Japan's response to the Rise of China: Implications for Regional Institutions.

Joel Mendel Rathus School of Social Sciences and Humanities (Discipline of Asian Studies) University of Adelaide May 2010

Table of Contents

Li	st of F	igures	viii
Li	st of Ta	ables	viii
Li	st of A	ppendices	ix
GI	lossar	y of Terms	x
Αł	ostract		xii
De	eclara	tion	xiii
Αc	cknow	ledgements	xiv
C	onven	tions	xiv
1	Intro	duction	1
	1.1	The Puzzle	1
	1.2	The Arguments	2
	1.3	The Research: Method, Methodology and Limits	4
		1.3.1 Definitions and taxonomy: Region, Regionalism, Regional Institutions	5
		1.3.2 Case Study Selection and Approach	12
	1.4	The value of the research	14
	1.5	The Structure of the thesis	15
2	Theo	ry and Method	17
	2.1	International Relations Theory	17
		2.1.1 International relations theory and East Asia's institutions	17
		2.1.2 The limits and validity of international relations theory	18
		2.1.3 Analytical Edecticism as the way forward	20

	2.2	The Relevance of Realism	. 22
		2.2.1to the China-Japan relationship: Power Transition	. 24
		2.2.2to regional institutions: regional hegemony	. 26
	2.3	The Relevance of Liberalism	. 29
		2.3.1to the China-Japan Relationship: Regime Type and Interdependence	. 30
		2.3.2to regional institutions: liberal-institutionalism	. 32
	2.4	The Relevance of Social Constructivism	. 34
		2.4.1to China-Japan relations: Nationalism and National identity	. 35
		2.4.2to regional institutions: regionalism and regional identity	. 36
	2.5	The Argument from Eclecticism	. 38
3	The F	Rise of China	. 40
	3.1	Introduction	. 40
	3.2	The Rise of China	. 40
		3.2.1 Chinese military power	. 40
		3.2.2 Chinese economic power	. 43
		3.2.3 China's 'new' great-power identity	. 45
	3.3	The Rise of China: Impacts on Japan	
		3.3.1 The rise of China versus Japan: evidence of power transition?	. 49
		3.3.2 The rise of China and Japan: evidence of interdependence?	. 54
		3.3.3 The rise of China to Japan: evidence of contested national identity?	. 60
	3.4	Japan's Foreign Policy Making in Transformation	. 64
		3.4.1 \ldots at the Head of State level: generation shift, instability and popularism \ldots	. 65
		3.4.2at the Executive level: greater powers and fewer opponents	. 71
		3.4.3at the Bureaucratic level: Decline of the MOFA and the China school	. 73
	3.5	Conclusion	. 77
4	East	Asian Free Trade Area	. 79
	4.1	Introduction	. 79
		4.1.1 EAFTA as a regional institution.	. 80
	4.2	The EAFTA Agenda Emerges	. 81
		4.2.1 Japan's Initial response: Singapore	. 84

		4.2.2 The Japan-ASEAN FTA (AJCEP)	86
		4.2.3 Japan leads with CEPEA	87
		4.2.4 The China factor in Japan's EAFTA policy	90
	4.3	Membership: Excluding China?	94
		4.3.1 Bilateral: The political impossibility of China	94
		4.3.2 Trilateral: The impossibility of China revisited	97
		4.3.3 Plurilateral: wider not deeper (CEPEA)	99
		4.3.4 Resources: Japan, ERIA and CEPEA leadership	101
	4.4	Authority: A JASEAN Mothership?	102
		4.4.1 Hubs, spokes and building blocks	103
		4.4.2 Malaysia	106
		4.4.3 Philippines	107
		4.4.4 Indonesia	108
		4.4.5 Thailand	109
		4.4.6 ASEAN-Japan Comprehensive Economic Partnership (AJCEP)	110
			440
		4.4.7 Utilization Rates	112
	4.5	4.4.7 Utilization Rates Scope: Excluding Agriculture, Including Assistance: Domestic and Intern 113	
	4.5	Scope: Excluding Agriculture, Including Assistance: Domestic and Intern	ational Factors
		Scope: Excluding Agriculture, Including Assistance: Domestic and Intern	ational Factors
5	4.6 4.7	Scope: Excluding Agriculture, Including Assistance: Domestic and Intern 113 Rules: Rules of Origin	ational Factors 115 gionalism. 118
5	4.6 4.7	Scope: Excluding Agriculture, Including Assistance: Domestic and Intern 113 Rules: Rules of Origin	ational Factors 115 gionalism. 118 120
5	4.6 4.7 Chia	Scope: Excluding Agriculture, Including Assistance: Domestic and Intern 113 Rules: Rules of Origin	ational Factors 115 gionalism. 118 120
5	4.6 4.7 Chian 5.1	Scope: Excluding Agriculture, Including Assistance: Domestic and Intern 113 Rules: Rules of Origin	ational Factors 115 gionalism. 118 120 120
5	4.6 4.7 Chian 5.1	Scope: Excluding Agriculture, Including Assistance: Domestic and Intern 113 Rules: Rules of Origin Conclusion: Power, Identity and Domestic Politics in East Asian Trade Reng Mai Initiative Introduction The Asian Financial Crisis and the AMF Proposal	ational Factors
5	4.6 4.7 Chian 5.1 5.2	Scope: Excluding Agriculture, Including Assistance: Domestic and Intern 113 Rules: Rules of Origin	ational Factors 115 gionalism. 118 120 121 125 127
5	4.6 4.7 Chian 5.1 5.2	Scope: Excluding Agriculture, Including Assistance: Domestic and Intern 113 Rules: Rules of Origin Conclusion: Power, Identity and Domestic Politics in East Asian Trade Reng Mai Initiative Introduction The Asian Financial Crisis and the AMF Proposal 5.2.1 View from the Sino-Japanese relationship Formation: Chiang-Mai Initiatives	ational Factors
5	4.6 4.7 Chian 5.1 5.2	Scope: Excluding Agriculture, Including Assistance: Domestic and Intern 113 Rules: Rules of Origin Conclusion: Power, Identity and Domestic Politics in East Asian Trade Reng Mai Initiative Introduction The Asian Financial Crisis and the AMF Proposal 5.2.1 View from the Sino-Japanese relationship Formation: Chiang-Mai Initiatives 5.3.1 What is the CMI?	ational Factors
5	4.6 4.7 Chian 5.1 5.2	Scope: Excluding Agriculture, Including Assistance: Domestic and Intern 113 Rules: Rules of Origin	ational Factors
5	4.6 4.7 Chian 5.1 5.2	Scope: Excluding Agriculture, Including Assistance: Domestic and Intern 113 Rules: Rules of Origin	ational Factors

	5.6	Authority	140
		5.6.1 Conditionality	141
		5.6.2 Surveillance Mechanism	141
		5.6.3 Rules: IMF Linkage	144
	5.7	Resources	145
		5.7.1 Resources: USD, Yen or RMB?	146
		5.7.2 Institutional Capacity: Secretariat?	147
	5.8	Conclusion: Power, Efficiency and Identity in East Asia's Financial Regionalism	.149
	5.9	Postscript: the World Financial Crisis and CMI Multilateralization	150
6	ASE	AN Regional Forum	153
	6.1	Introduction	153
		6.1.1 The ARF as an institution in the IR literature	153
	6.2	The Formation of ARF: the China Factor and Japan's Interests	157
		6.2.1 The Nakayama Proposal: the role of Japan in forming the ARF	157
	6.3	The ARF: Japan's Expectations	160
		6.3.1 A site for Japanese security leadership?	161
		6.3.2 Japan's view on involving China	162
	6.4	Membership	162
		6.4.1 Taiwanese (lack of) Membership	163
		6.4.2 Indian Membership (1996)	164
		6.4.3 North Korean Membership (2000)	165
	6.5	Scope	166
		6.5.1 South China Sea	166
		6.5.2 East China Sea	169
		6.5.3 US-Japan Alliance	170
	6.6	Authority: Seeking Reciprocity, Finding None	174
		6.6.1 Confidence Building Measures: the Concept Paper 1995	176
		6.6.2 Preventive Diplomacy is Prevented: 1996-1999	178
		6.6.3 Rules: Voluntary Briefings and the ASO: developments since 2000	179
		6.6.4 Non-traditional security	181
	6.7	Resources: Institutional Weakness	182

		6.7.1 ARF reform: Chair	. 183
		6.7.2 ARF reform: ARF Secretariat functions	. 184
	6.8	Diffusion: Mutual Defection	. 184
	6.9	Conclusion: Power, Distrust and East Asia's Nascent Security Regionalism	. 187
7	Asiar	n Development Bank	. 189
	7.1	Introduction	. 189
		7.1.1 ADB as a regional institution	. 190
	7.2	Formation	. 192
		7.2.1 Japan's Interests in the ADB	. 192
		7.2.2 Japan's advantage in the formal rules	. 193
		7.2.3 Japan's further advantages in the informal rules	. 194
	7.3	Membership: Japan and the Accession of China	. 195
		7.3.1 Japanese Interests in China's accession	. 195
		7.3.2 Taiwan or China? Japanese preferences and ADB politics over member	ship196
	7.4	Scope: Regional Strategy	. 197
		7.4.1 The Regional Cooperation and Integration strategy	. 198
		7.4.2 Office of Regional Economic Integration (OREI)	. 199
		7.4.3 ADB's role in Japan's push for an Asian Currency Unit	. 202
	7.5	Resources: Japan's Policy Towards ADB operations in China	. 205
		7.5.1 ADB OCR and Japanese ODA in China	. 206
		7.5.2 ADB's OCR sectoral adjustments and Japanese ODA	. 208
		7.5.3 ADB's OCR geographical and Japanese ODA	. 210
		7.5.4 ADB loans to China and India and Japanese ODA	. 211
	7.6	Diffusion: the ADB Special Funds	. 213
		7.6.1 The Japan Special Fund (JSF)	. 214
		7.6.2 The China Special Fund for Regional Cooperation	. 215
	7.7	Rules	. 218
		7.7.1 Voting Weight	. 218
		7.7.2 Informal Influence	. 219
		7.7.3 The Asian Development Bank Institute (ADBI)	. 221
	7.8	Conclusion: Power, Institutions and Regionalism	. 222

8	Conclusion	225
	The Case Studies	225
	Discussion of Results	228
_		
9	Appendices	231
10) Bibliography	251
	/ Dibilography	

List of Figures

Figure 1 Flow of Argument	3
Figure 2 East Asia	6
Figure 3 China and Japan's GDP in Exchange Rate Terms	51
Figure 4 China vs. Japan Military Spending	53
Figure 5 Sino-Japan Trade Relations	55
Figure 6 Japan and China Exports to ASEAN5	57
Figure 7 Japan and China's Imports from ASEAN5	57
Figure 8 Japanese FDI to China and ASEAN5	59
Figure 9 Popular Opinion Poll: Japanese Public Trust towards China	63
Figure 10 Graphic of the Arc of Freedom and Prosperity	69
Figure 11 Progress of East Asian FTAs involving Japan and/or China	89
Figure 12 East Asian Noodle Bowl: View from Japan/China	105
Figure 13 Membership Structure of the CMI	131
Figure 14 Comparison of Japanese ODA and ADB loans to China	206
Figure 15 Japan ODA to China by Sector	208
Figure 16 Japan's ODA to China and India	212
Figure 17 China and India's Access to the Ordinary Capital Reserves (OCR)	212
Figure 18 China's Access to the Japan Special Fund	215
List of Tables	
Table 1 Expectations of the International Relations theories	38
Table 2 Tariff preferences comparison between AJCEP and Japan's bilateral Agreem	ents 112

List of Appendices

Appendix 1 List of Interviews by Affiliation	231
Appendix 2 Graphic representation of Power Transitions Theory	233
Appendix 3 The significance of the Japanese Agricultural lobby to FTA negotiations	234
Appendix 4 List of ASEAN+3 Research Group Studies	235
Appendix 5 Richard Balwin's calculations for Hub-ness in East Asia	237
Appendix 6 Comparison of Trade with/out AJCEP	238
Appendix 7 Comparison of Rules of Origin in JACEP and CAFTA	239
Appendix 8 Usage of Yen and the RMB in International financial market(s)	240
Appendix 9 Access and Contribution to the CMIM	241
Appendix 10 China's interests in the ARF	242
Appendix 11 Japanese and Chinese sponsored CBMs at the ARF 1998-2005	244
Appendix 12 Voluntary Briefs at the CBMs-ISG	245
Appendix 13 Japan's diplomacy and the formation of the ADB	246
Appendix 14 Chinese interests in joining the ADB	247
Appendix 15 Rise of China's bilateral aid and impact on the ADB	248

Glossary of Terms

Term Definition

ACFTA ASEAN China Free Trade Agreement

ACU Asian Currency Unit
ADB Asian Development Bank

ADBI Asian Development Bank Institute

AFTA ASEAN Free Trade Area

AJCEP ASEAN-Japan Comprehensive Economic Partnership

APEC Asia Pacific Economic Cooperation

APT ASEAN Plus Three

APTFMM ASEAN Plus Three Finance Minister's Meeting

ARF ASEAN Regional Forum

ASEAN Association of South East Asian Nations

ASEAN-ISIS ASEAN Institute of Strategic and International Studies

ASEAN-PMC ASEAN Post-Ministerial Conference

ASEM Asia-Europe Meeting
ASO Asian Security Outlook

BSA Bilateral Swap Agreement (finance)

CAREC Central Asian Regional Economic Cooperation

CBMs Confidence Building Measures
CCP Chinese Communist Party

CEPEA Comprehensive Economic Partnership in East Asia

CLMV Cambodia, Laos, Myanmar and Vietnam

CMI Chiang Mai Initiatives

CMIM Chiang Mai Initiatives Multilateralization

CPS Country Partnership Strategy

CSCE Conference on Security and Cooperation in Europe

DJP Democratic Party of Japan

DMC Developing Member Country/ies

EAFTA East Asia Free Trade Area

EAS East Asia Summit

EPA Economic Partnership Agreement

ERIA Economic Research Institute for ASEAN and East Asia

ERPD Economic Review and Policy Dialogue

FTA Free Trade Agreement
GDP Gross Domestic Product
GMS Greater Mekong Subregion
GOJ Government of Japan

IMF International Monetary Fund

IR International Relations
ISG Inter-Sessional Group

JACEP Japan ASEAN Comprehensive Economic Partnership

JSDF Japan Self Defence Force
JSF Japan Special Fund
LDP Liberal Democratic Party

MAFF Ministry of Agriculture, Forestry and Fishery
METI Ministry of Economy, Trade and Industry
MITI Ministry of International Trade and Industry

MOD Ministry of Defense MOF Ministry of Finance

MOFA Ministry of Foreign Affairs

MOU Memorandum of Understanding

NTS Non-Traditional Security

OCR Ordinary Capital Reserve (ADB's main window)

ODA Official Development Assistance

OREI Office of Regional Economic Integration

PD Preventive Diplomacy
PKO Peace Keeping Operations
PLA People's Liberation Army
PPP Purchasing Power Parity
PRC People's Republic of China

RCI Regional Cooperation and Integration (ADB Strategy)
REMU Regional Economic Monitoring Unit (precursor to OREI)

RMB Renminbi, aka the Yuan

ROOs Rules of Origin

SCO Shanghai Cooperation Organisation

SOM Senior Officials Meetings
TA Technical Assistance

TAC Treaty of Amity and Cooperation

TMD Theatre Missile Defence

UNSC United Nations Security Council

USD US Dollars

Abstract

This dissertation set out to establish why it was that East Asian regional organizations were proliferating even under the condition of a Sino-Japanese rivalry. In particular, it examined the effects of the rise of China on Japan's regional policy and its outcomes.

To do so, the dissertation adopted an eclectic approach, testing each of the main international relations theories against the story of Sino-Japanese relations within the studied regional institutions of East Asia. It adopted such an approach because no one theory of international relations was able to explain both the cause of and actual outcomes of institution building.

Throughout all the regional institutions examined, one trend emerged. Whether in trade, finance, security or development, East Asian regionalism has become 'networked.' This networked outcome is more flexible than European or American-type regionalism, allowing for any dyad to calibrate their commitments as they please without reference to a regional standard. But as long as agreement on common rules for East Asia remains unforthcoming, this networked regionalism will not lead into more formalistic, deeper cooperation.

This trend toward a 'networked' or bilateral-type of regionalism was traceable back to Japan's response to China's rise. Rather than trying to build a regionally hegemonic core around which institutions for trade, finance, aid and security might be built, Japan has sought to go it alone. In the field of security, this was understandable from a realist perceptive, but only after a constructivist strategy had failed earlier. In the field of aid, Japan was better able to coordinate with China in a manner that liberalism suggests, but even here Japan was building up alternative bilateral structures. In the field of finance, Japan has competed with China in a manner realism would predict, but due to world level factors this has in fact spilled over into greater regional cooperation. Likewise in the field of trade, Japan has competed with China, giving rise to a situation in which institution building is actually harmed.

In conclusion, this dissertation was able to contribute to the literature by revealing the mechanisms by which a bilateral relationship impacts on institution building and to theorize about some of the likely institutional outcomes in the various fields.

Declaration

This work contains no material which has been accepted for the award of any other degree or diploma in any university or other tertiary institution to Joel Rathus and, to the best Adelaide Graduate Centre of my knowledge and belief, contains no material previously published or written by another person, except where due reference has been made in the text.

I give consent to this copy of my thesis, when deposited in the University Library, being made available for loan and photocopying, subject to the provisions of the Copyright Act 1968.

I also give permission for the digital version of my thesis to be made available on the web, via the University's digital research repository, the Library catalogue, the Australasian Digital Theses Program (ADTP) and also through web search engines, unless permission has been granted by the University to restrict access for a period of time.

SIGNED

Acknowledgements

This dissertation is dedicated to Yuri Ishitobi. Osewa ni narimashita.

I would also like to thank my parents, Carl Rathus and Heather Matthews, without whose support this dissertation would not be realized.

Additionally, I would like thank my principal supervisor Purnendra Jain, under whom it has been a real pleasure to study Japanese foreign policy and politics. Thanks also Gerry Groot, I could not have hoped for a better second super encouraging me all the way.

Thanks also to my fellow PG travellers, GS, SLS, HL, CY, MHT, MK, MN, KL, and GK.

Conventions

In this dissertation Japanese name order is used when referring to Japanese, i.e. 'Surname First-name.' Thus the current PM of Japan will be written as Hatoyama Yukio. *Chuu, Tsuu* and *Chou* sounds in Japanese are rendered *chū*, *tsū* and *chō* in the English.

Similarly, Chinese name order is used when referring to Chinese, i.e. 'Surname First-name.' Thus the current General Secretary of the Chinese Communist Party of Japan will be written as Hu Jintao.

A partial exception to this rule applies to Japanese or Chinese people who are published in English; in that case the citation will read as per Western name order.

In this dissertation the first person 'I' is used throughout. While not standard in Academic writing *per se*, as discussed in the Theory chapter, I am leery of presenting myself as a scientist with some objectively testable claims. Thus the use of I is a signal to you, the gentle reader, that this is my informed opinion.

Unless otherwise noted, \$ refers to US dollars. An effort is made to always label amounts as US\$ in any case. Yen and RMB are called as such without using notation (¥) to avoid any confusion.