

Executive Summary

I. Introduction

1. Research Background & Objective

Acknowledging the importance of the Millennium Development Goals (MDGs) in 2001, international society has begun to realize the need of poverty reduction through a more coherent policy making. Gradually, governments have begun to work towards expressing a common aid vision and strategy through “White Papers” or policy papers; these papers target domestic as well as international audience to announce the government’s overall international development vision, strategy, direction, and purpose as well as achieving MDGs for poverty alleviation.

Despite its effort, one of the biggest challenges for the Korean government is to have a coherent vision through a high consensus within the fragmented aid system (OECD 2012). To solve this problem, our research team recommends the Korean government to publish an ODA White Paper that facilitates interaction among stakeholders, creates a common vision increasing mutual cooperation and strengthens today’s political momentum. In addition, we recommend that the ODA White Paper to improve public awareness regarding Korea’s role and capability towards poverty alleviation and peace which will further facilitate a shared understanding with the people and higher accountability for the government. Thus, our research consists of identifying the direction and framework for the Korean government’s first ODA White Paper.

2. Definition and Purpose of White Paper

It was not until the 20th century, when Great Britain's publishing of the official government White Paper coined the term. The White Paper is now followed by many other governments, and has become a standard process for a ministry to use this document as its highest level policy strategy to in for the domestic and international society for any issue such as politics, foreign affairs, economy, and etc. Doerr (1978) suggests the following steps in order to prevent White Papers from containing misleading information: First, factual information regarding governments' policy, programs, and future strategies should be published at a regular cycle. Third, the information should be in the form of a message rather than public relations (PR) or a public campaign. Lastly, White Paper should be published through constant stakeholder interactions to increase mutual understanding of the topic.

II. OECD DAC Members ODA White Paper Status

1. OECD DAC Recommendations on Policy Vision and Purpose

OECD DAC has emphasized that members should have a clear and coherent vision following international discussions on, and guidelines for, international development cooperation and ODA. Through a participated consensus on policy vision and direction among related ministries, implementing agencies, and public society, donor governments will be able to increase accountability and aid effectiveness. By publishing the White Paper regularly, governments will be able to follow the international development trend and not only use it as a tool of communication with the public but also as a mechanism to increase the understanding of the government's ODA vision, direction, strategy, and progress within the government.

2. OECD DAC Member's ODA White Papers

Our research aims to provide the Korean government with recommendations and strategies for publishing the White Paper based on a study of OECD DAC members' ODA background, motivation, objective and standards, purpose and effect. The following paragraphs contain analysis of the members' ODA White Paper based on related documents such as the OECD DAC peer review, policy papers, legal documents, academic journals etc. Of the members, eight countries – Norway, Germany, United States, Ireland, Great Britain, Japan, Canada, and Australia – have an official ODA White Paper, three countries – Great Britain, Japan, Germany – publishing regularly, and most northern European countries excluding Norway present an ODA policy statement rather than a White Paper to publicize their political purpose and strategies. England's motivation for the first ODA White Paper emerged due to the Labour Party's acknowledgement of needing a new framework and consensus during the establishment of the Department for International Development (DFID) and other development institutional reforms. Ireland and Australia published its first ODA White Paper to manage and establish a new development framework for its increased aid. In the case of Norway, the government realized the importance of aid effectiveness and efficiency through realizing MDGs.

On the other hand, Germany published the ODA White Paper to increase public awareness and public support to solve international problems on the belief that cooperation will eventually bring national benefit. Japan used the ODA White Paper to increase public support after governmental corruption and political scandals regarding ODA institutions in the 1990s. And lastly, Canada's ODA White Paper was published to strengthen Canadian's role in the international society through realization of MDGs.

America's ODA White Paper has a distinct feature; as an unofficial document stressing aid policies, security, and foreign affairs, this paper was originally established to create a lively debate and act as a source of information among domestic stakeholders.

III. Case Studies

A total of six countries were chosen as case studies based on the following reasons. Japan and Germany were selected due to similarities of aid implementing structures. England was selected for its long publishing history, and Ireland was chosen based on its existing review process of the White Paper. In addition, Australia was selected as a case study for its good remarks from the peer review and America for its distinct feature mentioned above.

1. England

(1) Background and Purpose

The first ODA White Paper was published in 1997 with the establishment of the new DFID by the Labour Party. The ODA White Paper is an official government Paper at the highest level serving as a legal ground for enacting legislation.

(2) Implementation System

After discussions and debates among relevant ministries, agencies, and the public, the Secretary of State for International Development announces the White Paper to the Parliament which then goes through the process of legislation.

A special White Paper Publishing Team is newly formed for coordination, negotiation, and consultation during the preparation phase for six months. In accordance with the Code of Practice on Consultations, this team provides the primary role of public consultations also creating an internet site open to public for a lively debate containing information categorized by topics and issues. Based on this discussion, the Director gathers public opinion and creates a consultation document to reflect these opinions publishing a more detailed and realistic ODA White Paper.

(3) Content

Great Britain's ODA White Paper encompasses diverse topics ranging from poverty alleviation to different international commitments of diverse organizations and agencies such as UN, EU, OECD DAC, and etc. As we can see in the 1997 and 2009 ODA White Paper, Great Britain shows how global issues influence the England society. The former consists of an overall background of international development and how England shall be participating international society whereas the latter has more detailed topics and shows the changing international society and global issues through the eyes of an England citizen. White Papers generally consist of showing the progress of England's aid allocations and its support for the realization of MDGs.

(4) Functionality

England's White Paper has recognition of inspiring discussions and debates among international donors and society; however, the genuine function of the ODA White Paper is to assist law making by targeting its domestic audience. Thus, Great Britain's international development not only encompasses problem solving, but also deals with the impact of the domestic economy when having a developing country partner. Also another form of policy proposal, England

publishes the Consultation Document which has the function of a Green Paper. This Green Paper is published before the White Paper and is used to facilitate heated discussions and debates for the upcoming topics of the White Paper.

2. Japan

(1) Background and Purpose

Before the official publishing of the ODA White Paper, Japan had published an ODA Charter in 1992 with annual reports similar to the characteristics of a White Paper showing aid allocation and annual progress. During the 1990s, Japan faced government corruption and political scandals which encouraged the Japanese government to increase public understanding and public support for its ODA projects in 1994. This turning point for Japan has led its government to look back its past forty years of ODA and promise a new international development framework (MOFA 1994:2). Thus, the name of the annual report was changed to the ODA White Paper in 2000 and the ODA Charter was newly revised in 2002.

(2) Implementation System

Albeit non-binding, the ODA Charter is significant as it provides all political and legal framework and guidelines for ministries, agencies, and lower administration for the government's international development. Minister of Ministry of Foreign Affairs is nominated as the Director of all ODA policies and has the duty to report and publish the annual ODA White Paper to the Parliament.

One of the most distinct features of the Japanese ODA White Paper, Ministry of Foreign Affairs (MOFA) has complete leverage of preparation and publishing. The White Paper does not entail any political commitment and implementation objectives, thus there is no evaluation process or feedback

from the public.

Although Japanese ODA is implemented within 10 different ministries, MOFA and JICA have two third of the entire budget. In addition, when drafting is finalized by MOFA, other ministries also participate to discuss and express their opinions about the draft, although no heavy or big changes can be noted. Overall, MOFA has no external audit or a check and balance system for the publishing the ODA White Paper; this has an advantage of time efficiency and prevention of political influence.

(3) Content

The purpose of the Japanese ODA White Paper is to increase understanding and obtain wide public support. Therefore, the paper is clear, easy to understand, and is mostly summarized in catch phrases that explain the current international and Japanese situation of development aid.

An interesting characteristic of the Japanese ODA White Paper is the absence of ODA policies, rather deals with information of domestic issues that may help the understanding of the overall international development.

(4) Functionality

The main function of Japanese ODA White Paper is to increase public awareness and support for international development. These features are well seen in the current ODA White Papers, as they contain pictures, graphs, and easy to understand statistics for a PR purpose for the public.

3. Ireland

(1) Background and Purpose

Observing the trend of domestic and international society, Ireland decides to

publish its first ODA White Paper in 2006 to increase aid effectiveness, accountability, and obtain public support. The paper functions as a communication tool among all relevant stakeholders and has been noted to be useful for constant support throughout economic upheavals.

After the first ODA White Paper, Ireland published another policy paper in 2013 which substitutes as a new ODA White Paper. Although the 2013 policy paper was not termed as an official White Paper, these two documents are at the government's highest level containing aid vision and strategy.

(2) Implementation System

Ireland's White Paper goes through a one year process of inter-ministerial debate, stakeholder negotiation, and public consultation during the preparation phase. The Department of Foreign Affairs and Trade leads the preparations and ensures all relevant departments, ministries, agencies and public to participate in the publication of White Paper.

Furthermore, the new government established in 2011 conducted a review process to examine and evaluate Ireland's development priorities based on the changing trend of international development. This evaluation process looks at the aid progress of the past five years and encourages finding a more suitable vision, strategy, and future policy.

The review and evaluating process of the White Paper consists of the following 1) whether the government has kept promises raised in the 2006 White Paper 2) any domestic or international changes that might affect Ireland's international development aid and 3) to focus on development programs and priorities of the Irish government. The government ensures communication with public and NGOs through various methods as SNS and receives reviews from relevant ministries, Trade Union, civil corporations, and academic. Various entities gather to 1) assist the decision making procedure 2)

collect information 3) provide public awareness to reduce gaps between the public and aid programs 4) to achieve government accountability, transparency and trust.

From 2010, Irish Aid Expert Advisory has been assisting the government in publishing a transparent and effective review process and public consultations. While Great Britain uses public consultations to gather information before the publishing of the Paper, Ireland uses it to monitor and evaluate published White Papers and as a ground for future policy aid reforms. Ireland uses a variety of different channels to retrieve as much feedback and to reflect the current important development issues in its evaluation process.

As it targets public support, Ireland's ODA White Paper contains clear and detailed information of aid allocation, showing how, where, and for what their government tax/resources have been used. Due to this aspect, the 2006 ODA White Paper is explained in an economic and financial perspective. The paper itself encompasses all the necessary topics on how Ireland's policies and strategies are interrelated; this has a disadvantage as all the topics are overly compacted and readers find it hard to pinpoint the priority topics. Compared to the 2006 White Paper, the 2013 policy paper is shorter and entails a more in depth information for a small range of topics.

(4) Functionality

In 2009, OECD DAC Peer Review complimented the 2006 ODA White Paper for creating an overarching framework consisting of all the necessary and broad development topics including future visions and strategy. The White Paper explains the need of development aid and how it will benefit Ireland's society through solid relationships with the developing governments. During interviews with the Irish Aid officials, our research team learnt that a solid ODA White Paper needs to have a detailed and clear information according to

the relevant composition and objective rather than laying out new policies. In addition, Irish Aid officials encourage the participation of all relevant stakeholders to take action and part in the preparation of the White Paper.

4. Australia

(1) Background and Objective

Australia decided to publish its first ODA White Paper in 2006 based on public support after the 2004 Indonesia tsunami. The ODA White Paper was a ten year development framework and guideline to realize MDGs; it announced clear objectives, purposes and the need of aid effectiveness and efficiency for not only Australia's own benefits but also for the peace and security of international society. During the regime change in 2007, the new Prime Minister Kevin Rudd took the lead in promoting an even larger amount of aid with more public support.

In 2011, the Australian government published a new development strategy paper focusing on efficient aid allocation and poverty allocation; this policy paper substitutes the 2006 ODA White Paper. It commits to a four year nation-wide framework and detailed executing policy strategy papers have been published in the following years.

(2) Implementation System

AusAID is in charge of administering, coordinating and implementing 92 percent of Australian aid. With full leverage, they provide MOFA with development policy consulting, poverty reduction plans and humanitarian aid. During the preparation phase of the 2006 ODA White Paper, the AusAID encouraged domestic and international actors to participate in intense seminars, discussions and consultations. In 2010, the Australian government

conducted its first aid effectiveness evaluation with five panels from different stakeholders and actors from government ministries, agencies, NGOs, institutions, partner countries, corporates, and civil society; as a result the government published the “Independent Review of Aid Effectiveness.”

(3) Content

The 2006 ODA White Paper explicitly refers poverty reduction and sustainable development as its objective for the benefits of Australian government and international society. Furthermore, the paper deals with Australia’s overall vision, strategy, and priority countries for a peace and security; MDGs are also an important aspect of the paper. As the 2006 ODA White Paper loses its function as an official government ODA framework due to the 2007 regime change, OECD DAC peer review (2008) suggests a new common vision and strategy for the government. Thus, the new 2011 international development policy paper was established; the paper stresses poverty reduction realizing MDGS as main goals with aid effectiveness as being a moderator in the Asian Pacific region. The 2011 policy paper encompasses a broader range of topics including all the discussion points of the 2006 ODA White Paper.

(4) Functionality

The White Paper is significant in creating a development framework to manage the increasing aid amount. According to the 2008 OECD DAC peer review, the Australian government’s 2006 ODA White Paper was significant in terms of creating a political momentum for development policy reforms; this led to the creation of the Office of Development Effectiveness (ODE).

Through interviews with AusAID officials, our research team has learnt the preparation process of the Australian ODA White Paper had facilitated an

atmosphere to increase participation and interaction among stakeholders and ministries. The officials pointed the absence of a common vision or a White Paper may create frictions among relevant stakeholders and ministries. Another important aspect of the ODA White Paper is the establishment of the Development Effectiveness Steering committee (OECD 2008). Acknowledged by the officials, the 2006 and 2011 papers encouraged a coherent nation-wide strategy, increased overall participation and mutual understanding also serving as a communication tool.

5. United States

(1) Background and Purpose

After the 911 terrorist attacks, United States included international development as one of its priorities for national security based on the belief international development cooperation enhances a nation's safety. Security, diplomacy and development have become US's core interests, this change led the government to coordinate policies in three areas, and therefore publish its unofficial government White Paper called "US Foreign Aid: Meeting the Challenges of the Twenty-first Century" in 2004. The sole purpose of the White Paper was to increase discussion on aid policies and programs ensuring harmonization with security and diplomacy among stakeholders.

(2) Implementation System

The leading publishing agency for the ODA White Paper is the Bureau for Policy and Program Coordination (PPC); Joint Management Council and the Joint Policy were also established to increase the efficiency of administration and coordination.

(3) Content

The contents and information of the ODA White Paper are based on foundation to link national security and international aid. The paper aims to increase stakeholder interaction and establish future framework through detailed explanation of the current challenges of international development. It is also interesting to note that the White Paper has a separate Appendix summarizing the current debated topics and agenda to promote discussion and understanding.

(4) Functionality

Due to its nature as an unofficial document, views of necessity and functionality of the White Paper are quite diverse ranging from being viewed as a background paper to a government document. One noted aspect of the White Paper is that it is not at the government's highest level but rather takes the lead in observing and examining the current environment before an establishment of a new policy or strategy.

6. Germany

(1) Background and Purpose

The German government has been publishing development policy reports since the 1960s and at year 2008, the 13th policy paper was coined as the first OD A White Paper. Starting from 2008, a ODA White Paper will be published every four years reporting to the National Assembly; it aims to look back at the four years of aid allocation and prepare the future four years ahead. Currently, the 2nd ODA White Paper has been published in 2013 but not yet translated to English.

(2) Implementation System

The new German ODA White Paper was prepared by a collaboration of BMZ, KfW, and GIZ. After the chapters are each written by relevant agencies, consensus sessions are held to negotiate policy terms and coherent perspectives of international development. An interesting feature of the German policy papers is the encouragement of civil society participation before the publishing of 2008 ODA White Paper.

(3) Content

The 2013 White Paper chose poverty alleviation and realization of MDGs as the government's development policy whereas the 2008 ODA White Paper stresses more on institutional reforms of the policy structure itself.

(4) Functionality

The German government aims to use the White Paper as an Inter-governmental Report rather than as a means to facilitate public participation and discussion. 80 percent of the White Paper covers the past four to five year progress of German aid and the remaining 20 percent on future development policies. Instead of focusing on international agendas, the White Paper is a summary of the past ODA allocation, promoting domestic policy reforms and reporting current challenges to the National Assembly. This Paper serves as a communication tool for inter-ministerial and stresses the importance of collaboration and communication among stakeholders making the target audience media, NGOs, civil organizations rather than the open public.

IV. Analysis of Korea's White Paper

In Korea, central and local governments, agencies, institutions and civil

organizations have published White Papers on general or specific topics to inform the public about current policy situations rather than as a ground for enacting legislation like Western countries. This chapter examines White Papers of Korea by publication purposes, publishing institutions, and contents especially including international development.

1. Purpose of publishing White Paper

By categorizing White Papers according to its purpose, most White Papers are published by relevant ministries before or after a government or policy reform to increase public awareness and promote public relations (PR). Contents of White Paper primarily consist of introducing policy reform, current status and reports of past results. However, there are a few distinct White Papers published by ministries that present a clear future vision, objectives, and how the current status and future changes will merge to create a new direction. These White Papers are the Military White Paper, Foreign Affairs White Paper, Culture and Art White Paper, Health and Welfare White Paper, Industrial White Paper, Environment White Paper and etc.

2. Publishing Institutions

Albeit few cases of collaboration, White Papers are generally published by one leading Ministry. For example, the Military White Paper is published through the collaboration of six relevant agencies and 22 departments. This White Paper is processed through an intense review process and has been regularly published from 1967 with the exceptions due to temporary security concerns during 1968 to 1988. To increase efficiency and flexibly respond to current international trends, the Military White Paper adjusts its publishing

dates accordingly. Likewise, a White Paper should not be noted for its mere publishing, but rather as a tool to foster and encourage debates and negotiations among relevant ministries.

3. White Papers containing International Development

Foreign Affairs White Paper, Economic White Paper, Health and Welfare White Paper, Military Disaster Response White Paper, and Public Administration and Security White Paper contain information regarding international development. In this paper, we will use the Foreign Affairs White Paper and Economic White Paper as an example to demonstrate the Paper's recommendations.

These two White Papers are each published by their relevant ministry and both deal with grants and loans; but they mainly differ in their focus and content. The Economic White Paper first examined international aid in 2003 as a response to the change of foreign economic situations to create economic cooperation with major countries. It was not until 2007, when the Economic White Paper started to analyze in-depth and stress the importance for liberalization and strengthening economic cooperation with developing countries. From 2007, White Paper has dealt with Knowledge Sharing Program (KSP), explaining aid amounts, activities in major regions, policies etc.

International development has been dealt by the Foreign Affairs White Paper since the first publishing in 1990. For the purpose of economic development and Korean government's international status, the White Paper recommended international development and economic cooperation. By introducing the purpose of foreign aid, the Foreign Affairs White Paper has shown an economic perspective for the need of international development. To solidify Korea's international status and image during the increase of trade with

foreign countries, the White Paper explains international aid with international trade, energy, natural resources, and etc. in the same chapter. However, the Foreign Affairs White Paper is distinct from the Economic White Paper in terms of explaining the roles and activities of the relevant implementing ministries and agencies. It explains the overall general features of international development, but is more detailed in explaining the specific features of all the relevant agencies. However, Foreign Affairs White Paper has changed by focusing on activities by KOICA, expressing the need of the government's international and domestic responsibility, and concerns over how the government will be able reform and implement its policy and framework changes accordingly.

V. Policy Recommendations

1. Implementation Status of South Korea's ODA White Paper

Despite its past efforts of joining the OECD DAC and establishing legal and political frameworks, Korea was still in the need of an overarching government wide framework incorporating its future vision and direction. As a response to these concerns, the 『2013 ODA PR Plan』 was launched as one of the 140 agendas of the new Park administration. This agenda promotes the publishing of a Korean ODA White Paper every three years to deliver Korea's ODA vision, policies, strategies, and results to concerned stakeholders and public. A White Paper T/F team is dispatched consisting of the Prime Minister's Coordination Office, Ministry of Foreign Affairs, Ministry of Strategy and Finance, Korean Export and Import Bank, and KOICA in charge of research, content settings, and drafts. A consensus is reached through intense meetings, collaborations and negotiations to publish a White Paper

that fulfills its purpose as an overarching government wide political framework and an effective PR.

Although the current draft is notable for its addressing of future policies and strategies, it omits significant information which needs to be complemented. The White Paper should discuss Korea's responsibilities and the international society's role for poverty alleviation and sustainable development. Furthermore, the document should be able to retain a persuasive mechanism as public awareness and understanding are key solutions to public support.

2. Establishing the objective and purpose of ODA White Paper

The two major significance of an ODA White Paper is to serve as an overarching policy framework and as a communication or information tool to the open public. This research does not in any way suggest the government to accept or promote one particular function of the White Paper, rather emphasizes need of the Korean government to realize a White Paper functioning only as an information source to the public will mislead the audience with vague, and different interpretations of international development. Thus, we suggest an ODA White Paper should firstly be an overarching policy framework to ensure the understanding of related stakeholders and civil society and later operate as a communication tool among the public and stakeholders.

White Papers are generally based on the government's legal ground, official documents and ODA plans on how the current ODA framework is being implemented, coordinated and monitored. With this process, the government and the public will form an aligned and coherent vision which in turn creates a guideline for other political strategies. Korean government should be able to integrate domestic and international issues, understand and respond to future

changes. The biggest challenge of the Korean society is the fragmented agencies and institutions; there is no hierarchy or a clear role set for each of the implementing agencies which make it more complicated to have a coherent vision. To prevent this confusion, we propose international development laws to incorporate this specific information. By publishing a coherent and easy to understand ODA White Paper, it will be able to guide our audience to a more transparent and accountable ODA direction. In addition, there should be an official cycle either through a five year plan or a mid-long term strategy paper to ensure public awareness. Without this feature the White Paper will not be able to fully communicate with the public, and will merely serve as a purpose of public marketing or giving information. Therefore, the 2016 White Paper should have public consultations before the 2015 framework has begun.

3. ODA White Paper Content and Information

The contents of the White Paper should be rearranged according to the relevant objectives and purposes. The current proposed content is misleading and vague; factual information should be deleted or be separately documented as an appendix. The contents should be able to connote Korea's ODA publishing background, common vision, and future direction.

Introduction should explain the reasons of Korean government's decision to publish the ODA White Paper at the time of publishing and its differentiation compared to other official government documents. Part I and II should explain the overall visions of Korean ODA, and give a detailed policy and strategy framework which entails the future direction of Korea's responsibility in international development. In addition, it should encompass Korea's efforts and leadership in how its future strategies and guidelines will achieve MDGs. Part III should not present the current status but rather prioritize themes and

thoroughly explain its detailed strategies with concrete justification. Part IV can further elaborate the strategies with a specific timeline and attract diverse donors to show the need of multiplayers.

4. ODA White Paper Implementation System

The current ODA White Paper is prepared by the lead of PMO with writing collaborations from MOFA and MOSF. However, with the exception of Germany, most governments have dispatched a separate team for the preparation and publishing of the Paper. In the case of Germany, a collaboration of different implementing agencies gather around to negotiate since each administering agency writes its related field. For Japan, the ODA Charter declares the minister of MOFA as the ODA policy coordinator and announces the official publishing of the ODA annual report; this clarification prevents friction and possible problems among stakeholders and public. England and Ireland go through a constructive feedback process and creates an aligned consensus. Likewise, the Korean government should support the collaboration of diverse implementing agencies to negotiate, coordinate and reflect the ongoing feedbacks to prevent a one sided, vague and hard to understand paper.

We suggest the government to assemble a White Paper team exclusively responsible for the preparation, writing, and publicizing the White Paper. The Korean government has decided to publish the White Paper regularly and thus, should be led by the team with future visions and strategies rather than publishing merely as a report explaining the government's current progress. Development laws should state specifically who has the power to do what, and how the department or the Prime Minister's Coordination team will be able to prepare and publish the Paper. The Paper should also monitor the

government's promise and agendas to increase public trust, transparency and effectiveness.

5. Evaluation Process and Participation of Civil Society

Ireland has an intensive feedback and review process from domestic and international consultants, NGOs, and stakeholders lasting for a year. It has held a few international conferences and used the Busan Forum to retrieve feedback and comments from nine donors and recipients; this information can be found in the White Paper Appendix, "Accounting for our Performance." Ireland is a good example of how a government fully incorporates the review process in the preparation for the next White Paper.

Thus, we suggest the ODA White Paper to use graphs to show the public on how the government is proceeding according to its agenda. In addition, internet homepages is another way for the government to inform its aid progress. Moreover, like Ireland, the Korean government should acknowledge the importance of the review process and adopt a monitoring and evaluation process. Unlike the prevailing top down approach, this enables the government to reach a consensus on policy direction addressed by the major public. After publishing, the government should organize an open public hearing to explain the ODA White Paper's overall features including the publishing cycle and objective; through this, the government publicizes policies as well as White Papers, receive feedback from public and promote public awareness.

We recommend the 2016 ODA White Paper to start the review process in 2013 in accordance with the establishment of the 2015 mid-long term plan. The government should have enough time to review, monitor and evaluate the previous White Paper to thoroughly prepare for the upcoming White Paper. Discussions and negotiations should be coordinated among all relevant ministries and agencies including the hearings from the public.