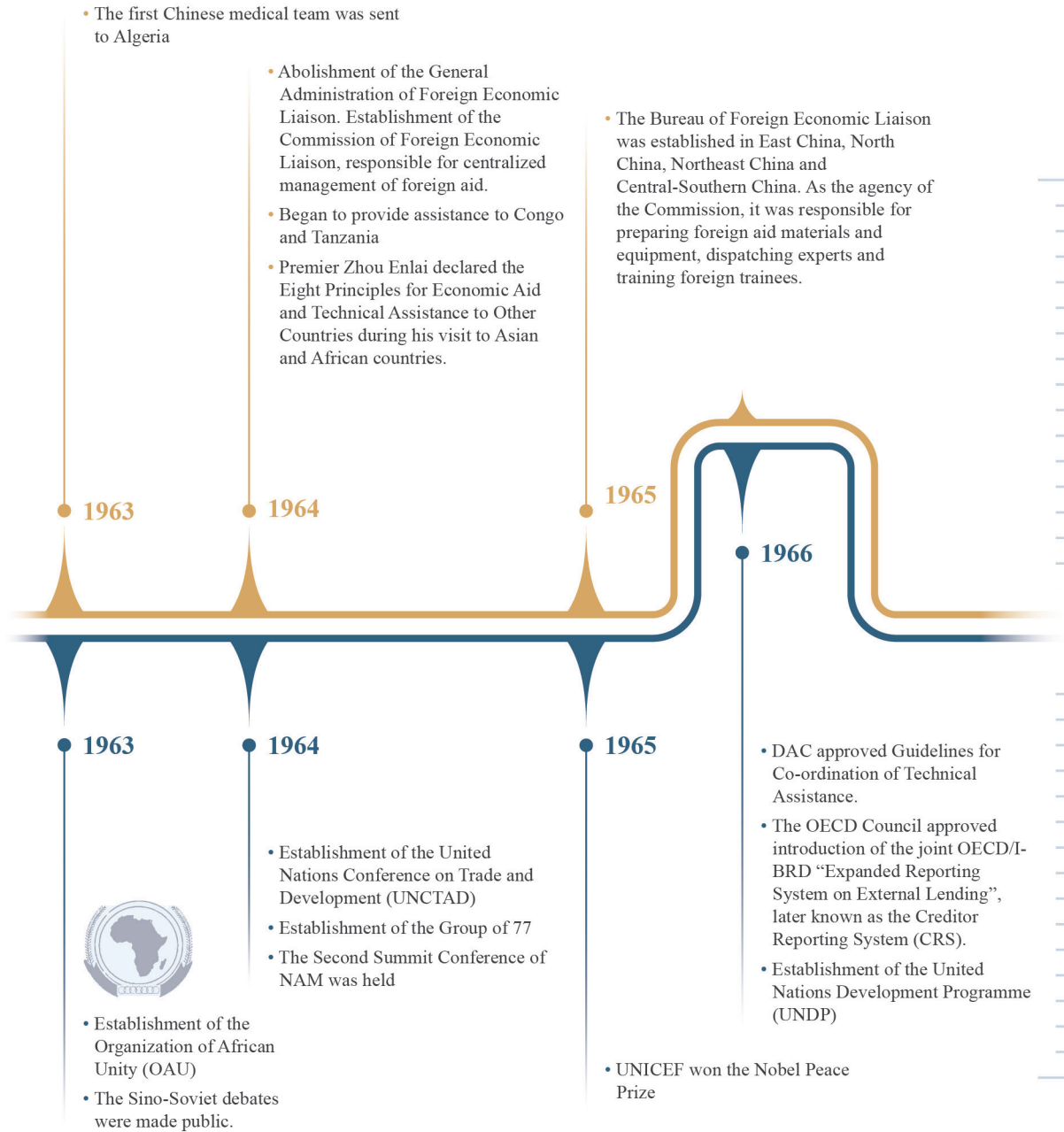
1958

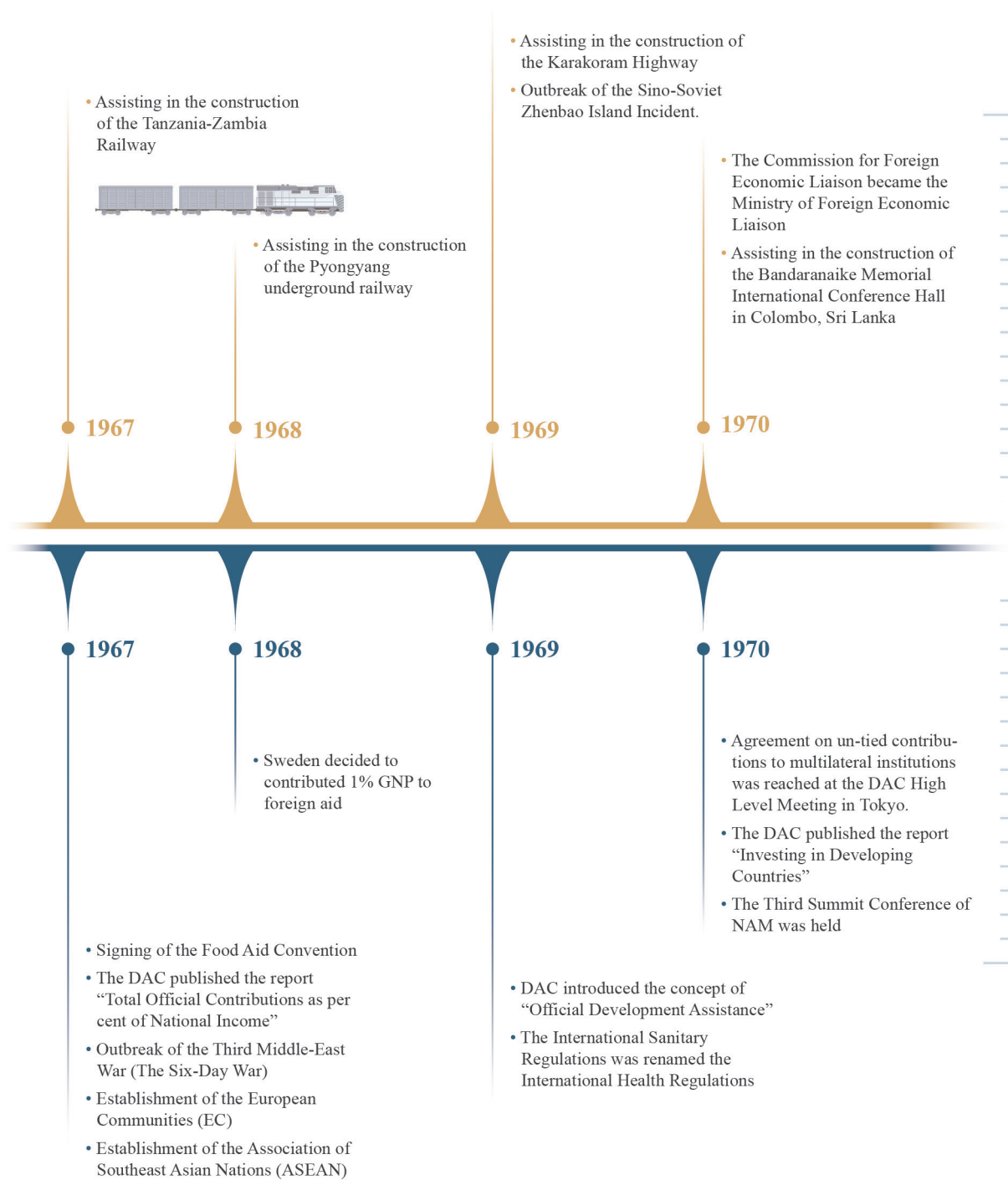
- Establishment of the European Economic Community (EEC)

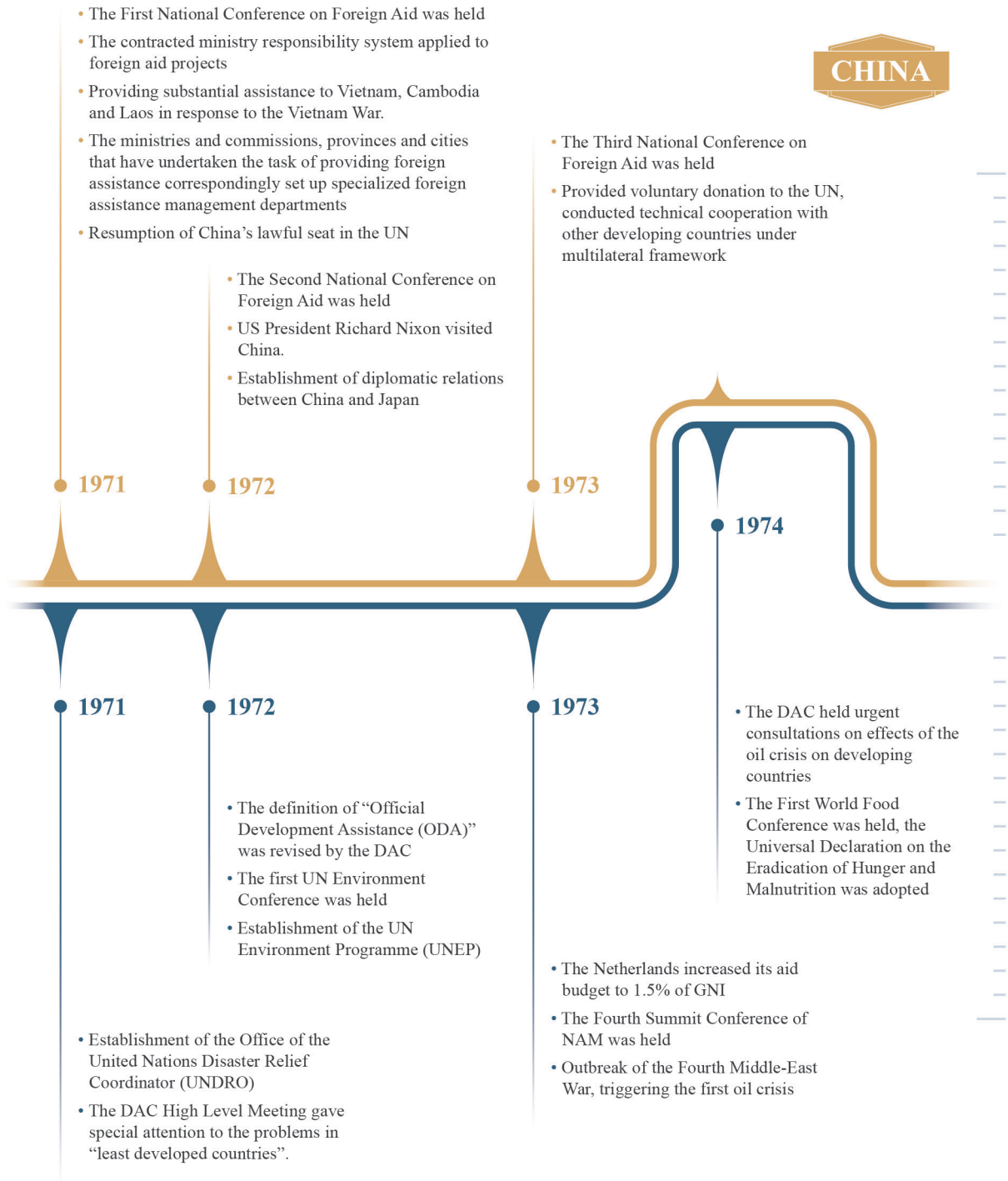


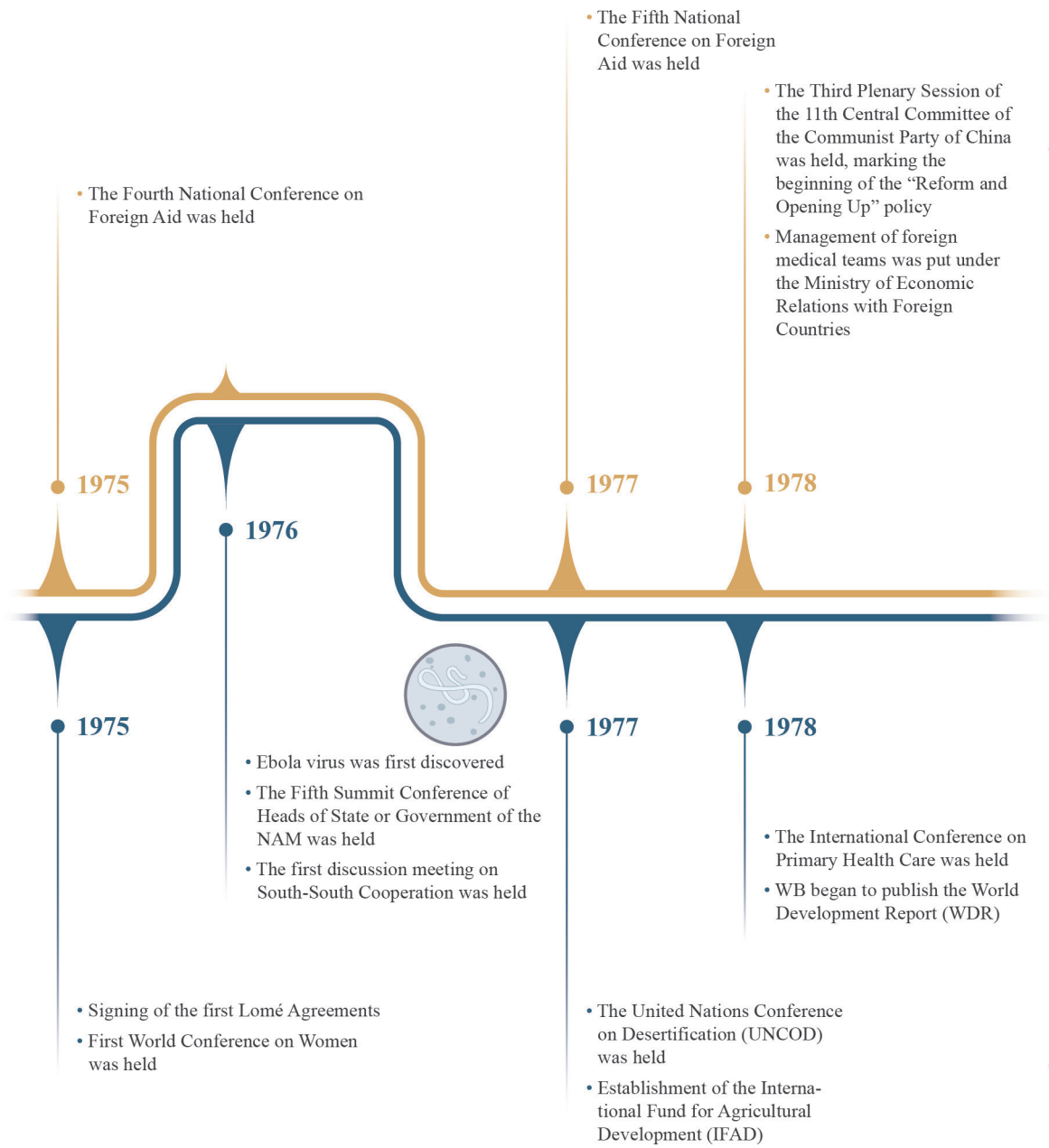
CHINA'S FOREIGN ASSISTANCE MILESTONES (1950-2020)



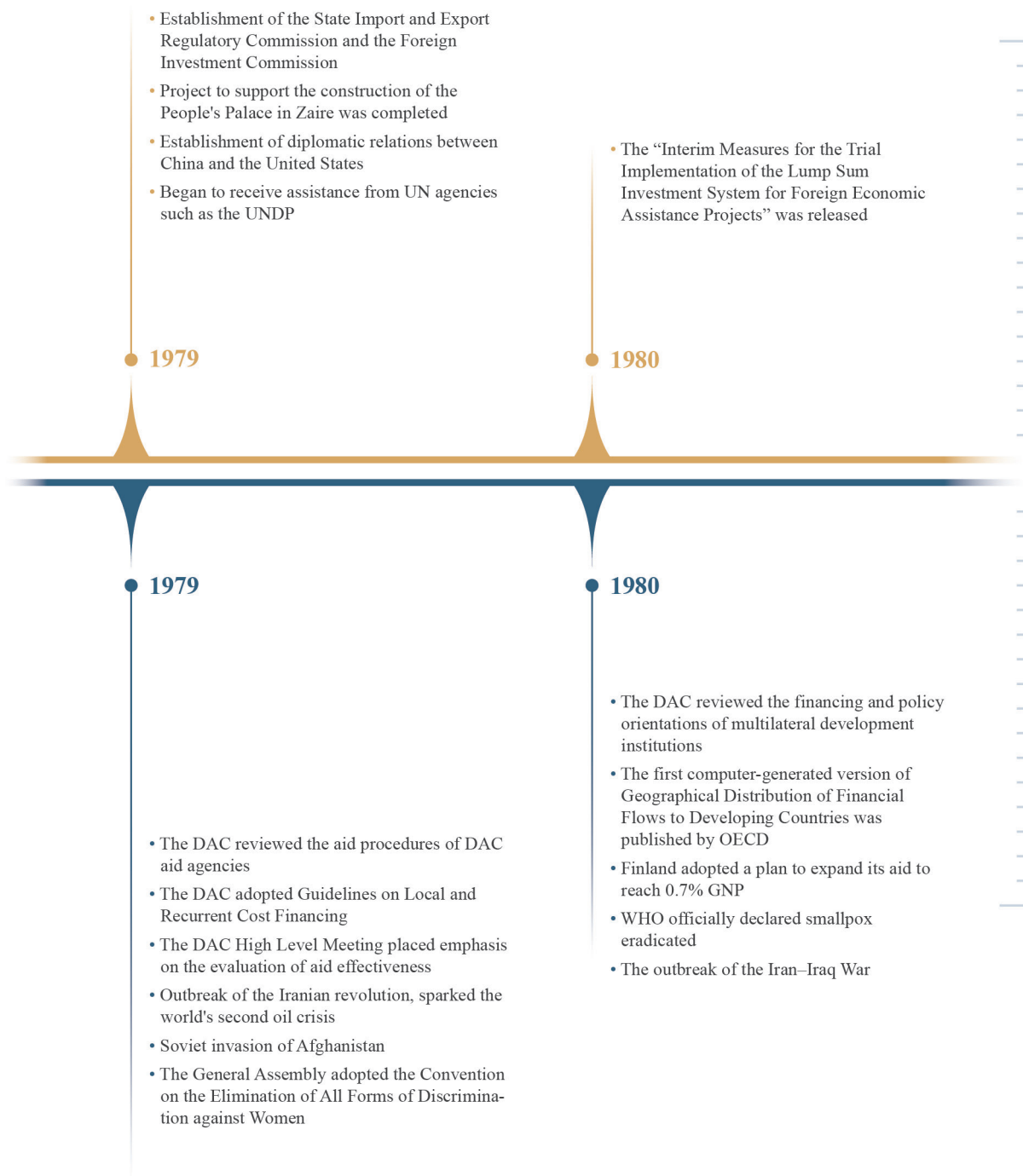








INTERNATIONAL



- The first major hydroelectric project – Dock Number 6 (popularly known as the Red China Dock) was completed
- Courses on technical cooperation among developing countries (TCDC) were organized in collaboration with the UNDP

1981

- Decision to establish the Ministry of Foreign Economic Relations and Trade through a merger of the Import and Export Commission, the Ministry of Foreign Trade, the Ministry of Foreign Economic Relations and the Foreign Investment Commission. The Bureau of Foreign Assistance (later renamed the Department of Foreign Assistance) was set under to centralize the management of foreign assistance
- The Ministry of Foreign Trade and Economic Cooperation adopted a decentralized management system for its foreign aid functions. The Bureau of Foreign Assistance was mainly responsible for macro-management, while the China Complete Plant Import and Export Corporation, also acted as the executive bureau for foreign aid projects, mainly assumed micro-management functions in the organization and implementation of foreign aid projects
- Four principles for economic and technical cooperation with developing countries were proposed by Premier Zhao Ziyang during his visit to Africa
- Local provinces and cities gradually abolished their foreign aid administrations

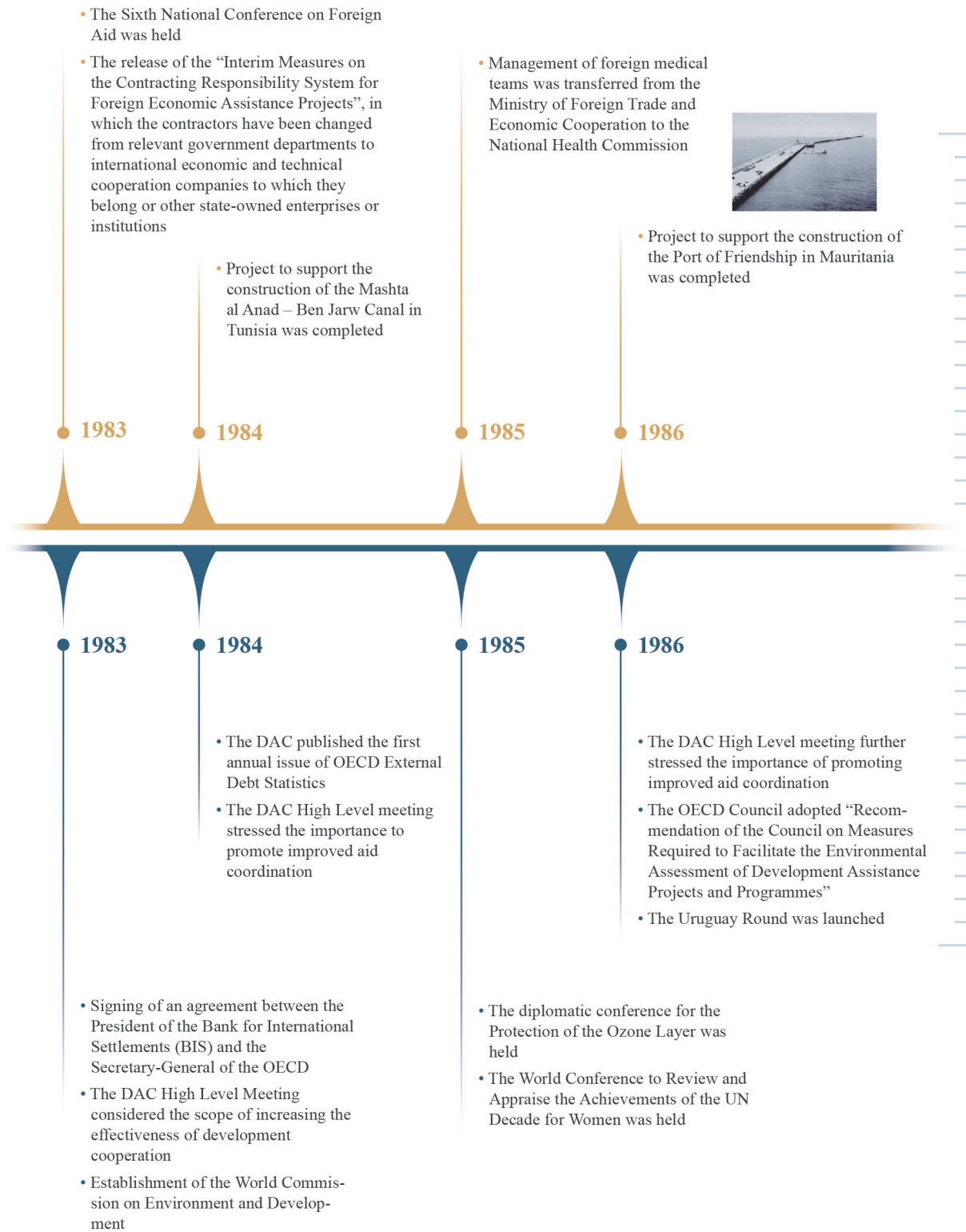
1982

1981

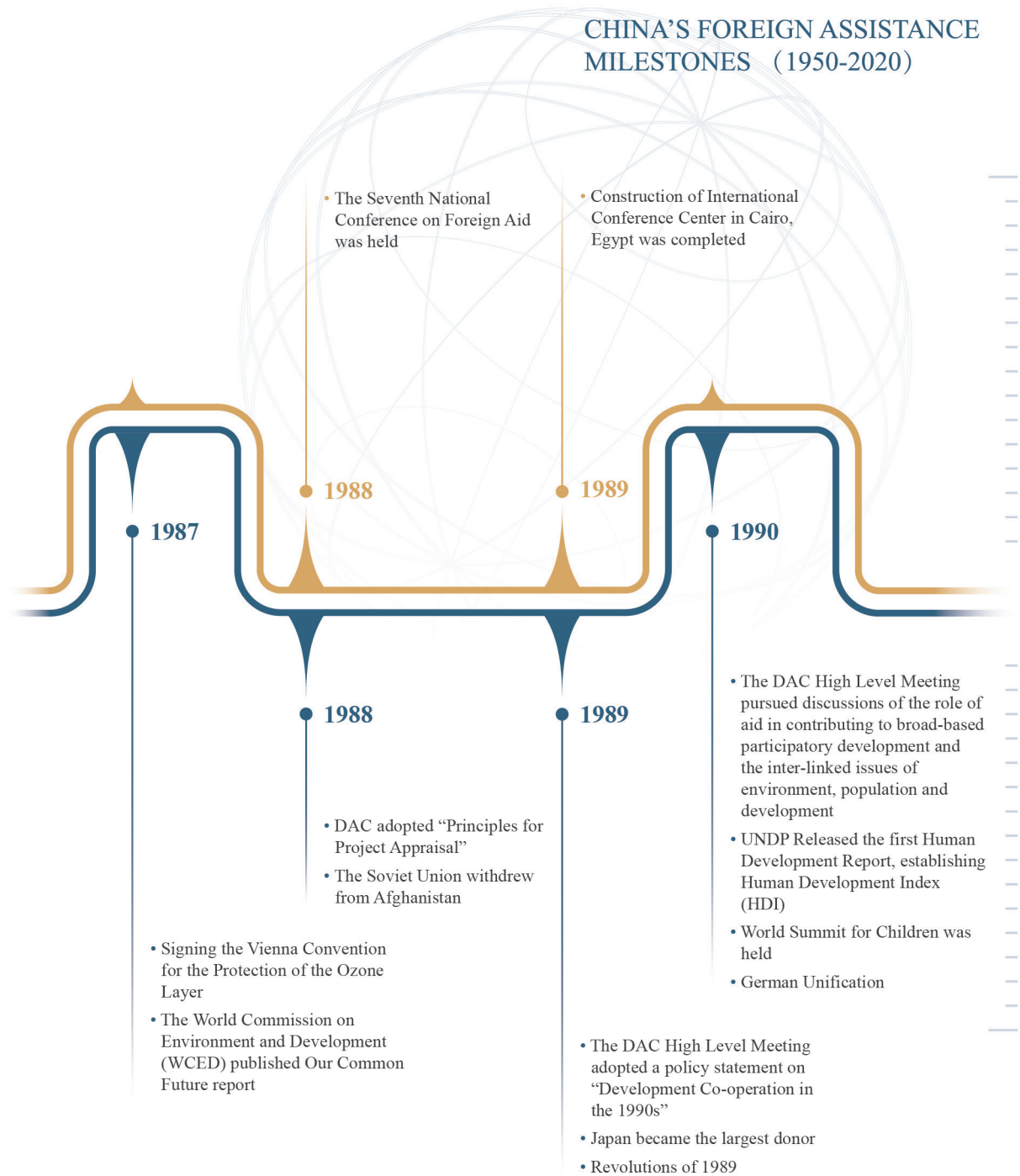
- DAC reviewed the role of women in the course of development
- France announced that it intends to achieve the 0.7% of GNP target for independent countries
- UNHCR was awarded the Nobel Peace Prize for the second time

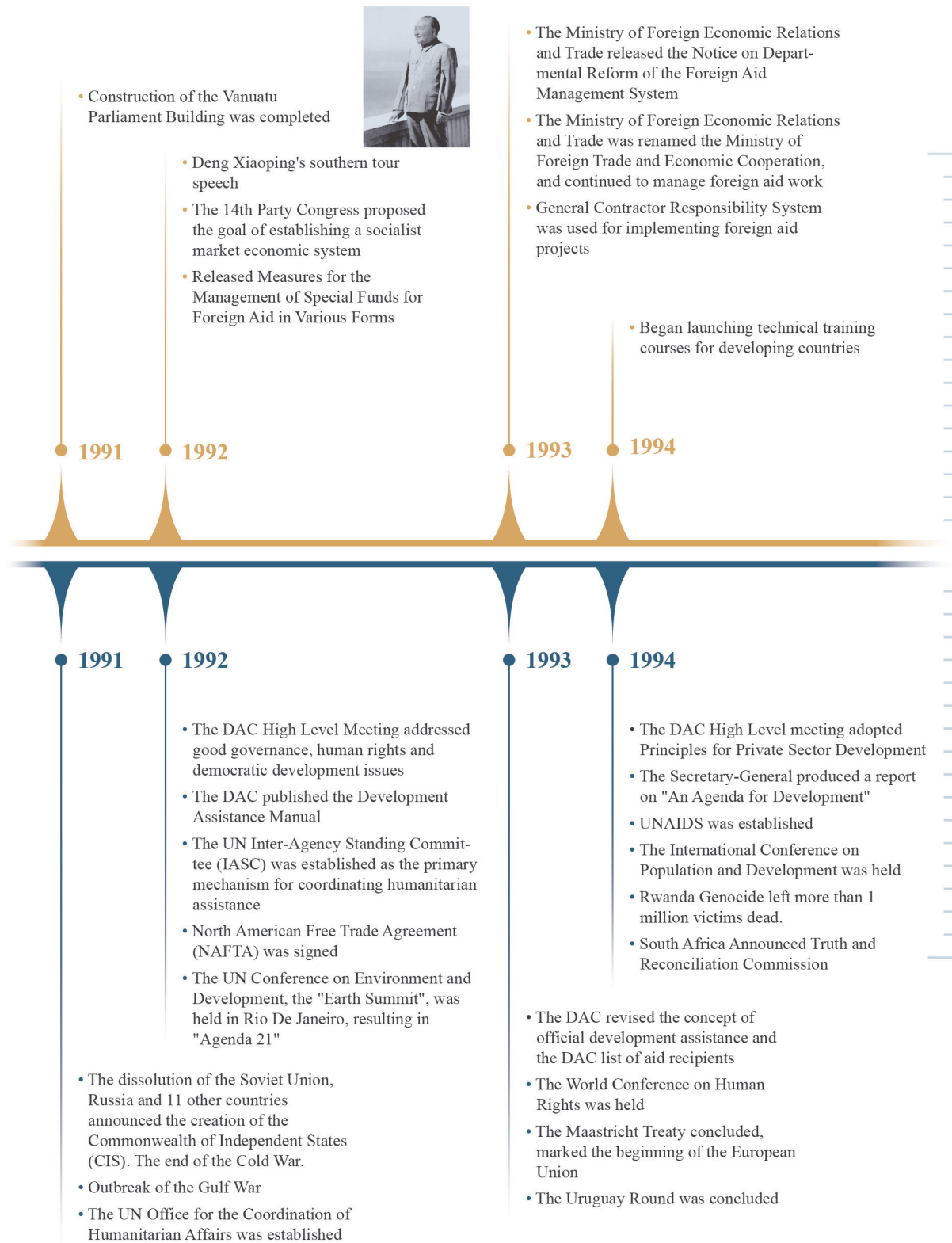
1982

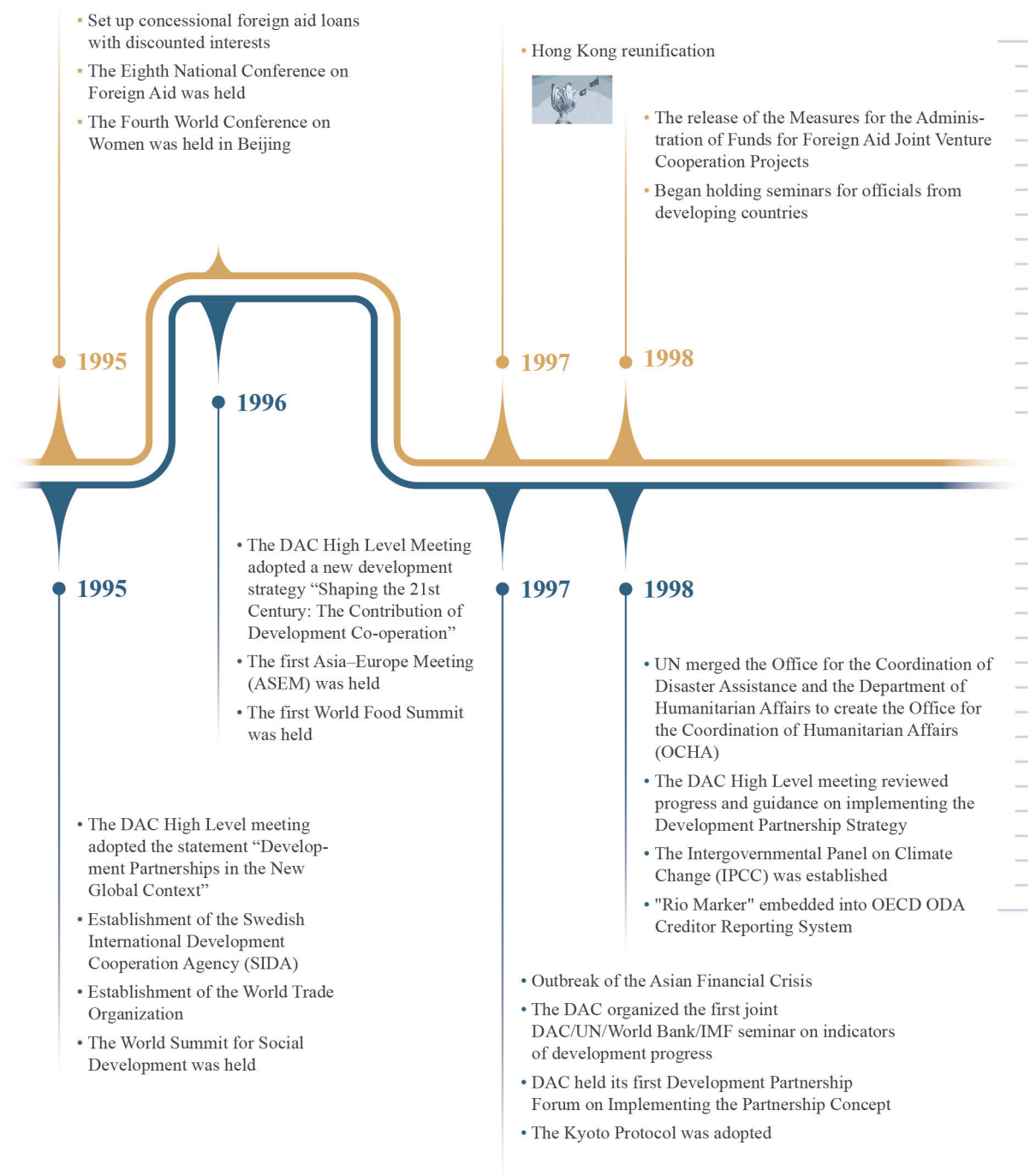
- The DAC published the survey of External Debt of Developing Countries
- Signing the UN Convention on the Law of the Sea

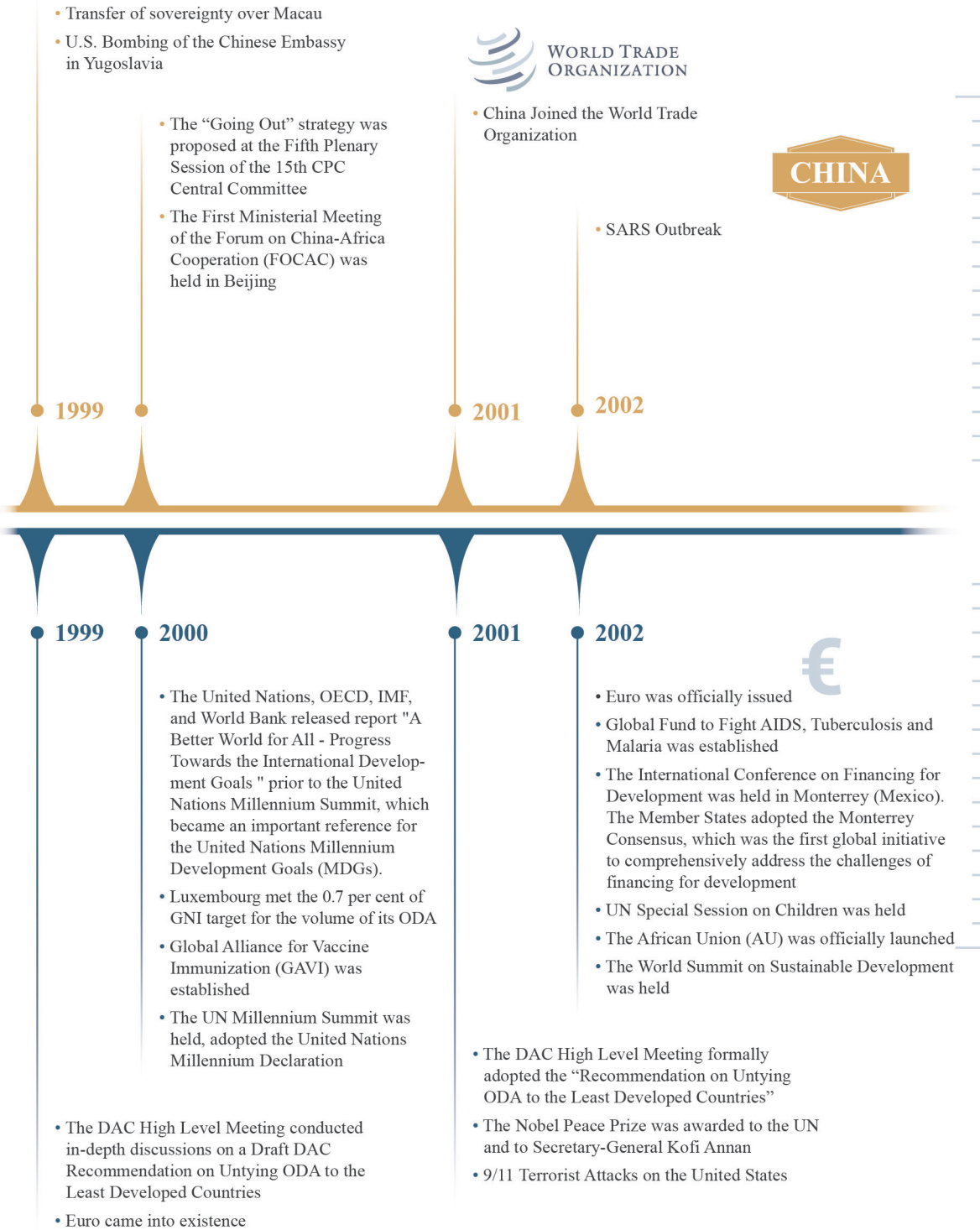


CHINA'S FOREIGN ASSISTANCE MILESTONES (1950-2020)









- The former Ministry of Foreign Trade and Economic Cooperation integrated with the former State Planning Commission and State Economic and Trade Commission to form the Ministry of Commerce, and continued to manage foreign aid work
- Implementation of the “Three Separations” reform of “policy formulation, implementation and supervision” in line with the national administrative examination and approval system reform
- The Ministry of Commerce established the Bureau of International Economic Cooperation, responsible for the organization, implementation and management of foreign aid projects
- The First Ministerial Meeting of the China-Portuguese-Speaking Countries Economic and Trade Cooperation Conference was held
- The Second Ministerial Meeting of the Forum on China-Africa Cooperation Held in Addis Ababa

2003

- “The First Ministerial Meeting of the China-Arab States Cooperation Forum was held
- Temporary Measures for the Selection, Dispatchment and Management of Young Volunteers supported by Foreign Aid went into effect and the first group of volunteers were sent to Laos

2004

2003

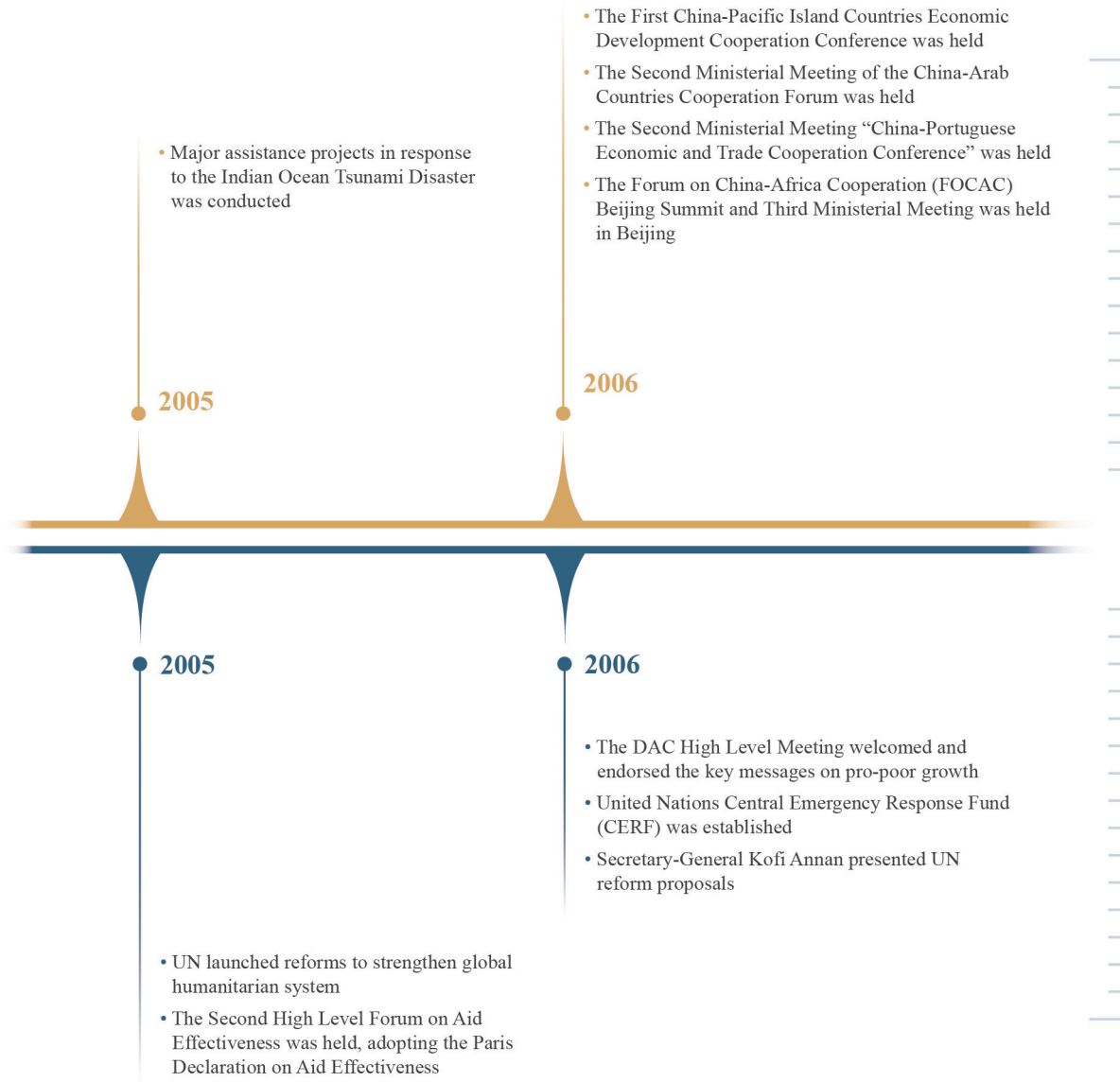
- The First High Level Forum on Aid Effectiveness was held in Rome

2004

- The DAC High Level Meeting helped developing countries respond to violent conflict
- The Indian Ocean earthquake and tsunami

INTERNATIONAL

CHINA'S FOREIGN ASSISTANCE MILESTONES (1950-2020)



- The Second China-Caribbean Economic and Trade Cooperation Conference was held

2007

- Opening of the Gwadar Port Project in Pakistan
- Ministry of Commerce led the establishment of an inter-ministerial contact mechanism for foreign aid
- Ministry of Commerce implemented specialization of the foreign assistance program executing agencies
- Launching of a Master's Education Program for Developing Countries
- Wenchuan earthquake
- Beijing hosted the Olympic Games

2008



- The fourth Ministerial Meeting of the Forum on China-Africa Cooperation was held in Sharm El Sheikh

2009

- The Fourth China-Arab States Cooperation Forum Ministerial Meeting was held
- The Ninth National Conference on Foreign Aid was held
- The Third Ministerial Meeting on China-Portuguese Economic and Trade Cooperation was held

2010

2007

- The Nobel Peace Prize 2007 was awarded to the Intergovernmental Panel on Climate Change (IPCC)
- The International Health Regulations (2005) came into force

2008

- The subprime mortgage crisis occurred in U.S.
- The Third High Level Forum on Aid Effectiveness was held, adopting the Accra Agenda for Action
- The United Nations General Assembly designated 19 August as World Humanitarian Day

2009

- World Summit on Food Security was held

2010

- Earthquake in Haiti
- The Arab Spring Began
- UN Women was established

CHINA

- Ministry of Commerce led the upgrading of the Foreign Aid Inter-Ministerial Liaison Mechanism into Inter-Ministerial Coordination Mechanism
- Publication of China's Foreign Aid (2011) White Paper
- The Third China-Caribbean Economic and Trade Cooperation Conference was held
- China announced aid initiatives to support developing countries in addressing climate change at the Conference of the Parties of the UN Framework Convention on Climate Change (UNFCCC)
- China Announced Aid to Cotton-4 Countries in Africa to promote trade

2011

- The fifth ministerial meeting of the China-Arab States Cooperation Forum (CASCF) was held
- Handover of the African Union Conference Center Project
- The Fifth Ministerial Meeting of the Forum on China-Africa Cooperation (FOCAC) was held in Beijing
- The 18th National Congress of the Communist Party of China (CPC) was held

2012

2011

- Syrian Civil War Broke Out
- Earthquake hit Miyagi Prefecture in Japan, resulting in explosion at the Fukushima Daiichi Nuclear Power Plant
- Republic of South Sudan was founded
- "Occupy Wall Street" movement erupted
- World population surpassed 7 Billion
- The Fourth High-Level Forum on Aid Effectiveness adopted the Busan Declaration on a New Global Partnership, transforming "aid effectiveness" into "development effectiveness"

2012

- UN Conference on Sustainable Development was held

CHINA'S FOREIGN ASSISTANCE MILESTONES (1950-2020)

- President Xi Jinping visited Africa
- President Xi Jinping visited the Latin America and the Caribbean
- President Xi Jinping proposed the Belt and Road Initiative (BRI)
- The Second China-Pacific Island Countries Economic Development and Cooperation Forum was held
- The Fourth Ministerial Meeting on China-Portuguese Economic and Trade Cooperation was held

2013

- In response to the Ebola Outbreak in West Africa, China provided four rounds of assistance worth of 750 million RMB to 13 African countries
- The sixth ministerial meeting of the China-Arab States Cooperation Forum (CASCF) was held
- Publication of China's Foreign Aid (2014) White Paper
- The Ministry of Commerce (MOFCOM) issued the Measures for the Administration of Foreign Aid (Trial) to impose institutional constraints on the approval, implementation and supervision of foreign aid projects

2014

2013

- The first Youth Assembly at the United Nations

2014

- Ebola Outbreak in West Africa
- UN established first-ever special mission to address a public health crisis (Ebola Outbreak)

INTERNATIONAL

- The first Ministerial Meeting of the China-CELAC Forum was held
- China provided emergency humanitarian assistance to Nepal's devastating earthquake
- China announced the establishment of "Fund for South-South Cooperation"
- The Johannesburg Summit and the 6th Ministerial Conference of the Forum on China-Africa Cooperation (FOCAC) was held
- "Measures for the Qualifications Accreditation of Foreign Aid Project Implementation Enterprises (for Trial Implementation)" was promulgated and implemented

2015

- "Measures for Administration of Foreign Aid Complete Plant Projects (for Trial Implementation)" was promulgated and implemented
- "Measures for the Administration of Foreign Technical Assistance Projects (for Trial Implementation)" was promulgated and implemented
- "Measures for Administration of Foreign Aid Materials Projects (for Trial Implementation)" was promulgated and implemented
- "Administrative Measures for the Use of Foreign Aid Signs (for Trial Implementation)" was promulgated and implemented
- The 7th Ministerial Meeting of the CASCF was held
- The 5th Ministerial Conference of the Forum for Economic and Trade Cooperation between China and Portuguese-speaking countries was held

2016

2015

- The UN Development Summit was held and the "Transforming our World: The 2030 Agenda for Sustainable Development" was adopted
- Outbreak of Yemen's civil war
- Outbreak of European Refugee Crisis
- Outbreak of Zika Virus
- Outbreak of MERS
- "The Paris Agreement" was adopted at the 21st UN Climate Change Conference

2016

- The World Humanitarian Summit was held in Turkey, making humanitarian a global issue for the first time
- British referendum on Brexit
- Innovation Alliance for epidemic prevention (CEPI) was established
- UN summit on refugees and migrants was held

- The Leading Group for Deepening Reform comprehensively deliberated and approved the Opinions on the Implementation of Reforms to Foreign Aid
- The First Belt and Road Forum for International Cooperation was held
- The 19th session of national congress of the communist party of China was held

2017

- The second Ministerial Meeting of the China-CELAC Forum was held
- Establishment of China International Development Cooperation Agency
- Trade disputes between China and the United States
- The 8th Ministerial Meeting of the CASCF was held
- The Beijing Summit and the 7th Ministerial Conference of the Forum on China-Africa Cooperation (FOCAC) was held

2018



2017

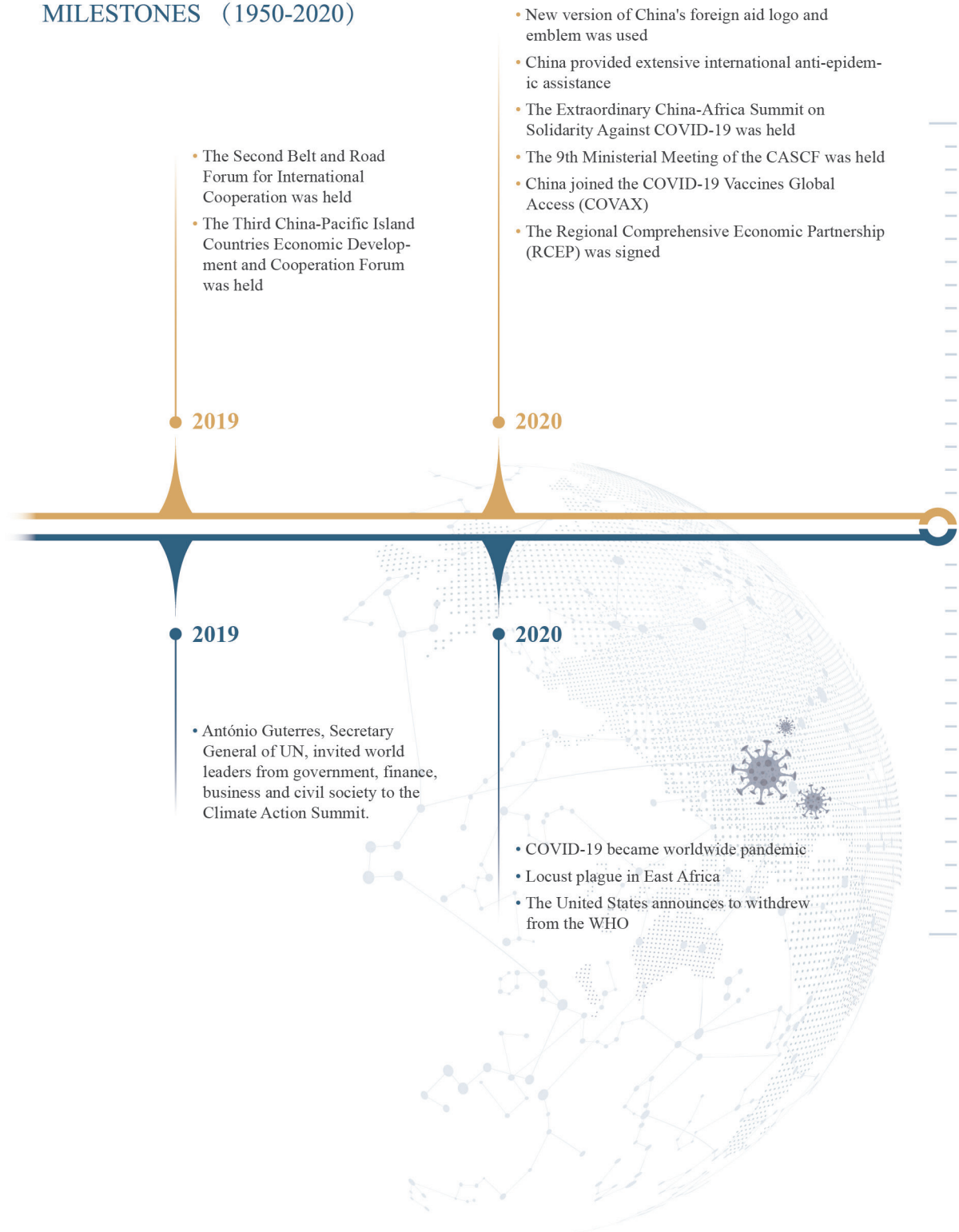
- The United States announced its withdrawal from TPP



2018

- Outbreak of Ebola virus in Congo
- The 2018 Global Conference on Primary Health Care was held and the "Astana Declaration" was issued, pointing out the direction of action for achieving universal health coverage
- Outbreak of the Yellow Vest Movement (Mouvement des gilets jaunes)
- "Comprehensive and Progressive Agreement for Trans-Pacific Partnership (CPTPP)" was signed

CHINA'S FOREIGN ASSISTANCE MILESTONES (1950-2020)





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