

Third Party Evaluation Report FY2023  
Ministry of Foreign Affairs of Japan

# **Evaluation of Japan's ODA to Forcibly Displaced Persons and Host Countries**

**February 2024**

Chief Evaluator: OHNO Izumi, Professor,

National Graduate Institute for Policy Studies

Advisor: OHASHI Masaaki, Professor Emeritus, Keisen University

International Development Center of Japan Inc.

## Preface

This report is an Evaluation of Japan's Official Development Assistance (ODA) to Forcibly Displaced Persons and Host Countries, and was commissioned to International Development Center of Japan Inc. (IDCJ) by the Ministry of Foreign Affairs of Japan (MOFA) in fiscal year 2023.

Since its commencement in 1954, Japan's ODA has contributed to the development of partner countries while tackling global issues. Today, the international community acknowledges the necessity to improve the effectiveness and efficiency of ODA. MOFA regularly conducts ODA evaluations, of which most are conducted at the policy-level with two main objectives: to improve the management of ODA, and to ensure its accountability. These evaluations are commissioned to external third parties to enhance transparency and objectivity.

The objective of this Evaluation was to review Japan's ODA policies and implementation toward forcibly displaced persons and host countries from FY2015 to FY2022, and to produce recommendations based on the review to improve policy planning for the effective and efficient implementation of future assistance by the Government of Japan. For accountability purposes, the results in their entirety are available to the general public.

The Evaluation Team in charge of this study consisted of a chief evaluator (OHNO Izumi, Professor, National Graduate Institute for Policy Studies), an advisor (OHASHI Masaaki, Professor Emeritus, Keisen University), and IDCJ. Professor OHNO supervised the entire evaluation process, and Professor OHASHI, as an expert on refugee assistance, especially in Bangladesh, provided necessary advice and input on analytical and evaluation processes. In addition, to complete this study, we have received support from MOFA, the Japan International Cooperation Agency (JICA), the local ODA Task Forces, as well as government agencies, project implementation agencies, other donors, non-governmental organizations (NGOs), and private companies. We would like to take this opportunity to express our sincere gratitude to all those who supported this study.

Finally, the Evaluation Team wishes to note that the opinions expressed in this report do not necessarily reflect the views or positions of the Government of Japan.

February 2024

International Development Center of Japan Inc.

Note: This English version is a translation of the Japanese Evaluation Report of Evaluation of Japan's ODA to Forcibly Displaced Persons and Host Countries.

# Evaluation of Japan's ODA to Forcibly Displaced Persons and Host Countries (Brief Summary)

## Evaluators (Evaluation Team)

- Chief Evaluator: OHNO Izumi, Professor,  
National Graduate Institute for Policy Studies
- Advisor: OHASHI Masaaki, Professor Emeritus, Keisen University
- Consultant: International Development Center of Japan Inc.

Evaluation Period: FY 2015 – FY 2022

Period of the Evaluation Study: June 2023 – February 2024

Field Survey Country: Uganda, Bangladesh



Women's Development Center established with Japan's support through an NGO. Refugee and host community women together undergo training in hairdressing (Uganda).

## Background, Objectives, and Scope of the Evaluation

Japan's assistance to forcibly displaced persons and host countries has been provided based on the "Humanitarian Aid Policy of Japan" formulated in July 2011, and with the perspective of "Humanitarian-Development-Peace Nexus (HDP nexus)," which was not specified at the time the policy was formulated. Japan's refugee assistance policies are also illustrated in its speeches and announcements at relevant international conferences. This evaluation aims to evaluate Japan's ODA policies and implementation in regard to refugee supports (including for internally displaced persons (IDPs) and host countries), and produce recommendations to improve the planning and implementation of future assistance in this area.

## Brief Summary of the Evaluation Results

### ● Development Viewpoints

#### (1) Relevance of Policies

Japan's refugee-related assistance policy has been generally consistent with its high-level policy (as outlined by the former Development Cooperation Charter (2015)), needs on the ground, and international priorities such as the Sustainable Development Goals (SDGs) and the Global Compact on Refugees (GCR). In cases where there are restrictions on refugee assistance in the policies of host countries, there seem to be some consistency issues with Japan's policy. However, even in such cases, Japan has implemented the policy pragmatically, and in a way acceptable to partner countries. Furthermore, the policy reflects Japan's comparative advantages, such as the utilization of diverse cooperation modalities through international organizations such as JICA and NGOs, as well as human resource development and capacity building. (Rating: Satisfactory)

#### (2) Effectiveness of Results

Japan has fulfilled its commitment by making the primary inputs expressed at international conferences during the evaluation period. While showing a certain presence internationally in terms of both the volume and timing of inputs, Japan has also generally achieved outputs in individual projects, and has collectively contributed to ensuring the lives, dignity, safety, and self-reliance of refugees and displaced persons, as well as stabilizing the host communities and the society they have returned to. However, the contribution of the international community as a whole is still insufficient to address the growing refugee crisis. It is required to support the "P (Peace)" of the HDP nexus, such as addressing the causes of refugee outbreaks and supporting their return. Political and diplomatic intervention is also necessary in this regard. (Rating: Satisfactory)

### (3) Appropriateness of Processes

The policy formulation and implementation processes were generally appropriate. There is a structure to effectively understand local needs and ensure timely assistance based on the coordination mechanisms with other donors. Moreover, Japan's diverse aid modalities have been a facilitating factor for implementing the HDP nexus, and efforts have been made to collaborate with various actors. However, some issues were identified. In MOFA, the responsibilities for schemes are spread across numerous divisions, and no coordination forum has been established for sufficient consultation with a view of the overall refugee assistance in the concerned country. The projects through JICA and NGOs, and humanitarian assistance through international organizations are formulated separately. The assistance through supplementary budget contributions to international organizations—often utilized in refugee assistance—cannot fulfill the HDP nexus alone due to the short implementation period. The monitoring and disclosure of information on international organization projects are insufficient.

(Rating: Partially Satisfactory)

\*(Note: Rating: Highly Satisfactory/ Satisfactory/ Partially Satisfactory/ Unsatisfactory)

#### ● Diplomatic Viewpoints

##### (1) Diplomatic importance

While burden sharing is emphasized internationally, it is important for Japan to fulfill this responsibility as a member of the international community to enhance its diplomatic presence. Moreover, the support for refugees contributes to regional stability around the partner countries, and the stability in Asia, the Middle East, and Africa will contribute to Japan's foreign policy of promoting a "Free and Open Indo-Pacific" (FOIP). This will lead to a stable energy supply for Japan and the protection of investment by Japanese companies.

##### (2) Diplomatic Impact

In this evaluation, stakeholders in all of the field survey sites expressed appreciation for Japan's support. In the questionnaire survey of Japan's diplomatic missions, 15 of 21 respondents provided specific responses and examples regarding the effects of "increased Japanese presence and understanding/support for Japan's position" and "ripple effects, such as increased positive perception of Japan, impact on peace, security and prosperity of Japan, and economic development." For example, in 2021, the Ugandan Parliament passed a resolution expressing gratitude for Japan's cooperation over the years, including refugee-related assistance. In Ethiopia, Japan's contribution to refugee assistance led to the establishment of personal connections between the Embassy of Japan and the governor of the target region, which in turn led to favorable support from government officials when a Japanese company expanded its business in the area.

#### **Recommendations**

**Refugee-related assistance enters a new phase; the HDP nexus and contributions utilizing Japan's characteristics should be further strengthened**

Refugee-related assistance has entered a new phase. While the international community's responsibility to support forcibly displaced persons continues to expand with increasing global humanitarian needs and the prolonged refugee situations, humanitarian funds allocated to individual refugee crises are decreasing. Japan should work to strengthen the HDP nexus, taking advantage of Japan's strengths, such as diverse schemes and development assistance know-how.

**(1) Clarifying the HDP nexus for Japan and providing more strategic support**

To put the HDP nexus into practice, it is necessary to clarify what the HDP nexus should aim for, select cooperation modalities, and formulate support content with the aim in mind. Therefore, when the Humanitarian Aid Policy of Japan is revised in the future, the phrase “smooth transition” should be updated or supplemented, and the term “HDP nexus” and what kind of assistance it refers to should be clearly stated. Similarly, Japan’s cooperation with individual countries should be more specific and strategic. In doing so, it is important to reflect refugee-related assistance to Rolling Plans and Country Development Cooperation Policies, to adopt contributions to international organizations through supplementary budget for projects in line with the HDP nexus, to link emergency assistance to longer-term schemes, and to support “P (peace)” in refugee generating countries.

**(2) Collaboration among diverse actors to strengthen the HDP nexus, and the development of a structure for such collaboration**

To promote a strategic HDP nexus, MOFA, Japan’s diplomatic missions, and JICA should establish a structure to consider support strategies jointly, based on the full picture of refugee assistance and exchange information both in Tokyo and in the field. Particularly at the field level, it is appropriate to assign personnel in charge of refugee support to promote the coordination between multilateral and bilateral aid and the partnership with NGOs.

**(3) Timely and flexible operations of cooperation modalities**

For humanitarian and development assistance schemes, it is appropriate to consider measures such as the establishment of funds to enable speedy contributions, flexible extensions and changes in project contents, and provision of additional budget for JICA’s existing projects to support refugees.

**(4) Emphasis on livelihood support**

The reduction of humanitarian funding and food aid is a pressing issue for many refugee operations. Japan should make use of its many years of experience in development cooperation in the agricultural sector and vocational training to contribute to improving the livelihoods and self-reliance of refugees. In doing so, it is necessary to give due consideration to the needs of those particularly vulnerable, instead of treating all refugees the same.

**(5) Visualizing and publicizing Japan’s refugee assistance, especially assistance through international organizations**

To promote public understanding of ODA’s support for refugees and to attract private funds, it is necessary to publicize the overall picture of Japan’s efforts, including the support provided through international organizations and their relationship with other Japanese cooperation efforts in an easy-to-understand manner.

**(6) Human resource development, appointment, and deployment related to refugee assistance and HDP nexus**

Japan should support the building of career paths for personnel with experience in JICA Overseas Cooperation Volunteers (JOCVs), international organizations, NGOs, and so forth, and appoint them to official positions in charge of refugee assistance. Furthermore, Japanese embassies and JICA should encourage the promotion and career development of talented local human resources nurtured through Japanese ODA projects.

**(7) Continuing and strengthening refugee admissions in Japan**

Refugee admission in Japan should be continued and strengthened through methods possible within the current system, such as third country resettlement and the expansion of the JICA’s program to accept refugee students, which is considered good practice. At the same time, MOFA should also

continue to examine how accepting refugees in Japan should be with the other ministries/parties concerned.

## Table of Contents

Preface

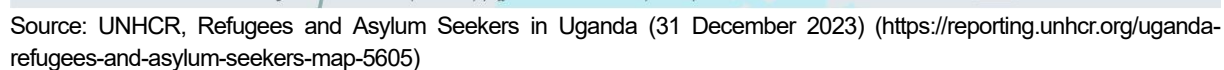
Summary

Map

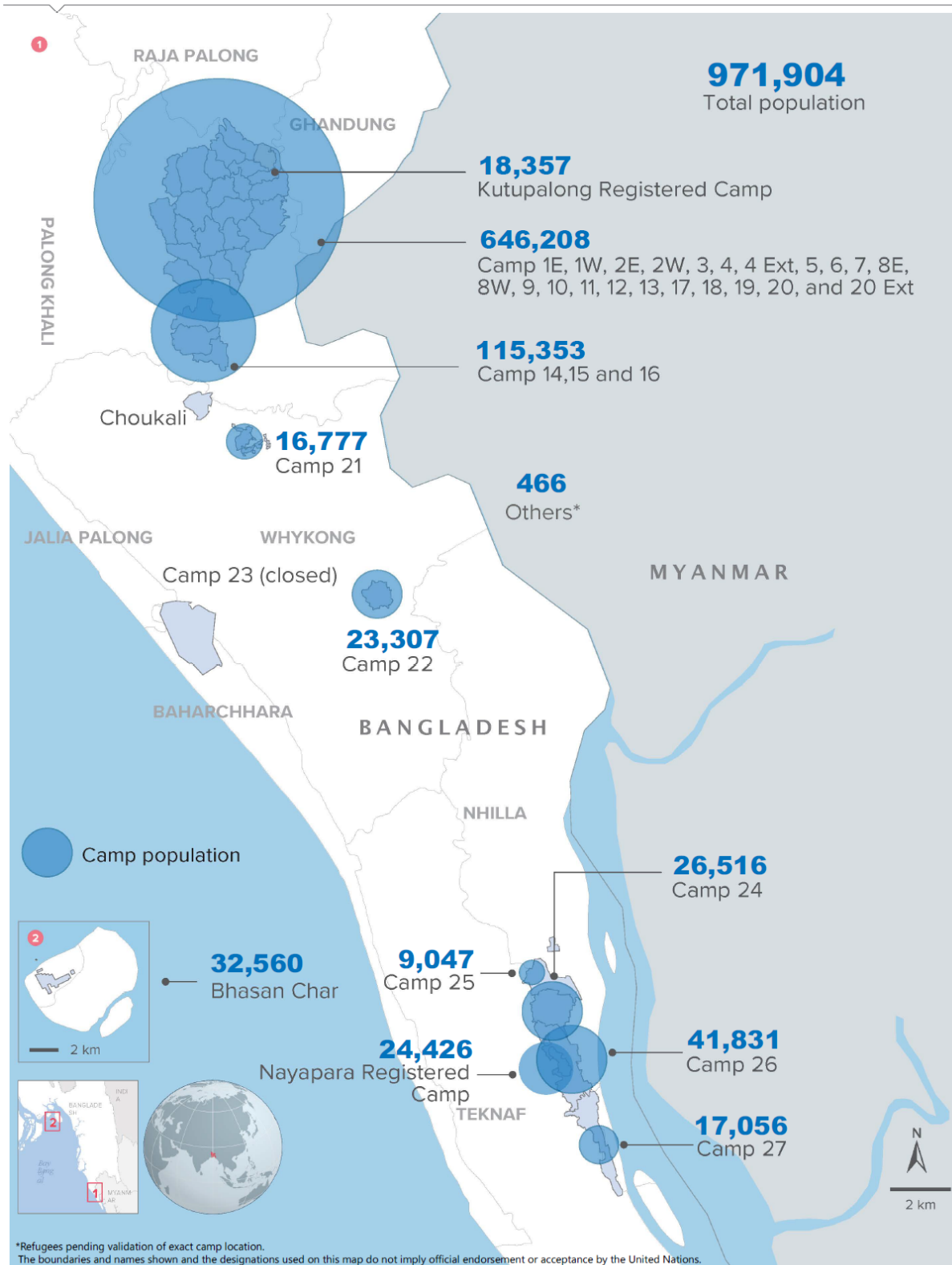
List of Abbreviations

<b>Chapter 1</b>	<b>Background, Objectives, and Evaluation Framework.....</b>	<b>1</b>
1	Evaluation Background and Objectives.....	1
2	Scope of Evaluation.....	1
3	Evaluation Procedure.....	3
4	Evaluation Methodology .....	3
5	Evaluation Team.....	4
6	Limitations of Evaluation .....	4
<b>Chapter 2</b>	<b>Overview of Assistance to Forcibly Displaced Persons and Host Countries .....</b>	<b>5</b>
1	International Trends in Support for Refugees and Host Countries.....	5
2	Japan's Aid Policy for Forcibly Displaced Persons and Host Countries .....	7
3	Japan's ODA Projects for Forcibly Displaced Persons and Host Countries.....	12
<b>Chapter 3</b>	<b>Evaluation Results .....</b>	<b>20</b>
1	Evaluation from Development Viewpoints.....	20
	(1) <i>Relevance of Policies</i> .....	20
	(2) <i>Effectiveness of Results</i> .....	24
	(3) <i>Appropriateness of Processes</i> .....	33
2	Evaluation from Diplomatic Viewpoints .....	46
	(1) <i>Diplomatic Importance</i> .....	46
	(2) <i>Diplomatic Impact</i> .....	46
<b>Chapter 4</b>	<b>Case Study: Assistance to Forcibly Displaced Persons and Host Country in Uganda and Bangladesh .....</b>	<b>48</b>
1	Features of Two Cases .....	48
2	Uganda .....	48
	(1) <i>Overview of Japan's Refugee-related Assistance in Uganda</i> .....	48
	(2) <i>Evaluation from Development Viewpoints</i> .....	50
	(3) <i>Evaluation from Diplomatic Viewpoints</i> .....	57
3	Bangladesh .....	57
	(1) <i>Overview of Assistance Related to Displaced Persons in Bangladesh</i> .....	57
	(2) <i>Evaluation from Development Viewpoints</i> .....	58
	(3) <i>Evaluation from Diplomatic Viewpoints</i> .....	63
<b>Chapter 5</b>	<b>Recommendations .....</b>	<b>64</b>
1	Recommendations on the Direction of Refugee Assistance (Overall Comments).....	64
2	Recommendations on Specific Policies for Refugee Assistance.....	64

## Uganda







Source: Rohingya Refugee Response/Bangladesh: Joint Government of Bangladesh— UNHCR Population Factsheet (as of 31 December 2023) (<https://data.unhcr.org/en/documents/details/106005>)

### List of Abbreviations

ACAP	Project for Capacity Development in Planning and Implementation of Community Development in Acholi Sub-Region
COVAX	Covid-19 Vaccine Global Access
CRS	Creditor Reporting System
CRRF	Comprehensive Refugee Response Framework
DAC	Development Assistance Committee
E/N	Exchange of Notes
EU	European Union
FY	Fiscal Year
FOIP	Free and Open Indo-Pacific
GCFF	Global Concessional Financing Facility
GCR	Global Compact on Refugees
GGHSP	Grant Assistance for Grassroots Human Security Projects
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GRF	Global Refugee Forum
G7	Group of Seven
HDP Nexus	Humanitarian-Development-Peace Nexus
IBRD	International Bank for Reconstruction and Development
IDP	Internally Displaced Persons
INCAF	International Network on Conflict and Fragility
ISCG	Inter-Sector Cooperation Group
IOM	International Organization for Migration
IPs	Implementing Partners
JICA	Japan International Cooperation Agency
JISR	Japanese Initiative for the future of Syrian Refugees
JOCV	Japan Overseas Cooperation Volunteer
JPF	Japan Platform
JPO	Junior Professional Officer
JRP	Joint Response Plan
MOFA	Ministry of Foreign Affairs of Japan
NDP	National Development Plan
NGO	Non-governmental Organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
PDM	Project Design Matrix
PRiDe	Promotion of Rice Development Project

PROCEED	Project for Strengthening Resilience in Refugee Hosting Districts of West Nile Sub-Region
PWJ	Peace Winds Japan
REAP	Reconstruction Assistance Program in Northern Uganda
RRRC	Refugee Relief and Repatriation Commission
SDGs	Sustainable Development Goals
SEG	Strategic Executive Group
STA	Settlement Transformation Agenda
TICAD	Tokyo International Conference on African Development
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNV	United Nations Volunteers
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WACAP	Project for Capacity Improvement of Local Government for Strengthening Community Resilience in Acholi and West Nile Sub-regions
WFP	World Food Programme

## **Chapter 1 Background, Objectives, and Evaluation Framework**

### **1 Evaluation Background and Objectives**

Japan's assistance to refugees has been provided based on the "Humanitarian Aid Policy of Japan" formulated in July 2011, predominantly through international organizations, such as the Japan International Cooperation Agency (JICA), and non-governmental organizations (NGOs) with its focus on promoting "Humanitarian-Development Nexus" and "coordination between multilateral and bilateral aid." The basic policy of the former Development Cooperation Charter (2015), "promoting human security," states that Japan will promote human security through its development cooperation for the protection and empowerment of individuals, especially those liable to be vulnerable including refugees and internally displaced persons (IDPs). Under the priority issue of "sharing universal values and realizing a peaceful and secure society," the Charter also states that Japan will provide seamless assistance for peacebuilding that includes humanitarian assistance for refugees and IDPs.

In addition to the aforementioned policies, while the international trend toward refugee protection has faced its turning point since the Syrian refugee crisis, Japan has actively announced its commitment toward refugees and reported its efforts at the UN General Assembly, World Humanitarian Summit, G7-related meetings, and the first Global Refugee Forum (GRF). As Japan became one of the co-convenors of the second GRF in December 2023, it is timely to conduct an evaluation of Japan's ODA policies toward forcibly displaced persons and host countries this year.

The objectives of this evaluation are as follows:

- (1) To evaluate Japan's ODA policies and implementation toward forcibly displaced persons and host countries
- (2) To produce recommendations based on the evaluation results to improve the planning and implementation of future assistance in this domain.
- (3) To publicize the evaluation results and fulfill the accountability to the public.

### **2 Scope of Evaluation**

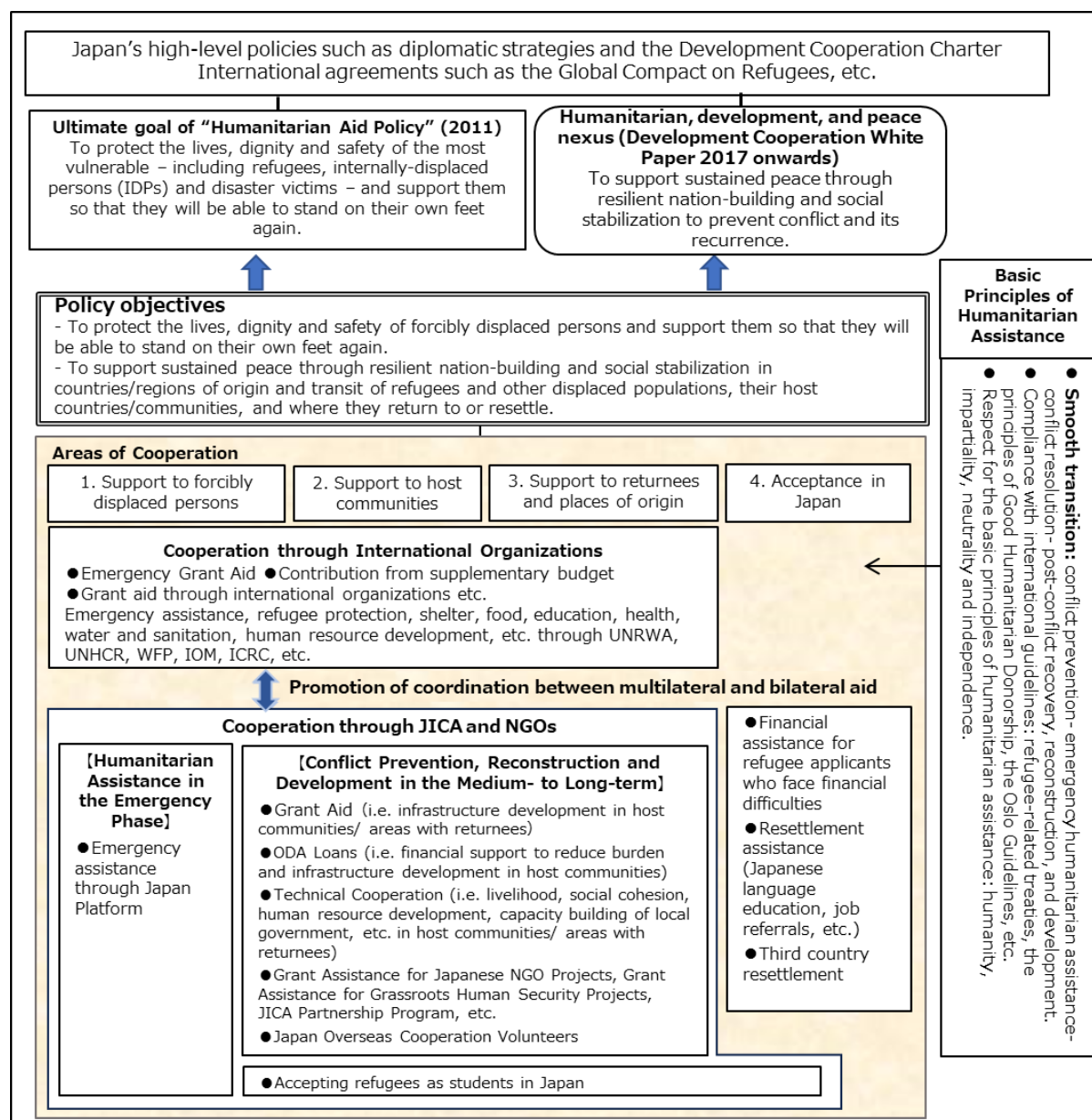
This evaluation developed the objective framework of Japan's ODA policies toward forcibly displaced persons and host countries as shown in Figure 1-1 and Table 1-1 below based on the Humanitarian Aid Policy of Japan (2011) by adding the perspective of "Humanitarian-Development-Peace Nexus (HDP nexus)," which was not specified at the time the policy was formulated. The scope of evaluation also includes Japan's refugee-related assistance policies and commitments announced at international conferences related to refugee protection. The scope includes assistance toward refugees and IDPs caused by conflict, persecution, and so forth,<sup>1</sup> and also includes assistance in Japan, where the Official Development Assistance (ODA)

---

<sup>1</sup> Refugees caused by natural disasters were excluded from the scope of evaluation to prevent the scope from being too broad. However, the scope includes assistance for natural disasters where the refugees were located.

budget is partially utilized. Due to spatial limitations, the term “refugees” in this report basically includes “IDPs” and other “displaced persons” (when the context requires a specific distinction, “IDPs,” “displaced persons,” etc., will be specified).

**Figure 1-1 Objective Framework**



Note: Regarding “4. Acceptance in Japan” as one of the Areas of Cooperation, measures taken through non-ODA budget or administered by ministries other than MOFA are outside the scope of this evaluation.  
Source: The evaluation team based on “Humanitarian Aid Policy of Japan,” Diplomatic Bluebook (2015-2023), National Security Strategy of Japan, Development Cooperation Charter, White Paper on Development Cooperation (2015-2022), MOFA website, and international agreements.

**Table 1-1 Scope of Evaluation**

Evaluation Period	Eight years from Japanese fiscal year (FY) 2015 to FY2022
Policies to be Evaluated	Japan's ODA policies and projects to forcibly displaced persons and host countries. <ul style="list-style-type: none"> <li>• Humanitarian Aid Policy of Japan (2011)</li> <li>• HDP nexus</li> <li>• Assistance policies related to refugees expressed by the Government of Japan at international conferences, etc.</li> </ul> (The scope is international including Uganda and Bangladesh as case study countries.)

Policy Objectives	<ul style="list-style-type: none"> <li>• To protect the lives, dignity, and safety of forcibly displaced persons and support them so that they will be able to stand on their own feet again.</li> <li>• To support sustained peace through resilient nation-building and social stabilization in countries/regions of origin and transit of refugees and other displaced populations, their host countries/communities, and where they return to or resettle.</li> </ul>
-------------------	---

Source: Prepared by the evaluation team

### 3 Evaluation Procedure

The evaluation was conducted from June 2023 to February 2024. During this period, the evaluation team held three study meetings with officials of MOFA and JICA. The methodology of this evaluation is outlined in the following section.

### 4 Evaluation Methodology

The evaluation analyzed: (1) international trends in refugee assistance and Japan's response; (2) the formulation and implementation process of Japan's ODA policies toward forcibly displaced persons and host countries; (3) Japan's projects related to forcibly displaced persons and host countries; and (4) case studies: Japan's assistance related to refugees/displaced persons in Uganda and Bangladesh. Through these four analyses, this report collected information on Japan's ODA policies in this domain from multiple perspectives, and comprehensively evaluated them from development and diplomatic viewpoints. The case study countries were selected based on MOFA's internal review of the past assistance, regional balance, security situation, and the feasibility of arrangements to receive this study in the field. An overview of the evaluation tools is provided below (Table 1-2).

**Table 1-2 Main Evaluation Tools**

Literature research	The former Development Cooperation Charter (2015), related reports from MOFA, JICA, and other donors, etc.
Interviews in Japan	MOFA, JICA, United Nations High Commissioner for Refugees (UNHCR) Office in Japan, Japan Platform (JPF), etc.
Field surveys (two countries)	Japanese embassies, JICA's overseas offices, relevant government agencies of case study countries, international organizations, JICA experts and beneficiaries of the relevant projects, etc.
Questionnaire Survey	Target: Japan's diplomatic missions in countries where Japan is providing refugee-related assistance (requests submitted to a total of 30 diplomatic missions) Implementation period and method: Late August to mid-September 2023, through online questionnaires (Microsoft Forms) Response rate: 70% (21 out of 30 missions <sup>2</sup> )

Source: Prepared by the evaluation team

This report first provides an overview of Japan's assistance toward forcibly displaced persons and host countries, summarizing international trends in the area and how Japan has formed its ODA policies and projects aligned with those trends (Chapter 2). Subsequently, the evaluation results from development and diplomatic viewpoints

<sup>2</sup> Japan's 21 overseas establishments that responded to the survey are in charge of: Palestine, Jordan, Turkey, Syria, Iraq, Yemen, Iran, Zambia, Nigeria, Ethiopia, South Sudan, Kenya, Mozambique, Djibouti, Côte d'Ivoire, Togo, Niger, Moldova, Tajikistan, Pakistan, Sri Lanka, Venezuela, and Ecuador (Togo and Niger are supervised by the Embassy of Japan in Côte d'Ivoire).

are described (Chapter 3). Chapter 4 demonstrates the evaluation of Japan’s refugee-related assistance in Uganda and Bangladesh as case studies based on development and diplomatic viewpoints. Finally, Chapter 5 highlights recommendations for improving future refugee-related policies.

**5 Evaluation Team**

The following team comprising a chief evaluator, an advisor, and consultants conducted the evaluation.

Chief Evaluator	OHNO Izumi	Professor, National Graduate Institute for Policy Studies
Advisor	OHASHI Masaaki	Professor Emeritus, Keisen University
Consultants	TAKASUGI Mana	Senior Researcher, International Development Center of Japan
	KOMATSUBARA Yoko	Senior Researcher, International Development Center of Japan
	JINGUSHI Mana	Researcher, International Development Center of Japan

**6 Limitations of Evaluation**

There are no special policies or divisions dedicated to refugee-related assistance in the Ministry of Foreign Affairs. Instead, it has utilized various cooperation modalities, and there are multiple divisions related to the assistance. Therefore, it took time for the evaluation team to identify the objective framework of Japan’s refugee-related ODA policies, applicable projects, and which division is in charge of which cooperation modality, and to obtain the necessary reference materials.

Furthermore, it should be noted that, within the constraints of a maximum of 15 days for field surveys in two countries, the visits in both Uganda and Bangladesh had to be limited to a certain area, as domestic travel to the areas where refugees/displaced persons stay also take time. With such limitations, capturing the complete view of the situation in each country was difficult. For example, in Uganda, there are significant differences between the West Nile sub-region (northwestern part) and the southwestern part of the country in terms of the population ratio of refugees and host communities and the countries of origin of the refugees, but this evaluation team could only visit the West Nile sub-region. The evaluation team attempted to supplement necessary information through some online interviews to address the constraints.

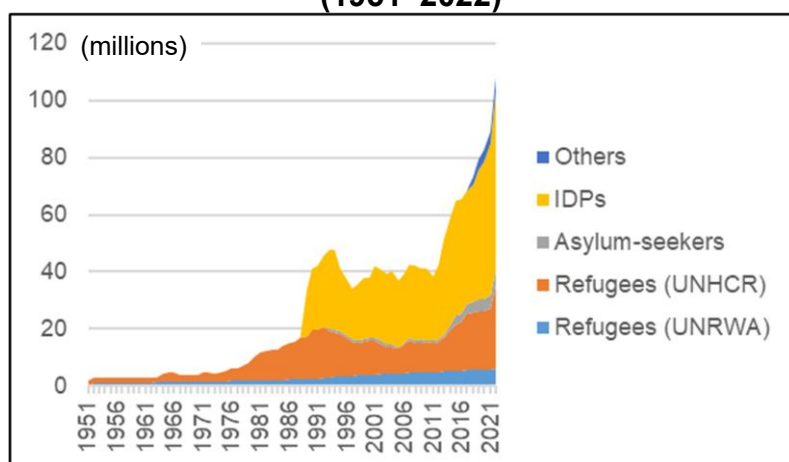
## Chapter 2 Overview of Assistance to Forcibly Displaced Persons and Host Countries

### 1 International Trends in Support for Refugees and Host Countries

#### (1) Current Situation of Forcibly Displaced Persons including Refugees and IDPs

In 2022, the total number of forcibly displaced persons (refugees, IDPs, etc.) worldwide reached 100 million for the first time in history (Figure 2-1).<sup>3</sup> The number of IDPs has increased more than refugees since approximately 1990, and the outbreak of the Syrian crisis in 2011 escalated the overall number of forcibly displaced people. Since then, the overall number has continued to increase due to the outbreak and prolongation of conflicts in various parts of the world, including Russia's invasion of Ukraine and the deteriorating situation in Sudan in 2022. The top five countries of origin and host countries for refugees (in 2022) are shown in Table 2-1.<sup>4</sup> Low- and middle-income countries host 76% of refugees and other people in need of international protection, and efforts of the international community as a whole are required to reduce the burden on host countries.

**Figure 2-1 Breakdown of Forcibly Displaced People (1951–2022)**



Source: Prepared by the evaluation team based on the data from the UNHCR Refugee Data Finder (updated June 2023).

**Table 2-1 Major Source Countries and Host Countries**

Source countries	External displacements
Syria	6.56 million
Ukraine	5.68 million
Afghanistan	5.66 million
Venezuela	5.45 million
South Sudan	2.30 million
Host countries	Refugees
Turkey	3.57 million
Iran	3.43 million
Colombia	2.46 million
Germany	2.08 million
Pakistan	1.74 million

Source: Prepared by the evaluation team based on the data from the UNHCR Refugee Data Finder (updated June 2023).

#### (2) World Humanitarian Summit, Humanitarian-Development-“Peace” Nexus<sup>5</sup>

In 2011, the “Arab Spring” democratic movement spread across the Middle East and North Africa; additionally, in 2015, the Syrian crisis—the world’s largest refugee crisis with a massive influx of Syrian refugees into Europe—marked a significant

<sup>3</sup> In accordance with the UNHCR’s definition, the total number of forcibly displaced persons is the sum of Palestine refugees under UNRWA’s mandate, refugees under the UNHCR’s mandate, asylum seekers, IDPs (including those not assisted/protected by UNHCR), and other people in need of international protection. (UNHCR, Refugee Data Finder (Data Insight), <https://www.unhcr.org/refugee-statistics/insights/explainers/forcibly-displaced-pocs.html>)

<sup>4</sup> Total of refugees under the UNHCR’s mandate and other people in need of international protection (UNHCR, Refugee Data Finder)

<sup>5</sup> Details will be provided in Appendix (in Japanese only).



turning point in international trends in refugee-related assistance. In May 2016, the first World Humanitarian Summit was held in Istanbul, Turkey. The summit sounded the alarm regarding the lack of humanitarian funding for humanitarian crises, which are becoming more complex and prolonged due to natural hazards, and discussed more effective assistance, including the Humanitarian-Development Nexus efforts.<sup>6</sup> An example of a major outcome of the summit was the release of a joint statement on strengthening humanitarian and development nexus.<sup>7</sup>

Furthermore, since the UN General Assembly and Security Council Resolutions on Sustaining Peace adopted in 2016, and as Secretary-General Guterres stated “humanitarian response, sustainable development and sustaining peace are three sides of the same triangle” in his inaugural speech, “peace”<sup>8</sup> was added to the humanitarian and development nexus. The two resolutions adopted a 2015 report by the UN Peacebuilding Commission titled “The Challenge of Sustaining Peace,” calling for the three pillars of development, peace and security, and human rights to work together to prioritize the prevention of conflict and address its root causes, as well as support institutions for sustainable peace and development. Since then, various donors, humanitarian agencies, and development agencies have emphasized the HDP nexus, and the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) released its “DAC Recommendations on the Humanitarian-Development-Peace Nexus” in 2019. Nonetheless, the definition and interpretation of the HDP nexus differ among agencies and people, and the nexus is used ambiguously to some extent.

### **(3) New International Framework for Refugee Protection (Global Compact on Refugees)**

In 2016, the UN Summit on Refugees and Migrants was held, and the UN General Assembly adopted the New York Declaration on Refugees and Migration which included the Comprehensive Refugee Response Framework (CRRF). The CRRF sets the approach<sup>9</sup> to be taken by the international community in large-scale movements of refugees and protracted refugee situations, and 15 pilot countries, including Uganda, decided to apply the CRRF. In 2018, the UN General Assembly affirmed the Global Compact on Refugees (GCR) as a new international framework to promote the protection of refugees. The GCR sets four key objectives that the international

---

<sup>6</sup> More than 9,000 participants from governments, international organizations, and civil society from 173 countries attended the World Humanitarian Summit.

<sup>7</sup> Daimu Miyashita, “The Result of the World Humanitarian Summit - How will humanitarian assistance change in the future?,” *Literature Review No. 9* (October 2016) (Japanese).

<sup>8</sup> Dr. Elizabeth Ferris, The Humanitarian-Peace Nexus, Research Briefing Paper UN Secretary-General’s High-Level Panel on Internal Displacement, August 2020 ([https://www.un.org/internal-displacement-panel/sites/www.un.org.internal-displacement-panel/files/ferris\\_humanitarian\\_peace\\_nexus\\_0.pdf](https://www.un.org/internal-displacement-panel/sites/www.un.org.internal-displacement-panel/files/ferris_humanitarian_peace_nexus_0.pdf))

<sup>9</sup> (1) Involvement of diverse stakeholders; (2) Innovative humanitarian assistance - partnerships with the private sector, various forms of fundings, etc.; (3) Comprehensive approach - including humanitarian-development nexus; (4) Planning for long-term solutions/responsibility of country of origin, host country, and third countries and support by the international community. <https://www.unhcr.org/jp/global-compact-on-refugees> (Japanese)

community should address: 1) ease the pressures on host countries, 2) enhance refugee self-reliance, 3) expand access to third-country solutions, and 4) support conditions in countries of origin for return in safety and dignity. The Global Refugee Forum (GRF) is held every four years as a follow-up to the GCR. At the first GRF in 2019, more than 770 pledges and target indicators were submitted for long-term support. The second GRF was held in December 2023 and Japan was one of its co-convenors with Uganda and other countries.

## **2 Japan's Aid Policy for Forcibly Displaced Persons and Host Countries**

### **(1) Japan's Refugee Admission Policy**

The mass exodus of Indo-Chinese Refugees in the late 1970s triggered a growing debate on refugee issues in Japan; in 1979 Japan began supporting Indo-Chinese Refugees in resettling in Japan, resulting in accepting more than 10,000 people. Later, Japan successively acceded to the Convention Relating to the Status of Refugees in 1981 and to the Protocol Relating to the Status of Refugees in 1982, which formed the basis for the international protection of refugees and initiated the recognition system for refugees in 1982.

### **(2) Humanitarian Aid Policy of Japan and Statement of Aid Policy at International Conferences**

With respect to refugee assistance outside Japan, Japan's ODA Charter has provided a policy framework for humanitarian assistance and human security through the ODA since its Cabinet decision in 1992. However, no policy statement has been developed for humanitarian assistance, including refugee assistance, and based on the recommendations of the 2010 DAC Peer Review, the Humanitarian Aid Policy of Japan was formulated in 2011. The policy positioned humanitarian assistance as one of the efforts to ensure human security, and stated that humanitarian assistance should protect the lives, dignity, and safety of the most vulnerable, including refugees and IDPs, and support each person's self-reliance. Its Concrete Policy of Response includes "assistance to refugees and IDPs" and "smooth transition" from emergency assistance in the wake of a humanitarian crisis to assistance for early reconstruction, as well as to development assistance for mid- to long-term social stability and development.

No new policy statements have been formulated since the Humanitarian Aid Policy, but in addition to this, Japan has adopted major international arrangements and made declarations of support aligned with the changing international trends outlined in the previous section (Table 2-2).

**Table 2-2 Major International Conferences on Refugee-Related Assistance and Major Commitments Expressed by Japan**

Major international conferences on refugee-related assistance	Major commitments expressed by Japan
September 2015 - General Debate of the UN General Assembly - G7 meeting on humanitarian assistance to refugees - Strengthening cooperation on migration and refugee movements in the perspective of the new development agenda meeting	- Assistance to refugees from the conflicts in Syria and Iraq: approximately US\$810 million - Syrian refugee and host community assistance to Lebanon: US\$2 million - Assistance to Serbia, Macedonia, and other countries to improve reception facilities for refugees and immigrants, and to provide food, medical assistance, etc.: approximately US\$2.5 million
May 2016 World Humanitarian Summit	Assistance in total of US\$6 billion in following three years (capacity building for approximately 20,000 people, acceptance of up to 150 Syrian students over five years, and dispatch of the “Japan Team for Refugees and Communities” of JICA.
May 2016 G7 Ise-Shima Summit	Issued a summit declaration stressing the importance of medium- and long-term efforts to address the problems of refugees and migrants.
September 2016 - UN Summit for Refugees and Migrants - Leaders’ Summit on Refugees hosted by U.S. President - Security Council High-Level Meeting on the Situation in Syria	- Assistance totaling US\$2.8 billion from 2016 to 2018 (humanitarian and self-reliance assistance to refugees and migrants and assistance to host countries and communities) - Contribution to the World Bank’s Global Crisis Response Platform: US\$100 million - Human resource development support for conflict-affected populations: approximately 1 million people - Acceptance of up to 150 Syrian students over five years. If these Syrian students wish to be accompanied by their families or bring their families to Japan, they will be warmly welcomed within Japan’s institutional framework. - Assistance to Syria, Iraq, and neighboring countries in cooperation with international organizations: US\$1.13 billion (2016)
December 2018 UN General Assembly Adoption of the Global Compact on Refugees	
December 2019 The first Global Refugee Forum	Japan has made three pledges and introduced Japan’s efforts in recent years (expansion of refugee acceptance through third country resettlement, extension of educational opportunities to Syrian students, and promotion of the “HDP nexus” based on “human security” in the Middle East, Africa, etc.). (The fourth pledge was later added in March 2021.)
December 2021 GCR High-Level Officials Meeting	Report on Japan’s efforts in recent years (awareness-raising by the refugee teams at the Olympics and Paralympics Games in Tokyo; promotion of the HDP nexus approach in partnership with UNHCR and other international organizations and NGOs; extension of scholarships for Syrian students; financial support for the COVAX Facility; provision of vaccines in kind; and support for adaptation to climate change)
March and April 2022 G7 Foreign Ministers Meeting, G7 Summit Meeting	Emergency humanitarian assistance to Ukraine and neighboring countries (including protection of displaced persons): US\$200 million
May 2023 G7 Hiroshima Summit (Leaders’ Communiqué)	The G7 Leaders’ Communiqué noted the importance of working together on development, humanitarian, peace, and security issues, and reaffirmed their commitment to the GCR and the protection of refugees in line with national policies, legislation, and circumstances. The G7 leaders expressed their continued cooperation with the international community in preparation for the second GRF.
December 2023 The second GRF (Japan is one of the co-convenors)	

Source: Prepared by the evaluation team based on the information on the MOFA website.

Notably, Japan hosted a side event: Strengthening the Humanitarian-Development Nexus, at the 2016 World Humanitarian Summit in collaboration with the UNHCR, the Solutions Alliance, the United Nations Development Programme (UNDP), JICA, and others, where former Prime Minister Yasuo Fukuda stressed the importance of the “Humanitarian-Development Nexus” and expressed the importance of solidarity with the recipient communities for this purpose.<sup>10</sup> The then President of JICA also participated in the side event, explaining that JICA, as a development assistance organization, has the following advantages in supporting refugees and displaced persons: (1) strengthening the resilience of host countries and communities; (2) empowering people through employment and education support; and (3) supporting state-building and return and resettlement to prevent the recurrence of crises. The summit’s outcomes included the following: (1) strengthening the resilience of national communities; (2) empowerment through employment and education support; and (3) support for state-building and return/resettlement to prevent recurrence of crisis.<sup>11</sup> Among the outcomes of the Summit, Japan contributed to the launches of a joint statement containing “five principles for strengthening the humanitarian-development nexus,” and an initiative based on the “five core responsibilities” (guiding principles) offered by key relevant organizations (Table 2-3). These have become Japan’s policy for supporting refugees and host countries.

**Table 2-3 Five Principles for Strengthening the Humanitarian-Development Nexus, as expressed by Japan at the World Humanitarian Summit**

<p>(1) Ensure meaningful participation of those most affected—host and returnee communities and forcibly displaced people in the pursuit of solution to forced displacement.</p> <p>(2) Including forced displacement issues in national and local development plans, and in peacebuilding and recovery strategies.</p> <p>(3) Marshaling the comparative advantages of humanitarian and development actors for collective action through the promotion of institutional flexibility while respecting fundamental principles.</p> <p>(4) Developing a common vision through identification of complementary policies, and joint analysis that enable holistic planning.</p> <p>(5) Seeing the humanitarian-development nexus as an integral part of promoting peace and security.</p> <p>Source: Preliminary Joint Statement by the Co-Hosts - Government of Japan and the Solutions Alliance, <a href="https://www.geneve-mission.emb-japan.go.jp/files/000160040.pdf">https://www.geneve-mission.emb-japan.go.jp/files/000160040.pdf</a></p>
--

Japan served as a co-convenor of the second GRF in December 2023, and as the G7 chair, has been promoting this agenda by selecting the global response to the Ukraine crisis and support for refugees and migrants as the theme for the G7 progress report. In addition, Japan has served as Vice-Chair of the International Network on

<sup>10</sup> Ministry of Foreign Affairs of Japan, “Press Release World Humanitarian Summit (Results),” (May 24, 2016), [https://www.mofa.go.jp/press/release/press4e\\_001160.html](https://www.mofa.go.jp/press/release/press4e_001160.html)

<sup>11</sup> JICA, “President Kitaoka attends the World Humanitarian Summit: the importance of coordination between humanitarian and development assistance, among other issues” (May 26, 2016) (Japanese), [https://www.jica.go.jp/Resource/about/president/archives\\_kitaoka/20160526\\_02.html](https://www.jica.go.jp/Resource/about/president/archives_kitaoka/20160526_02.html)

Conflict and Fragility (INCAF) of the OECD-DAC since 2023 and has contributed to the compilation of the INCAF Common Position for the GRF.<sup>12</sup> It is expected that the policy statement will be updated based on the discussions and outcomes of the second GRF.

### **(3) HDP Nexus Approach**

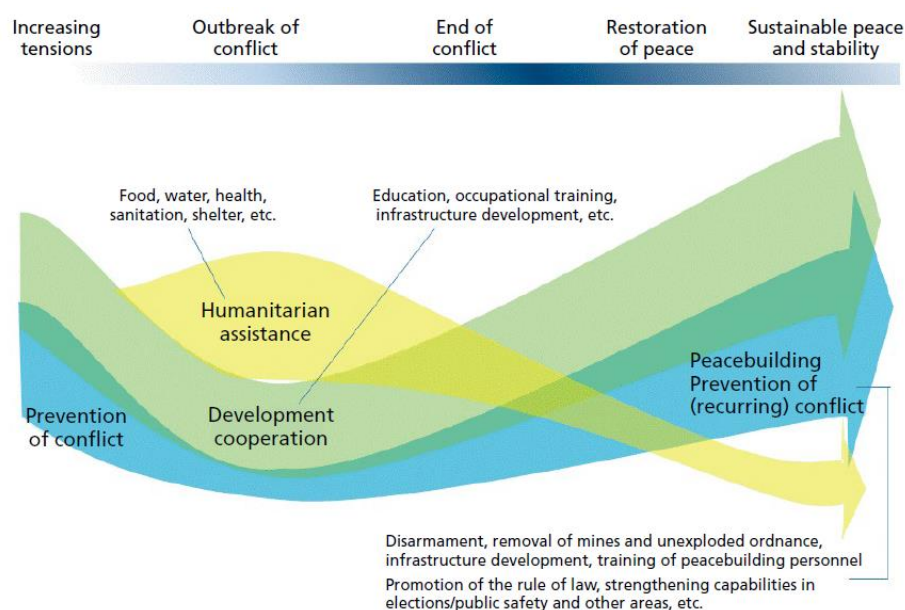
Based on the aforementioned policy, Japan has been providing emergency humanitarian assistance, reconstruction and development, and peacebuilding support during large-scale disasters and conflicts around the world. In this context, the HDP nexus has been clearly stated in the White Paper on Development Cooperation since the 2017 edition, in response to the changes in international trends previously illustrated. The “smooth transition,” or seamless assistance from emergency humanitarian assistance to development assistance described in the Humanitarian Aid Policy of Japan has evolved into the HDP nexus; rather than these being a linear transition, the parallel provision of urgently needed “humanitarian assistance” and “development cooperation” that promotes self-reliance from a mid- to long-term perspective from the beginning of the emergency period, has been emphasized. The HDP nexus approach also prioritizes the seamless development of “peacebuilding and assistance to prevent the recurrence of conflict” and “poverty reduction and economic development assistance,” including addressing the root causes of conflict, in response to humanitarian crises that are becoming more prolonged and serious. Uganda and Zambia are representative examples of this approach.

The White Paper on Development Cooperation 2021 shows a diagram (Figure 2-2) of ODA for peacebuilding. Here, humanitarian assistance (yellow) and development cooperation (light green) are depicted as implemented in parallel, and the need for an approach to peace (light blue) is also indicated. The HDP nexus was also clearly stated in the Development Cooperation Charter revised and approved by the Cabinet in June 2023. However, since the 2011 Humanitarian Aid Policy of Japan, no policy documents on humanitarian assistance or refugee assistance have been prepared; the goals to be achieved through the HDP nexus, or the specific strategies and processes employed to achieve them are not always clarified.

---

<sup>12</sup> JICA is also actively contributing to the GRF by co-hosting a spotlight session on the HDP nexus at the first GRF and participating in the INCAF Director-General's Level Meeting, etc. *JICA FY2019 Performance Evaluation Report* (Japanese)

**Figure 2-2 Peacebuilding Efforts through ODA (HDP Nexus)**



Source: Adapted from White Paper on Development Cooperation 2021

JICA, the implementing agency of Japan's ODA, had previously recognized that refugee assistance issues fell under the category of humanitarian agencies in principle, not development agencies such as JICA. However, international trends such as the aforementioned World Humanitarian Summit and the large influx of refugees in Uganda in 2016, where JICA was implementing development cooperation on facilitating IDPs' return, triggered its board of directors to approve the Assistance Policy to Aid Refugees in the same year. The policy sets forth three basic approaches: (1) provide assistance based on the JICA's strengths and experience as a development institution; (2) promote collaboration between humanitarian assistance and development cooperation; and (3) enhance Japan's presence by strengthening visible support and international communication. The three pillars of support comprise "comprehensive support for countries hosting refugees," "capacity building for refugees," and "strengthen collaboration with international organizations." These implementation policies have been succeeded by the JICA Global Agenda for Peacebuilding formulated by the JICA Office for Peacebuilding in 2020, which aims to "create peaceful and inclusive societies by helping to build resilient states and societies that can prevent outbreaks and recurrences of violent conflicts."<sup>13</sup> The Agenda clearly states to promote the HDP nexus and support refugees and displaced persons, as well as host countries and regions. Although beyond the period of this evaluation, as of 2023, JICA is considering a Cluster Strategy for promoting the HDP nexus tied to the

<sup>13</sup> JICA Global Agenda for Peacebuilding: [https://www.jica.go.jp/Resource/english/our\\_work/thematic\\_issues/peace/agenda.html](https://www.jica.go.jp/Resource/english/our_work/thematic_issues/peace/agenda.html)

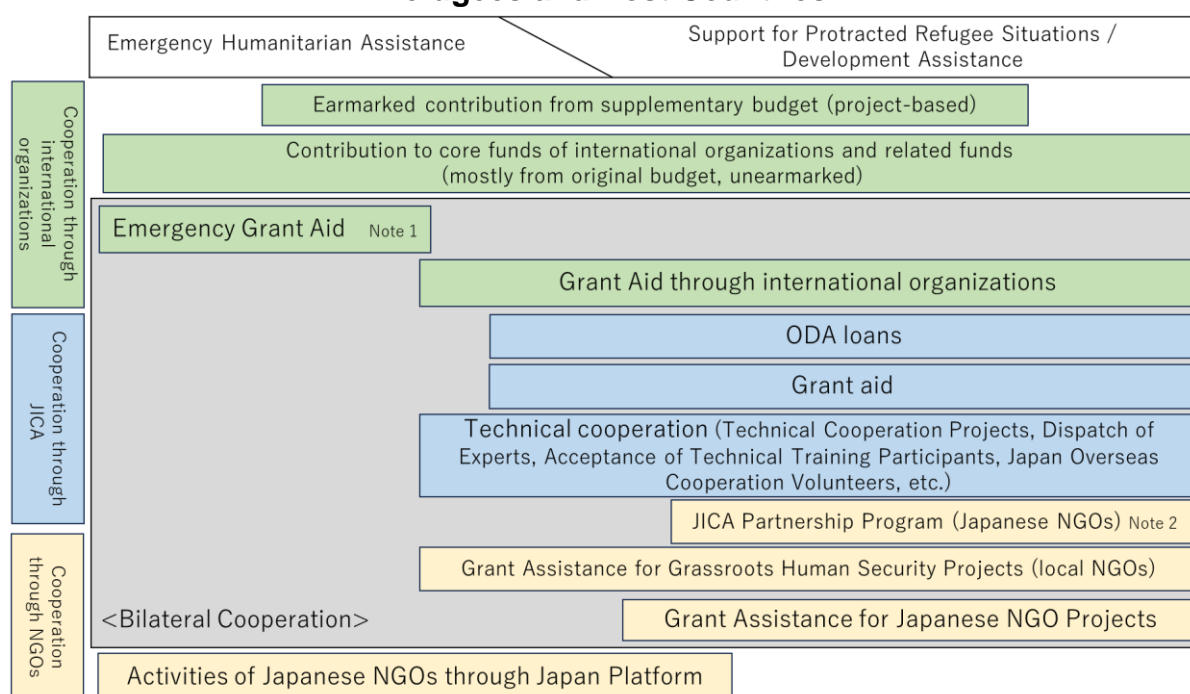
Global Agenda<sup>14</sup>; additionally, the Kaeru Model<sup>15</sup> to apply the HDP nexus to other countries based on the Ugandan experience has also been developed. The model was presented at the second GRF.

### 3 Japan's ODA Projects for Forcibly Displaced Persons and Host Countries

#### (1) Major Cooperation Schemes Used to Support Refugees and Host Countries

Japan's assistance for forcibly displaced persons and host countries is provided through various cooperation schemes. An overview of these schemes is shown in Figure 2-3. As shown in the objective framework in Figure 1-1, these can be broadly divided into three types: cooperation through international organizations, JICA, and NGOs. Support through international organizations and NGOs, except for the JICA Partnership Program, is primarily administered by MOFA.

**Figure 2-3 Japan's Major ODA Schemes Used to Support Refugees and Host Countries**



Note 1: Other humanitarian assistance schemes include Japan Disaster Relief Team and Emergency Relief Goods, but they are applied in times of disaster. Emergency Grant Aid is also eligible to be provided to partner governments under the scheme, but in recent years, in reality, most of the assistance has been provided through international organizations.

Note 2: The JICA Partnership Program is the JICA's technical cooperation scheme through NGOs.

Note 3: JICA is in charge of some of the grant aid projects through international organizations. Some grant aid projects are handled by MOFA instead of JICA. In addition, both original and supplementary budgets are used for bilateral cooperation and support through Japan Platform (JPF).

Note 4: Excludes schemes related to accepting refugees in Japan.

Source: Prepared by the evaluation team

<sup>14</sup> A cluster is a management unit that is a group of projects with particular emphasis in order to achieve the JICA Global Agenda (cooperation strategies for global issues). Each cluster strategy includes a "standard scenario" of an effective and efficient problem-solving process, targets and indicators, and implementation direction including platform activities aimed at increasing development impact through collaboration and co-creation with external actors.

JICA Annual Evaluation Report 2022 (<https://www.jica.go.jp/english/activities/evaluation/reports/2022/index.html>)

<sup>15</sup> Kaeru refers to two meanings: to "transform" refugees/displaced persons from recipients of aid into actors who also contribute to development and to "return" to their own country someday.

During the emergency period immediately following a refugee outbreak, emergency humanitarian assistance is provided through international organizations and NGOs that have expertise in such crises. Specifically, the Emergency Grant Aid through international organizations (mostly implemented for about six months) and financial contributions to JPF<sup>16</sup> will support shelter, health, water and sanitation, food, the distribution of items such as clothing, blankets, hygiene products, and fuel, registration and protection of refugees, as well as agriculture, education, and livelihood improvement.

This is followed by project-based earmarked contributions from supplementary budgets to international organizations. Supplementary budget projects have a short implementation period of nine months to one year and are often used for humanitarian relief activities such as the aforementioned emergency assistance. From a longer-term perspective, there is grant aid through international organizations, which provide bilateral grant aid that utilizes the expertise of international organizations. In recent years, the grant aid through international organizations has been expanding to areas where JICA cannot operate due to security concerns, and so on. Projects under this scheme are implemented for a period of several years for infrastructure development in host communities, such as water supply, sewerage, electricity, roads and bridges, hospitals, and schools, as well as for food, shelter, and livelihood assistance. In addition, non-earmarked core contributions to international organizations such as the UNHCR, and contributions to specific funds such as the UN Trust Fund for Human Security<sup>17</sup> are also being used to support refugees and host countries.

Simultaneously, depending on the situation, JICA conducts field surveys, and in consultation with the partner country's government, considers and implements projects through development cooperation schemes such as ODA loans, grant aid, and technical cooperation. ODA loans and grant aid are used for infrastructure development for local governments (roads, water supply, waste management, hospitals, etc.), which bear a heavy burden in hosting refugees, as well as infrastructure development for the future return destinations (reconstruction and peacebuilding support in the countries of origin of refugees). Technical cooperation has supported livelihood improvement for refugees, host communities, and returnees; development planning reflecting the needs of refugees and returnees; capacity building of local government and promotion of social cohesion through such planning; and conflict prevention. JICA has also made human resource contributions by dispatching individual experts as refugee assistance advisors and the JICA Overseas Cooperation Volunteers (JOCVs) in the field of refugee and host community assistance.

---

<sup>16</sup> A platform established in 2000 jointly by NGOs, the business community, and the Government of Japan for the purpose of rapid and effective emergency humanitarian relief activities by Japanese NGOs in the event of natural hazards or conflicts overseas. JPF is funded by MOFA and private funding (business community/individuals), and member NGOs implement projects.

<sup>17</sup> Japan's contribution to these funds is outlined in the Appendix.



In addition, MOFA provides Grant Assistance for Japanese NGO Projects (in principle, up to 100 million yen per year for a maximum of three years) to target Japanese NGOs, and Grant Assistance for Grassroots Human Security Projects (GGHSP) (in principle, up to 10 million yen), which Japan's overseas establishments primarily formulate, to local NGOs and others. The JICA Partnership Program, targeting Japanese NGOs and local governments, among others, is also utilized for projects to support refugees and host communities.

Although for convenience of explanation, it appears that there is a linear progression from the emergency phase to the development phase, in practice, there are numerous cases where the process does not follow a linear path. For example, when refugee stays are prolonged while new arrivals continue, or when multiple crises occur simultaneously. As shown in Figure 2-2, it is important to note that emergency humanitarian assistance and development cooperation proceed parallel to one another. It is also important to be aware of the relationship with peacebuilding assistance, as social stabilization in places of origin may promote refugee returns.

## **(2) Trends in Japan's Refugee-related Assistance**

Refugee-related assistance is sometimes difficult to identify from the name of the project, and in some development or disaster recovery assistance, and international organization projects targeting multiple countries and organizations, refugees may comprise a part of the target. Therefore, it is difficult to know and determine which project provides refugee-related assistance from the title of the project.<sup>18</sup> This evaluation attempted to show as closely as possible the overall picture of Japan's refugee-related assistance by organizing the publicly available information on the MOFA website (the list of Exchange of Notes, supplementary budget-related information, etc.) and the JICA website information, as well as the information provided by international organizations, JICA, and JPF. Based on this, a list of major projects during the evaluation period is presented in the Appendix (in Japanese only). Figure 2-4 demonstrates trends of the major financial cooperation projects, excluding technical cooperation and contributions to some funds. For the aforementioned reasons, note that the original list of projects is not exact, and the figure only serves as a guide.

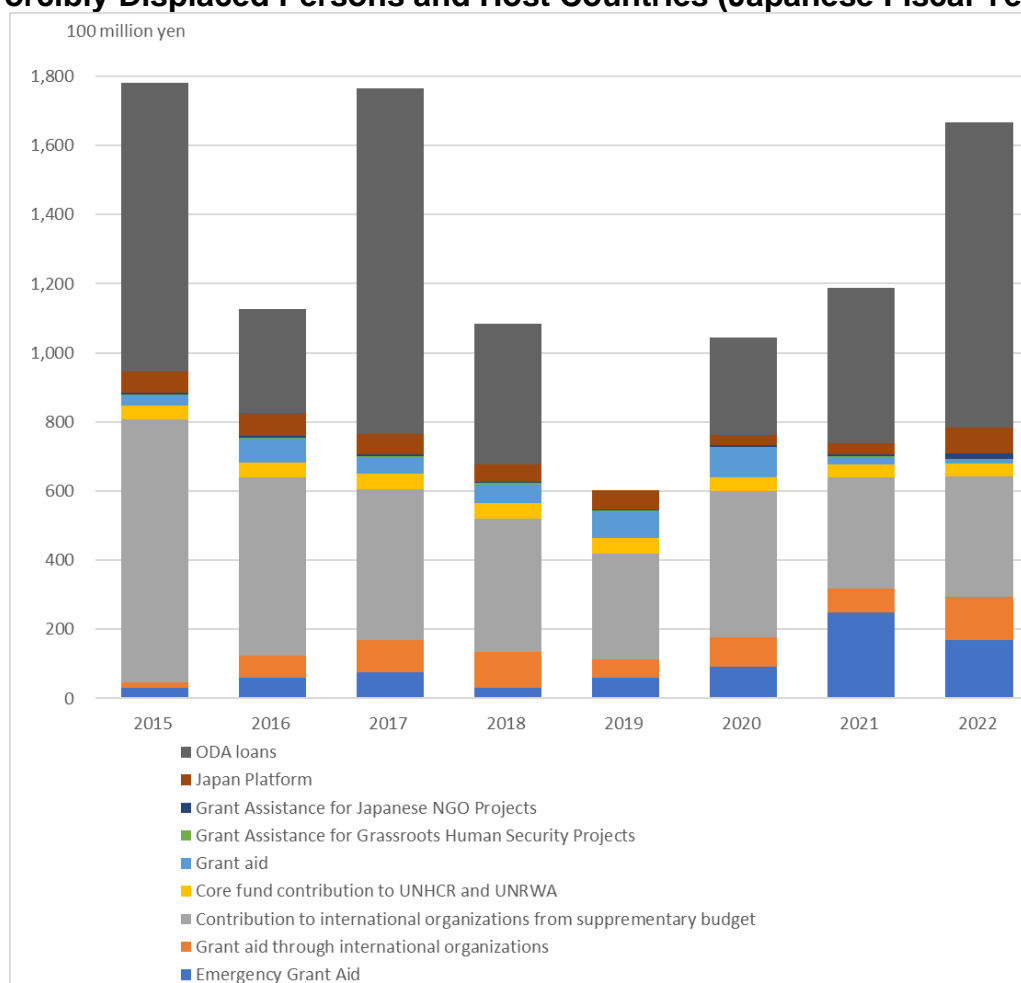
The amount of aid appears to fluctuate significantly from year to year depending on the volume of the ODA loans, but excluding the ODA loans, the amount has remained at around 60 to 90 billion yen annually. The amount was particularly large in FY2015–2017, when the momentum to respond to the large number of Syrian refugees

---

<sup>18</sup> Since the OECD began to require member countries to attach keywords to projects related to support for refugees, returnees, and internally displaced persons in the ODA performance reports beginning in 2022, it is expected to provide a more accurate picture of refugee-related assistance in the future.

increased, and again in FY2022, when emergency humanitarian assistance was provided to Ukraine and neighboring countries.

**Figure 2-4 Trends in Japan's Major Financial Assistance to Forcibly Displaced Persons and Host Countries (Japanese Fiscal Year)**



Note: Year is based on the Exchange of Notes. Does not include technical cooperation and in-donor refugee costs. The amount for the dollar-based projects has been converted into yen at the rate of the day of the announcement. Disaster relief, food aid, Emergency Grant Aid, and supplementary budget projects targeting multiple countries may not all be provided for refugees. JPF fiscal year is based on the program implementation period. If a program includes projects that are implemented over multiple fiscal years, but the start of each project is concentrated in a single fiscal year, the program is considered to be in that fiscal year. As for contributions to the trust funds of international organizations, only the part that is financed by supplementary budget is reflected.

Source: Prepared by the evaluation team based on the MOFA website and materials provided by JPF.

The table below (Table 2-4) shows trends in Japan's humanitarian aid amounts depicted in the OECD DAC statistics.<sup>19</sup> While this data includes disaster relief, it does not include refugee assistance through development cooperation, so it can only be used as reference information. Even so, it can be confirmed that the yearly trends are generally similar to the aforementioned data.

<sup>19</sup> The G7's annual progress report on the achievement and progress of past development commitments refers to this data as a source of monitoring data for refugee assistance. Ministry of Foreign Affairs of Japan. *G7 Hiroshima Progress Report. Advancing Resilience in Times of Crises: Food Security and Nutrition, Migration and Refugees*. 2023.

**Table 2-4 Trends in Japan's Humanitarian Aid Amount  
(Calendar Year, US\$ Million)**

	2015	2016	2017	2018	2019	2020	2021
Humanitarian aid (excluding reconstruction and disaster risk reduction)	832.414	637.316	599.222	402.004	333.076	307.237	430.704

Note: Purpose codes 72010 (material relief assistance and services including shelter, water, sanitation, education, health services, supply of other nonfood relief items, protection, etc.), 72040 (emergency food assistance), and 72050 (relief co-ordination and support services) only. The figures do not include purpose codes 73010 (reconstruction relief and rehabilitation) and 74020 (disaster prevention and preparedness), which are included in "Humanitarian aid" in the "Distribution of Bilateral ODA by Sector" in the White Paper on Development Cooperation (e.g., page 163 of the 2022 edition).

Source: Prepared by the evaluation team based on the OECD Creditor Reporting System (CRS)

Japan's refugee assistance is characterized by a relatively small share of humanitarian aid, and the country supports refugees through development assistance. In the OECD survey on ODA to refugees and host communities by 32 bilateral donor countries in 2018–2019, 71% of bilateral ODA for recipient countries was through humanitarian assistance. This is possibly because the largest donor, the United States, provided 99% of its refugee assistance through humanitarian aid, while Japan, with 57% of its assistance through development cooperation, along with Germany (63%) and Sweden (52%), was reported to have allocated funds with the HDP nexus in mind. According to the study, in 2018–2019, ODA to refugees and host communities by 32 bilateral donors totaled US\$44.3 billion (of which \$24.2 billion was for recipient countries and \$20.1 billion for receiving refugees in their own countries), with the United States, Germany, and the EU accounting for about two-thirds of this total. Japan's contribution was US\$1.248 billion, ranking fifth overall (5.2%) after the United Kingdom.<sup>20</sup>

The above OECD survey indicated that the Middle East received 45.1% of the total assistance, while Sub-Saharan Africa, Asia, and South America did not receive sufficient assistance compared to their needs. Based on the original data in Figure 2-4, the three main target regions for Japan are Middle East/North Africa, Sub-Saharan Africa, and Southwest Asia, which enjoy a large number of projects (not including international organization projects from supplementary budgets) and funding amount (including projects from supplementary budgets). In addition, assistance was also provided to East Asia, Europe, Latin America, and Central Asia/the Caucasus, with some projects covering multiple regions (Table 2-5).

<sup>20</sup> Hesemann, J., H. Desai, and Y. Rockenfeller (2021), *Financing for Refugee Situations 2018-19*, OECD Publishing, Paris.

**Table 2-5 Japan's Major Assistance for  
Forcibly Displaced Persons and Host Countries by Region**

Region	Number of Projects	Amount (Billion yen)
Middle East and North Africa	160	5,557
Sub-Saharan Africa	150	1,591
Southwest Asia	114	1,702
East Asia	34	235
Europe	20	274
Latin America and the Caribbean	20	53
Multiple regions	15	259
Central Asia and the Caucasus	6	9

Note: Regional classification is based on "Projects and Programs by Country and Region" on the MOFA website.

Core contributions to international organizations and in-donor refugee costs are not included. Contributions to international organizations from supplementary budgets are not included in the number of projects. Projects that started before FY2015 and ended after FY2015 are included in the number of projects, but not in the amount. Amounts for technical cooperation reflect only estimates of technical cooperation projects. The amount for the dollar-based projects has been converted into yen at the rate of the day of the announcement. For JPF, the number of programs is counted per fiscal year, not the number of projects. As for contributions to the trust funds of international organizations, only part of them that are financed by supplementary budget are reflected.

Source: Prepared by the evaluation team based on the MOFA website and materials provided by JPF.

In particular, the amount of assistance to the Middle East is significant, where there are many refugee-generating and receiving countries, such as Syria, Iraq, Yemen, Afghanistan, and Palestine. For example, the amount of ODA loans (e.g., "Local Authorities Infrastructure Improvement Project" in Turkey, FY2015, 45 billion yen) and grant aid (e.g., "Economic and Social Development Programme" in Jordan, FY2015, 1.85 billion yen, used in the fields of waste management and water) to reduce the burden on countries hosting Syrian refugees are particularly large. The number of grant aid through international organizations was 30 cases (including 9 cases of food assistance), and contributions from supplementary budgets were the largest among all the regions.

In Sub-Saharan Africa, many refugee crises are protracted, including in South Sudan, the Democratic Republic of Congo, and Sudan. The number of projects was comparable to that of the Middle East and North Africa region, but there was no ODA loan, and the amount of assistance was less than one-third of the same region. Most of the grant aid projects through international organizations are food assistance through the World Food Programme (WFP) (23 projects), while there are only four projects for the rest under the scheme. Sub-Saharan Africa received the second largest amount of supplementary budget contributions, approximately half as much as the Middle East and North Africa—the latter two regions accounted for more than 90% of the total.

In Southwest Asia, the financial amount of assistance to Bangladesh and Pakistan is large, especially in Bangladesh, where there are several ODA loan projects including those for areas receiving forcibly displaced persons. Mine clearance assistance to Sri Lanka was also significant in the number of projects. In the East Asia region, most of the aid was for returnees and IDPs in Myanmar. In Europe, most of the support was for Ukraine and neighboring countries from the end of FY2021 to FY2022. In Latin

America, most assistance has been provided to displaced persons from Venezuela, and returned IDPs in Colombia due to the civil war.

### **(3) Assistance Related to Accepting Refugees in Japan**

The Ministry of Justice has jurisdiction over the recognition of refugee status. MOFA provides the following three types of support for refugees in Japan: (a) settlement support for refugees (those whom the Government of Japan has granted refugee status) and their families; (b) settlement support for those accepted through the resettlement scheme; and (c) livelihood support for applicants for refugee status.<sup>21</sup>

Specifically, the settlement support program for refugees who have been granted refugee status provides six months of Japanese language education, employment support, and guidance on life in Japan, as well as financial assistance during this period (daily allowance) and free accommodation if needed. Participation in this program is on a voluntary basis, and some refugees who have already established their livelihood in Japan do not take the course. The livelihood support for applicants for refugee status is provided only to those who face financial difficulties. It covers expenses for daily life, accommodation, and medical services for four months in principle. Based on the OECD definition, these supports are classified as ODA (in-donor refugee costs) which regards the support costs for the first year after a refugee's arrival as ODA.

The resettlement scheme is one of the UNHCR's durable solutions to the refugee problem and is a system to accept refugees from their original country of asylum to a third country. Japan was the first Asian country to begin accepting refugees under this scheme in 2010. The UNHCR recommends registered refugees to Japan, and after interviews and selection by the Government of Japan, the International Organization for Migration (IOM) commissioned by Japan, prepares for the refugees' departure and transports them to Japan. Currently, Japan accepts up to 60 refugees per year (30 before 2019) who are staying in Asia, and provides a six-month settlement support program, similar to the settlement support for recognized refugees previously mentioned. After completion of the program, a five-year follow-up support such as daily life consultation and facilitation for communication with local municipalities by settlement counselors are provided. This is classified as non-ODA, based on the

---

<sup>21</sup> In addition to the reception of Indo-Chinese refugees, those with refugee status, and those resettled through third country resettlement, Japan also accepts forcibly displaced persons from Ukraine and other countries as a measure to allow their stay on humanitarian grounds, which is mainly under the jurisdiction of the Ministry of Justice. A new legislation allows this type of acceptance as granting of "subsidiary protection" starting from December 1, 2023. As of 2022, according to the UNHCR statistics, Japan had received 17,406 refugees (under the UNHCR's mandate), and according to the Immigration Services Agency data, the total number of refugees and other provision of asylum from 1978 to 2022 was 17,714. UNHCR, Refugee Data Finder, (<https://www.unhcr.org/refugee-statistics/download/?url=AqdT60>) Immigration Services Agency, "Situation of Refugee Asylum in Japan" (Japanese) (<https://www.moj.go.jp/isa/content/001393014.pdf>)

definition: expenses that facilitate the integration of refugees into the economy of the donor country are excluded from the ODA.<sup>22</sup>

In addition, although it is not strictly a program aimed at admitting refugees, JICA also provides support in accepting refugees into Japan as international students through programs such as the “Japanese Initiative for the future of Syrian Refugees (JISR)” (see Chapter 3 for details).

---

<sup>22</sup> Although this evaluation is for ODA, third country resettlement is included as relevant information because it is one of the GCR key objectives and one of Japan’s pledges in the GRF.

## **Chapter 3 Evaluation Results**

This Chapter, as the MOFA's policy-level evaluation (thematic evaluation), presents the evaluation results based on the development viewpoints and diplomatic viewpoints in accordance with the ODA Evaluation Guidelines (June 2021) and the ODA Evaluation Handbook (February 2023).

### **1 Evaluation from Development Viewpoints**

#### **(1) Relevance of Policies**

##### **A. Consistency with Japan's High-level Policies**

Japan's high-level policy during the period covered by this evaluation is the former Development Cooperation Charter (2015). The former Charter sets "promoting human security" as one of its basic policies and specifies "refugees and internally displaced persons" as individuals liable to be vulnerable that should be particularly focused on. Besides this, one of the priority issues of the former Charter, "sharing universal values and realizing a peaceful and secure society," states that Japan will provide seamless assistance for peacebuilding from conflict prevention, emergency humanitarian assistance in the conflict situation, and promotion of conflict termination, and raised humanitarian assistance for refugees and IDPs as one of those efforts. Therefore, Japan's policies for assisting forcibly displaced persons and host countries (hereinafter referred to as "the Policy") are consistent with the former Charter, as they address the promotion of human security and the above priority issues as set forth in the Charter. Moreover, the Policy emphasizes the "HDP nexus" and "coordination between multilateral and bilateral aid," which is consistent with the former Charter stating seamless assistance for peacebuilding and enhanced cooperation with various funds and actors. This is the same in the present Development Cooperation Charter (2023), which clearly mentions the "HDP nexus" and emphasizes inclusiveness (support for vulnerable groups, including refugees and IDPs).

##### **B. Consistency with the Development Needs of the Partner Countries**

This section examines whether the Policy was consistent with "the policies of the partner countries" and "the needs of refugees and host communities." In the former point, some refugee-related policies of partner countries were found to be having some issues in consistency with the Policy. However, even in those countries, the evaluation team valued Japan's efforts to implement the Policy in a pragmatic manner aligning with the policies of the partner countries and judged the overall consistency of the Policy to be generally high.

For example, (as discussed in detail in Chapter 4) on the one hand, for countries such as Uganda with policies tolerant of refugees and supporting their self-reliance, consistency with the Policy can be confirmed based on the policy documents of the partner countries. On the other hand, for countries such as Bangladesh, there remain certain issues in consistency with the Policy. While having the policy to ensure the

peaceful stay of forcibly displaced persons from Myanmar (Rohingya), the Government of Bangladesh does not allow mid- and long-term development assistance that could lead to the resettlement of Rohingya. To this end, Japan is providing emergency assistance in line with the policy of Bangladesh, and as part of such activities, supports the training and employment of Rohingya volunteers that can lead to their self-reliance in a manner acceptable to the Government of Bangladesh. In the questionnaire survey, 4 of 21 respondents answered that there are some issues with the consistency of the Policy and the partner countries' policies, such as the partner country does not recognize the humanitarian assistance needs (Venezuela), the partner country does not target refugees for assistance (Syrian refugees in Iraq), the partner country is not necessarily active in supporting self-reliance of refugees since the refugee status and the right to return home are inseparably linked (the special characteristics of Palestinian refugees). Nonetheless, even in these countries, Japan is implementing the Policy in a pragmatic way as in Bangladesh including humanitarian assistance through international organizations.

With regard to the latter, the consistency with the “needs of refugees and host communities in the partner countries,” the Policy emphasizes addressing the needs of both refugees and host communities. This is because refugee hosting areas tend to be areas where development is lagging, and concentrating assistance on refugees may create tensions with host communities. From interviews in Japan/case study countries and the questionnaire survey to Japan's diplomatic missions, it was confirmed that Japan identifies the needs of both parties from various resources. Specifically, MOFA and diplomatic missions collect information from the consultation with the government of host countries, response plans compiled by the host government and UN agencies (e.g., Refugee Response Plan), donor meetings, and (for assistance through international organizations and local/Japanese NGOs) project proposals based on the needs assessments and their completion reports, field visits including prior needs assessments by Japan's diplomatic missions, etc.<sup>23</sup>

JICA conducts various studies and interviews with local stakeholders, including refugees and host communities, to confirm the needs. In addition, JICA utilizes the dispatch of experts to departments and agencies in charge of refugee assistance in the host countries and the dispatch of JOCV to grasp the local needs. During the field surveys of this evaluation, interviews were conducted with the parties concerned, including refugees/displaced persons and host communities, and no cases were identified that were not consistent with their needs. Therefore, it is judged that the Policy is consistent with the “needs of refugees and host communities in the partner

---

<sup>23</sup> In the questionnaire survey, two diplomatic missions responded that “there are some issues.” They wrote the reasons as “it is difficult to say that the volume of assistance is sufficient compared to the scale of refugees received by the partner country” (Ethiopia) and “it is difficult to visit the site because the area is often a high-risk area, and there are issues in obtaining first-hand information from the parties concerned” (Cote d'Ivoire). Even so, the needs are identified in a manner that is feasible in each country.



countries.”

### **C. Consistency with International Priority Issues**

This section examines whether the Policy was consistent with the international priorities of the Sustainable Development Goals (SDGs) and international trends of refugee-related assistance. First, the Policy contributes to the realization of a society where no one is left behind as stated in the SDGs, and is consistent with the 12 SDG goals closely related to refugee protection and assistance activities as presented by UNHCR.<sup>24</sup> Second, in terms of consistency with international trends, the Policy includes the commitments that Japan has announced at international conferences on refugee-related assistance. As detailed in Chapter 2, the fact that Japan has continuously expressed these assistance policies throughout the evaluation period in response to growing international momentum indicates that the Policy has been consistent with international trends. In particular, the Policy is coherent with the Global Compact on Refugees (GCR), adopted by the UN General Assembly in 2018 as an international framework to promote refugee protection, which states key objectives, “ease the pressures on host countries,” “enhance refugee self-reliance,” “expand access to third-country solutions,” and “support conditions in countries of origin for return in safety and dignity” that the international community should address to.

### **D. Japan’s Comparative Advantages**

This section reviews whether the Policy has reflected Japan’s comparative advantage. From the interviews in Japan/case study countries and the questionnaire survey conducted to Japan’s diplomatic missions, the following three points were raised as Japan’s comparative advantages, while some said that Japan’s comparative advantage in supporting refugees is not necessarily high due to the limited number of refugees admitted in Japan.

The first point is “the wide range of assistance through the diversity of aid modalities.” Japan is responding to both immediate refugee-related needs and medium- to long-term needs including infrastructure, by leveraging characteristics of various aid modalities such as assistance through international organizations and NGOs and development cooperation schemes of JICA. Not many donors have such a diversity of aid modalities. For example, Japan provides emergency assistance for urgent needs through international organizations and NGOs (e.g., Emergency Grant Aid, humanitarian assistance through JPF, contributions to international organizations from supplementary budgets, and GGHSP), while medium- to long-term needs are addressed through infrastructure development, grant aid including the Grant

---

<sup>24</sup> SDG Goals “1 No Poverty,” “2 Zero Hunger,” “3 Good Health and Well-being,” “4 Quality Education,” “5 Gender Equality,” “6 Clean Water and Sanitation,” “7 Affordable and Clean Energy,” “8 Decent Work and Economic Growth,” “10 Reduced Inequalities,” “11 Sustainable Cities and Communities,” “16 Peace, Justice and Strong Institutions” and “17 Partnerships for the Goals” (UNHCR, UNHCR x SDGs (Sustainable Development Goals), <https://www.unhcr.org/jp/unhcr-sdgs>) (Japanese)

Assistance for Japanese NGO Projects and technical cooperation.

The second, “filling the funding gap through the supplementary budget scheme,” was highly appreciated by multiple international organizations in Uganda and Bangladesh. Compared to other donors, Japan’s contributions from supplementary budgets were said to be handy in addressing areas of high urgency and importance but not yet budgeted for, due to the regularity of its application cycle. (However, certain requested improvements in the implementation period and process will be discussed later under (3) Appropriateness of Process)

The third is “human resource development and capacity building based on the long years’ experience of development cooperation.” Human resource development and capacity building of refugees, host communities, and local government agencies are essential for supporting the self-reliance of refugees and stabilizing society. In particular, JICA has much experience in human resource development and capacity building in conflict-affected countries; in some countries, JICA has both policy-level and field-level approaches. For example, in Uganda, Japan is the only country to dispatch an expert (Refugee Department Advisor) to the Department of Refugees of the Office of the Prime Minister, which is in charge of refugee assistance, on the policy level.<sup>25</sup> At the field level, Japan has been providing technical cooperation such as the capacity building of local government and the promotion of rice cultivation, including for refugees and host communities, and dispatching JOCVs and United Nations Volunteers (UNV) under the JOCV framework. While many international organizations and other bilateral donors leave field-level activities to Implementing Partners (IPs), Japan sends JICA experts to provide detailed support in the field.

From the aforementioned data, it was confirmed that the Policy is generally consistent with “Japan’s high-level policies,” “development needs of the partner countries,” and “international priorities,” respectively. Furthermore, the Policy reflects “Japan’s comparative advantages,” such as a wide range of assistance through various aid modalities, the supplementary budget scheme that fills the gap in assistance, and human resource development and capacity building that have been experienced over many years of development cooperation. Consequently, the evaluation team evaluated the Relevance of Policies as “Satisfactory.”

However, it is important to note that although the consistency with the needs and the reflection of Japan’s comparative advantages were confirmed in the Policy in general and individual projects, it was revealed that each project has not been positioned and oriented under a clear overall strategy based on the refugees’ and host countries’ needs. As a result, the relationship among the projects seems to be weak.

---

<sup>25</sup> The dispatch to the Department, the refugee assistance authority in Uganda, is a characteristic of Japan. In contrast, many other donors, such as the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), have dispatched experts to the CRRF Secretariat established in 2018 in the Office of the Prime Minister, responsible for coordinating with relevant agencies. This characteristic illustrates Japan’s strong support for the Government of Uganda and its refugee policies.

## (2) Effectiveness of Results

### A. Inputs of Japan's ODA to Forcibly Displaced Persons and Host Countries

Japan's major inputs in this area are shown in Figure 2-4 in Chapter 2. As mentioned earlier, it should be noted that these figures only serve as guides due to data limitations. In comparison with Japan's commitments expressed at major international conferences, it shows that Japan has fulfilled its commitment by making inputs as stated (Table 3-1).

**Table 3-1 Achievement Status of Assistance Amount in Japan's Commitments**

Announcement date	Commitments expressed by Japan	Achievement status	Details
September 2015	Assistance to refugees from Syria and Iraq: approximately US\$810 million	Achieved	Approximately US\$1 billion (109.6 billion yen) in FY2015
September 2015	Syrian refugee and host community assistance to Lebanon: US\$2 million	Achieved	Emergency Grant Aid for Syrian Refugees and Host Communities in Lebanon, US\$2 million (2015)
September 2015	Assistance to Serbia and Macedonia to improve reception facilities for refugees and migrants, and to provide food, medical assistance, etc.: approximately US\$2.5 million	Achieved	Emergency Grant Aid for the Influx of Refugees and Migrants in Europe, US\$2 million (2015); allocated 300 million yen (about US\$2.7 million) out of Japan's 2015 core contribution to UNHCR to provide winter protection for refugees and others in Macedonia and Serbia
September 2016	In total US\$2.8 billion during the three years from 2016 for humanitarian and self-reliance assistance to refugees and migrants, and support to host countries and communities	Achieved	397.2 billion yen (approximately US\$3.61 billion) in total support for FY 2016–2018
September 2016	Contribution to the World Bank's Global Crisis Response Platform: US\$100 million in total	Achieved	Contribution of US\$65 million during 2016–2018; approximately US\$83.36 million granted to GCFF utilizing gap in interest rates, etc. from the 60-billion-yen ODA loans to IBRD in February 2023
September 2016	Assistance to Syria, Iraq, and neighboring countries in cooperation with international organizations: US\$1.13 billion (2016)	Achieved	US\$1.46 billion (approximately 156 billion yen, calendar year) (including non-refugee assistance projects to Syria, Iraq, Jordan, and Egypt)
March–April 2016	Emergency humanitarian assistance to Ukraine and neighboring countries (including protection of displaced persons): in total US\$200 million	Achieved	Approximately US\$215 million in total

Source: Prepared by the evaluation team based on the MOFA website and materials provided by MOFA and JPF.

From the OECD survey presented in Chapter 2, Japan's support to refugees and host communities in 2018–2019 ranked 5th (5.2%) out of 32 countries. Similarly, looking at Japan's contributions to the UNHCR and UN Relief and Works Agency for Palestine Refugees (UNRWA), which provide assistance to refugees, Japan has consistently contributed 3-5% of the total contributions and donations received by these agencies, ranking around 5th of all donors to UNHCR and 5th to 10th to UNRWA, depending on the year (Table 3-2). Non-earmarked contributions to the core fund for UNHCR have been around 10–20% of total contributions during the evaluation period<sup>26</sup>.

<sup>26</sup> Ministry of Foreign Affairs of Japan, "Evaluation of Contributions to International Organizations" (Japanese), the review of administrative programs, and the UNHCR Global Report.

**Table 3-2 Trends in Japan's Contributions to the UNHCR and UNRWA  
(Calendar Year, US\$ Million)**

		2015	2016	2017	2018	2019	2020	2021	2022
UNHCR	Total	3,361	3,943	3,942	4,184	4,217	4,776	4,680	5,851
	Government of Japan	173.5 5%	164.7 4%	152.3 4%	120 3%	126.5 3%	126.3 3%	140.6 3%	167.7 3%
		5th place	5th place	4th place	5th place	6th place	5th place	4th place	5th place
UNRWA	Total	1,247	1,243	1,121	1,276	972	940	1,188	1,175
	Government of Japan	39.5 3%	44.5 4%	43.4 4%	45 4%	43.3 4%	33.1 4%	50.5 4%	30.2 3%
		8th place	7th place	7th place	10th place	8th place	5th place	5th place	6th place

Source: Compiled from the UNHCR Global Report each year and UNRWA Overall donor ranking each year.

Japan has contributed 19.5% of the total amount in the Global Concessional Financing Facility (GCFF), established by the World Bank in 2016 to provide concessional financing to middle-income countries facing a refugee crisis, such as Jordan, and is ranked first among all 10 donors.<sup>27</sup>

In the questionnaire survey, 14 of 21 Japan's diplomatic missions, or two-thirds of the total, responded that Japan's inputs were "very sufficient" or "almost sufficient," and the same was true for the two case study countries. In the interviews, many officials of MOFA and embassies of Japan considered that Japan has fulfilled its role by providing sufficient inputs within the limited budgets by utilizing emergency humanitarian assistance and development cooperation schemes. In the case of assistance to refugees and displaced persons of Ukraine, in addition to assistance provided through international organizations and JICA, MOFA flexibly utilized existing cooperation modalities and made necessary inputs. The inputs included providing larger-than-usual funds to Grant Assistance for Japanese NGO Projects from supplementary budget for the first time and making an emergency contribution to JPF by designating specific projects for the first time.

In particular, the field survey and the questionnaire survey of Japan's diplomatic missions confirmed that the earmarked project-based contribution from supplementary budget to international organizations is highly appreciated by these organizations for the consistency in its provision (almost every year), scale, and application cycle despite the low predictable nature of supplementary budget. As an example, according to the UNHCR, for the past eight years, Japan has contributed supplementary budgets in the range of US\$70-120 million annually to the UNHCR projects (approximately US\$25 million only in FY2020, when the priority was given to the COVID-19 measures), totaling 213 projects in 49 countries, amounting to approximately US\$ 576.13 million.

Even so, amidst multiple humanitarian crises, and in the wake of Russia's invasion of Ukraine, the amount of humanitarian assistance received by individual refugee response operations is declining,<sup>28</sup> despite total global support for humanitarian

<sup>27</sup> World Bank website: <https://fiftrustee.worldbank.org/en/about/unit/dfi/fiftrustee/fund-detail/cff>

<sup>28</sup> For example, as shown in Table 5-4 in the Appendix, the total amount of assistance for Rohingya in 2022 declined to lower than US\$600 million for the first time since 2018, and the sufficiency rate for the required amount, which has been in the 70% range every year except 2020, was only 64%. In West Africa, Latin America, etc., there are many refugee operations where the sufficiency rate is in the 20–30% range.

appeals reaching a record high of US\$9.8 billion in 2022.<sup>29</sup> Many noted that the input is not sufficient to achieve the goal in light of the enormous needs in regions with large influxes of refugees, the situation where adequate service provision has yet to be realized, the increased cost due to soaring food prices, and the sufficiency rate of humanitarian appeals in each country.

In terms of timing, for example, Japan provided the Emergency Grant Aid through WFP (FY2022) and subsequent grant aid through international organizations (FY2023: not subject to this evaluation) to Bangladesh in a timely manner in response to the critical situation of reduced food aid. Additionally, in Bangladesh, the assistance to Bhasan Char island, which was initiated ahead of other donors, was highly appreciated by UN agencies and the Government of Bangladesh, and was diplomatically significant (see Chapter 4 for details).

## **B. Outputs of Japan's ODA to Forcibly Displaced Persons and Host Countries**

As for the results of individual projects through international organizations, MOFA confirms in the completion reports of each project submitted by the international organizations that the project was implemented according to the intended plan. This evaluation also reviewed and confirmed the reports of over ten projects. Similarly, in the case of assistance through NGOs, outputs are generally achieved according to the reports and evaluation reports. However, in the field of refugee assistance, the situation is highly fluid, including the security situation, and there are many changes in project periods and plans.

For example, under the “Emergency Grant Aid for Humanitarian Assistance in Afghanistan and Neighboring Countries” through the United Nations Children’s Fund (UNICEF) (FY2021), a total of 220,000 people in two provinces in Pakistan gained access to safe water through the establishment of water stations and repair of water supply facilities, and 20,000 students and over 280,000 patients benefited from improved sanitation in schools and health facilities. Under the JPF’s programs in response to the South Sudan Humanitarian Crisis, a total of 1.3 million people benefited from 39 projects implemented by nine NGOs in Uganda, South Sudan, Ethiopia, and Kenya from 2016 to 2018, addressing issues of water and sanitation, education, shelter, among others. This was about 1.3 times more than originally planned.<sup>30</sup> The JICA’s ongoing Promotion of Rice Development (PRiDe) Project in Uganda provided training on rice production to a total of more than 3,500 refugees and host community residents from 2014 to 2023 in collaboration with UNHCR as part of the project. This improved productivity from 1.3 tons/ha to 2.1 tons/ha and increased

---

<sup>29</sup> OCHA. *Global Humanitarian Overview 2023: Mid-Year Update*. The G7 Progress Report also reports that G7 ODA for humanitarian assistance increased significantly from US\$11.3 billion in 2015 to US\$19.9 billion in 2021. Ministry of Foreign Affairs of Japan. *G7 Hiroshima Progress Report. Advancing Resilience in Times of Crises: Food Security and Nutrition, Migration and Refugees*. 2023.

<sup>30</sup> IC Net Limited. *JPF South Sudan Program Evaluation. Final Report*. June 2020.

income by an average of 78%, which is being used to pay for children's education and to lease additional land from host communities to expand the cultivation area. The project also found that trust between refugees and host communities has increased.<sup>31</sup> In light of these findings, 15 of 21 Japan's diplomatic missions surveyed (71%) indicated that the output achievement was "high" or "adequate."

The results of MOFA's internal evaluation of core contributions to the UNHCR, UNRWA, WFP, and UNICEF, the major international organizations providing assistance to refugees, show that for the three years since FY2021, when the current evaluation format was adopted, all three organizations except UNRWA received an overall rating of "S" or "A+" (the top two out of nine-point scale) and UNRWA was rated "A" or "A-" (the third and fourth highest rating).<sup>32</sup> All four organizations were rated "s" or "a" (the top two out of five-point scale) in criterion 2 (outcomes of activities by international organizations and other contributing parties). For example, the UNRWA operates primary and secondary schools, clinics, and vocational schools in Palestine refugee camps, and the core contribution is used to cover operating expenses and personnel costs.

In refugee assistance, some projects are easily recognized as stand-alone projects, such as the construction of hospitals, where Japan's contribution is visible. In other cases, Japanese assistance is allocated to a part of a region-wide, large-scale assistance, such as the UNHCR's refugee registration or WFP's food assistance. In many such cases, it is difficult to report and evaluate the output of Japan's assistance in isolation. However, playing a part in such activities, considered the main pillar of refugee operations, is also a characteristic of refugee assistance on the ground, where the scale of operations is large, and can be seen as an important contribution.

### **C. Outcomes and Impacts (Medium- and Long-term Effects) of Japan's ODA to Forcibly Displaced Persons and Host Countries**

In this section, the achievement status of two objectives of Japan's refugee assistance policy will be reviewed. These objectives were clarified for this evaluation and therefore have no predefined indicators. Thus, the progress of the four GCR objectives and Japan's pledges in the GRF will also be referred to in relation to these policy objectives.

<p>Policy Objective (1)</p>
-----------------------------

<p>To protect the lives, dignity, and safety of forcibly displaced persons and support them so that they will be able to stand on their own feet again.</p>
---

<p>Policy Objective (2)</p>
-----------------------------

<p>To support sustained peace through resilient nation-building and social stabilization in countries/regions of origin and transit of refugees and other displaced populations, their host countries/communities, and where they return to or resettle.</p>
--

<sup>31</sup> Materials provided by the project.

<sup>32</sup> Ministry of Foreign Affairs of Japan, "Evaluation of Contributions to International Organizations" (Japanese) [https://www.mofa.go.jp/mofaj/ms/pe\\_ar/page23\\_004411.html](https://www.mofa.go.jp/mofaj/ms/pe_ar/page23_004411.html)

Looking at the implementation status of GRF pledges, of the 1,720 pledges by governments, NGOs, international organizations, private companies, and local governments, 32.37% were fulfilled, 63.32% were in progress, and 5.31% were planning (as of October 13, 2023).<sup>33</sup> According to the progress reports submitted by the entities to UNHCR, all four of Japan's pledges are in progress. From this perspective, two policy objectives can be considered in progress (Table 3-3).

**Table 3-3 Progress of Japan's Pledges Made at the First Global Refugee Forum**

Pledge date	Pledge	Implementation Stage (Date last published)	Details Reported
December 9, 2019	Promotion of Humanitarian-Development-Peace Nexus <u>Policy Objective (2)</u>	In progress (June 2022)	In Zambia, JICA is implementing a project to promote livelihood improvement and local integration of former refugees as part of the Government of Zambia's programme for Sustainable Resettlement (4 years from 2020).  In Uganda, UNHCR and JICA collaborated in the Promotion of Rice Development Project to support refugees and host communities. Technical cooperation project for the resilience of refugee-hosting and affected communities. Community development priority projects by the local government formulated during JICA's previous project were later supported by the World Bank.  In Palestine, JICA is expanding the refugee camp improvement project to bring in development assistance to the protracted refugee situation.  In Nigeria, JICA dispatched an expert to formulate the recovery plan in response to the IDP return, and JICA plans to support IDPs' access to basic public services (in collaboration with IOM) and provide vocational training.
December 9, 2019	Acceptance of Syrian students for educational opportunity in Japan <u>Policy Objective (1)</u>	In progress (June 2022)	By the end of JFY 2021, 67 students and 64 family members have been accepted. So far, 39 students have completed the program and earned master's degrees. (According to JICA, 73 students and 69 family members arrived in Japan by the end of FY2022.)
December 9, 2019	Extending resettlement of refugees in Japan <u>Policy Objective (1)</u>	In progress (June 2022)	In FY2021, the Japanese government accepted six new refugees for resettlement from Malaysia. (The annual quota has already been increased from 30 to 60 people in 2020.)
March 15, 2021	To increase availability and access to organized sports and sport-based initiatives for refugee and hosting communities, actively considering age, gender, ability, and other diversity needs; To promote and ensure access for all refugees, without distinction of any kind, to safe and inclusive sporting facilities; and, to promote and facilitate equal access to and participation of refugees in sporting events and competitions at all levels. <u>Policy Objective (2)</u>	In progress (October 2022)	The Government of Japan took necessary measures to facilitate refugee athletes' entry to Japan for the Olympics and Paralympics Games in Tokyo in 2020.  JICA is conducting a technical cooperation project in South Sudan, and dispatching volunteers to Jordan to increase availability and access to organized sports initiatives for refugee and hosting communities.

Note: ( ) was added by the evaluation team.

Source: Prepared by the evaluation team from Japan's progress report posted on the GCR website.  
<https://globalcompactrefugees.org/pledges-contributions>

<sup>33</sup> GCR website. <https://globalcompactrefugees.org/pledges-contributions>

Policy Objective (1) To protect the lives, dignity, and safety of forcibly displaced persons and support them so that they will be able to stand on their own feet again.

As previously mentioned, Japan's humanitarian assistance through international organizations and NGOs has considerably contributed to ensuring the lives, dignity, and safety of refugees, judging from the volume and timing of inputs, and the content of assistance such as food, shelter, water and sanitation, and health. As an example of the results of safety-related assistance, Japan has continued to support landmine clearance through GGHSP (special type GGHSP: Anti-personnel landmine GGHSP) in multiple projects since 2002, to help returnees safely resettle in the civil war-affected areas in Northern Sri Lanka. As a result, according to the Embassy of Japan in Sri Lanka, the mine-contaminated area has been reduced from a maximum of 199 km<sup>2</sup> to 17 km<sup>2</sup> as of the end of May 2023.<sup>34</sup>

On ensuring refugee self-reliance, which is also included in the GCR Objective 2 (employment, mobility, education, and poverty are indicators), certain host countries have restrictions on the movement and employment of refugees, making it difficult to provide adequate support in some cases. Where possible, Japan has provided livelihood assistance and, together with support for local government and educational support, contributed to the integration of refugees into the host community. However, international organizations' projects funded by supplementary budgets last only about one year, and support through NGOs ends after a few years. Whether the results will be sustained with such periods, considering that external conditions may change significantly as international support decreases and refugees move, remains to be seen.

In addition to the restrictions mentioned above on refugee movement and employment, impeding factors include the issue of how to deliver assistance in countries where many refugees are not registered. In such cases, for example, Japan has provided support to the whole local communities. Moreover, in some partner countries, only limited assistance can be provided due to reasons such as unstable regimes or economic deterioration that may lead to the public negative view toward refugee assistance or criticism of the regime, international economic sanctions, or the suspension of bilateral cooperation. Furthermore, in certain cases, JICA's activities are restricted by the security situation or the host country's policies, forcing Japan's ODA to work only through international organizations or NGOs.

Another GCR goal related to policy objective (1), which aims at the safety and self-reliance of individual refugees, is the expansion of access to third country solutions (GCR Objective 3). As shown in Table 3-3, Japan has also made third country

---

<sup>34</sup> Although demining is not only for returnees, it contributes to Policy Objective (1) in terms of promoting their self-reliance through agriculture and other livelihood activities, in addition to the safety of individual returnees. It also contributes to Policy Objective (2) in terms of social stability in the areas of return. In GGHSP, the maximum amount of 70 million yen is applied to landmine clearance assistance, instead of the usual 10 million yen.



resettlement a GRF pledge. Among 22 countries that receive third country resettlement, mainly in Europe and the U.S., half of them admit more than 1,000 people per year, while Japan, which accepts up to 60 people per year, ranks 20th overall (in 2022)<sup>35</sup> and is small in terms of the scale of admission. However, as the first Asian country to accept third country resettlement, Japan is seen as a pioneer in refugee protection in Asia.<sup>36</sup>

According to the UNHCR, while third country resettlement is not increasing internationally,<sup>37</sup> “complementary pathways,” which admit refugees in alternative frameworks such as education and employment, have become popular in recent years. A similar Japanese initiative is the “Japanese Initiative for the future of Syrian Refugees (JISR)” of JICA, which is one of Japan’s GRF pledges.<sup>38</sup> By FY2022, a total of 73 Syrian students and 69 family members had come to Japan; of those who completed the program, all 45 who wished to find jobs in Japan were employed. For the Government of Japan, the JISR is not intended for third country resettlement, but is implemented as part of the program to receive international students. Nonetheless, it can be interpreted as a complementary protection until the country of origin becomes ready for return, and is highly appreciated by the UNHCR as a good example that contributes to complementary pathways in practice.

Policy Objective (2) To support sustained peace through resilient nation-building and social stabilization in countries/regions of origin and transit of refugees and other displaced populations, their host countries/communities, and where they return to or resettle.

This objective can be broadly divided into two categories: support for social stabilization by easing pressure on host countries and communities (including transit and resettlement areas) (GCR Objective 1) and support for countries of origin for return (GCR Objective 4). To ease pressure on host countries, for example, Japan has provided considerable assistance to develop the infrastructure (water, health, waste disposal, etc.) of Jordan, which is hosting Syrian refugees, and has been burdened by the influx of refugees, primarily through the JICA’s grant aid. Such burden reduction leads to the prevention of conflicts over resources and social services between host

---

<sup>35</sup> The UNHCR Resettlement Data Finder <https://www.unhcr.org/what-we-do/build-better-futures/long-term-solutions/resettlement/resettlement-data>

<sup>36</sup> Japan’s actual number of third country resettlement acceptance totaled 250 (90 households) from FY2010 to FY2022. Though the quota was expanded from 30 to 60 per year in FY2020, it was affected by COVID-19. Subsequently, the acceptance began to expand to 50 per year (36 households) in FY2022. Initially, only Myanmar refugees staying in Thailand, followed by Malaysia, were eligible. Refugees (of any nationality) in the Asian region are now admitted.

<sup>37</sup> The UNHCR Resettlement Data Finder <https://www.unhcr.org/what-we-do/build-better-futures/long-term-solutions/resettlement/resettlement-data>

<sup>38</sup> See Appendix for details.

communities and refugees, and ensures social stabilization.<sup>39</sup> Similarly, Japan has provided support for improving Turkey's local infrastructure (e.g., water and sewage facilities) in refugee-receiving areas through the "Local Authorities Environmental Improvement Project" (ODA loans). As for refugee transit countries, in Moldova, Japan has provided medical equipment and supplies (grant aid) to alleviate the burden caused by the influx of refugees, in addition to providing assistance to Ukrainian refugees through international organizations and NGOs.

In refugee assistance related to policy objective (1), public services such as water, sanitation, and health, and livelihood improvement assistance such as agriculture and vocational training through international organizations and NGOs are often provided not only to refugees but also to host community people. This is intended to alleviate the burden and frustration of the host community, which is often poor even before the refugee influx. In some cases, the host government and donors/international organizations have agreed on a percentage of host community beneficiaries in their assistance framework. The participation of both groups in vocational training programs, children's playgrounds, and other activities is expected to create their exchange, leading to peaceful coexistence and social stability. In addition, the WFP—to which Japan contributes funds in various countries—has designed its food assistance to refugees to procure vegetables and other items from host communities and adopted a cash distribution system rather than in-kind distribution to promote the exchange of the two groups and the integration of refugees into the local economy.

There are three durable solutions to the refugee problem: voluntary repatriation to the country of origin in safety and dignity, local integration in the country of asylum, and resettlement to a third country (when returning to the home country or staying in the host country is not possible). Among these, policy objective (2) also relates to support for repatriation and social integration in the host country, and the optimal measures vary depending on the country and situation. In host countries where priority is given to return, assistance to host countries is regarded as burden reduction and development cooperation. However, in countries such as Uganda and Zambia where social integration of refugees is being promoted, Japan has supported this primarily through the JICA's technical cooperation as shown in Table 3-4. Zambia is unique in that it has supported the integration of former refugees from Rwanda and Angola who chose to remain in the host country even though the conflict in their home country had ended and they were able to return. The JICA's ability to provide long-term development cooperation is a facilitating factor for policy objective (1), which is to support self-reliance, and policy objective (2), which is to create a stable and resilient

---

<sup>39</sup> The results of an impact evaluation of the JICA's project through UNOPS for the rehabilitation of water pipeline networks in refugee hosting areas (grant aid through international organizations) also suggest this. JICA. "Evaluation of the Peacebuilding Impact: Water Supply Improvement in the Host Communities of Syrian Refugees in Jordan: Evaluation Report." February 2023.

society. However, it is not always possible to provide such assistance to refugee-receiving areas, which are often underdeveloped in the host countries, as it depends on whether the host country agrees to allocate resources to support such areas in light of its development policy priorities.

Support conditions in countries of origin for return (GCR Objective 4) are similar in content to humanitarian and development assistance, but can be interpreted as falling under the “P” (peace) of the HDP nexus, and are of high importance. In this sense, Japan has provided assistance in Afghanistan, Pakistan, Uganda, Sudan, South Sudan, Iraq, Syria, Sri Lanka, Myanmar, Colombia, and so on, including livelihood assistance, infrastructure development, and landmine clearance, although most of them have not been on a large scale. In certain cases, the assistance is not provided in the context of refugee assistance, and instead as peacebuilding and reconstruction assistance in conflict countries. The OECD survey shows a similar trend among donors in general, with only 6% of refugee assistance by bilateral donors to recipient countries in 2018–2019 going to the country of origin (destination of return) of the refugees.<sup>40</sup> Behind this figure, according to the UNHCR, return in safety and dignity is not progressing globally. In the past, the number of individuals forcibly displaced worldwide tended to level off even the new refugee crises emerged, with some refugee operations making progress in repatriation. However, as Chapter 2 demonstrates, there has been a sharp increase in forcibly displaced persons in the last decade.

In light of the above, 13 of the 21 Japan’s diplomatic missions (62%) responded that “high results were achieved” or “sufficient results were achieved” in the questionnaire regarding the status of achievement of policy objectives. Eight missions (38%) responded that “some issues remain” or “not much progress has been made,” citing reasons such as the lack of progress in repatriation and the inability to conduct sufficient activities due to the host government’s policies and security restrictions.

From the above, regarding the evaluation of the effectiveness of results, it can be concluded that the effectiveness of “Japan’s ODA to forcibly displaced persons and host countries” is “satisfactory.” As mentioned in the previous section, the Government of Japan has achieved the main inputs expressed at international conferences, and has shown a certain presence internationally in terms of the volume and timing of inputs. The outputs of individual projects have also generally been achieved, and it can be said that these projects have collectively contributed to ensuring the lives, dignity, safety, and self-reliance of refugees and displaced persons, and to stabilizing the host communities and the society to which they have returned.

Nonetheless, the international community as a whole has not provided enough input into the growing refugee crisis, and the number of forced displacements continues to rise. Although this is not a problem that can be solved by Japan alone, it

---

<sup>40</sup> Hesemann, J., H. Desai, and Y. Rockenfeller (2021), *Financing for Refugee Situations 2018-19*, OECD Publishing, Paris.

is increasingly important to support the “P (Peace)” of the HDP nexus, that is, to address the causes of refugee outbreaks, such as political resolution of conflicts and peace agreements in countries of origin, ensuring security, and building public confidence in governments and security forces, preventing recurrence of conflict through social stabilization, and supporting return and resettlement. This will require not only ODA but also political and diplomatic intervention; therefore, the political will of the Government of Japan to commit itself to this, as well as peacebuilding support that includes the perspective of refugee return. With these, the combination of humanitarian assistance and development cooperation (infrastructure development, livelihood improvement assistance, etc.) is expected to deter the occurrence and return of refugees.

### **(3) Appropriateness of Processes**

#### **A. Appropriateness of the Aid Policy Formulation Process regarding Assistance for Forcibly Displaced Persons and Host Countries**

The Humanitarian Aid Policy of Japan (July 2011) was formulated based on the trends in the international community at the time,<sup>41</sup> with discussions held by a wide range of relevant bureaus/divisions within MOFA and approved by the Ministry itself. In the then Japan’s ODA Charter (August 2003) and the previous Development Cooperation Charter (February 2015), which were Japan’s high-level policies, “human security” was one of the basic policies, and peacebuilding and support for refugees and IDPs are clearly stated as priority issues. It is presumed that these policies have been reflected in the formulation of the Humanitarian Aid Policy of Japan and related policy statements since then. Since 2016, Japan’s commitment to assistance for refugees and IDPs has been expressed at international conferences on refugee-related assistance. In the 2019 GRF, Japan declared its commitment to 1) promote the HDP nexus, 2) accept Syrian students to Japan, 3) expand the resettlement of refugees in Japan, and 4) promote access to sports. Although there have been no policy documents specifically addressing “assistance for forcibly displaced persons and host countries,” it can be assumed that in light of the international situation, the parties concerned have held discussions as needed on the formulation of these related policy statements; further, they have developed a common understanding on them through appropriate processes.

#### **B. Appropriateness of the Aid Policy Implementation Process and Implementation System regarding Assistance for Forcibly Displaced Persons and Host Countries**

In this section, the effective, efficient, and timely implementation of aid, the

---

<sup>41</sup> In 2011, the democratic movement of the “Arab Spring” spread across the Middle East and North Africa, sparking the Syrian Civil War. The world’s largest refugee crisis, known as the Syrian Crisis, ensued.

promotion of the HDP nexus, the security of humanitarian personnel, the implementation of monitoring, and the consideration of the perspectives of the previous Development Cooperation Charter are analyzed from the perspective of the aid policy implementation process and implementation system.

The reasons for focusing on these issues are that the Humanitarian Aid Policy of Japan states that the policy is to pursue timely and efficient delivery, promote the HDP nexus (then referred to as “smooth transition”), ensure the security of humanitarian aid workers, and implement monitoring. (The “coordination between multilateral and bilateral aid” and with NGOs, as specified in the same policy, will be analyzed in the next sub-section). In addition, since the FY2022 ODA evaluation “Review of Past ODA Evaluation Projects (FY 2015-2021)” recommends strengthening the link between ODA evaluation and the Development Cooperation Charter, and the perspective of the previous Development Cooperation Charter is also analyzed.

#### **(a) Effective, efficient, and timely implementation of assistance**

This section analyzes whether the implementation of assistance was effective, efficient, and timely by organizing the characteristics of each cooperation modality (see Figure 2-3) (The name of each scheme is underlined below).

When an emergency occurs that Emergency Grant Aid is applicable, the regional divisions of MOFA in charge of the given recipient country confirm the information through the relevant embassy. It also informs the Humanitarian Assistance and Emergency Relief Division to discuss whether or not to implement the aid, considering its diplomatic significance. Readiness is of the essence, and to ensure efficient and prompt implementation, a simplified procedure is used up to the decision on implementation compared to other grant aid. Although consultations with the Ministry of Finance are required, a Cabinet decision is not necessary, and the Minister of Foreign Affairs is to make a statement on the implementation at the Cabinet meeting.

In recent years, most Emergency Grant Aid projects have been provided through international organizations, rather than to the governments of the affected countries, which is institutionally possible, and an appeal (request for assistance) from an international organization is often a precondition for support. When international organizations submit appeals, they often do so with the consent of the affected country’s government, based on discussions at standing coordination mechanisms for humanitarian assistance on the ground, which includes the government. In many cases, the international organizations and MOFA discuss what specific support Japan will provide, without going through the ODA Task Force, with reference to the information from the appeal, and so on. At this time, the Japanese aid priorities are shared with the international organizations in advance, and concrete projects are formulated by obtaining information on the urgent local needs from the international organizations, etc. This process ensures promptness and maintains the quality of assistance by

collaborating with international organizations that specialize in emergency humanitarian assistance. Due to its purpose, the duration of Emergency Grant Aid projects is often set at approximately six months.

Project-based assistance through earmarked contributions to international organizations through supplementary budgets, which accounts for a large percentage of Japan's refugee assistance, is reviewed on the basis of proposals from international organizations. Within MOFA, the respective division in charge of each international organization has primary jurisdiction over this cooperation modality. Usually around July, Japan's diplomatic missions contacted by MOFA request proposals (concept notes) from international organization offices in partner countries. After receiving the screening results around December, the international organizations prepare formal proposals. The aid is decided around March of the following year, and the project begins around April. As international organizations are sometimes asked to submit concept notes in a short period, it is important to understand and share needs in order to respond in a timely manner. According to the questionnaire survey of Japan's diplomatic missions, the results of needs assessments conducted by international organizations and other organizations are shared among relevant parties in advance to understand local needs. Some areas in the target countries are difficult for Japanese nationals to enter, and it would be appropriate to utilize information from related surveys in order to reduce the burden on beneficiaries from conducting similar surveys.

International organizations expressed their expectations for continued support under the scheme, contribution from supplementary budget, as the regular application cycle allows for a relatively smooth response to the assistance gap. The questionnaire survey of diplomatic missions also confirmed that in some countries this scheme has been the primary source of support for refugees for multiple years. In principle, since contribution from supplementary budgets must meet the requirements that the assistance in question be "obligatory," "unforeseeable," "urgent," and "irreplaceable,"<sup>42</sup> it is intended for a single-year project; therefore, is not suitable for forming projects with a long-term perspective, and projects that address urgent needs are more likely to be adopted. In some years there are no allocations, making planning difficult, and the support period is too short to address mid- to long-term needs with the HDP nexus in mind. International organizations also remarked that compared to other donors, it takes a longer time from application to support decision and disbursement.

Compared to the aforementioned two modalities, the grant aid through international organizations is used for mid- to long-term development assistance. However, compared to the JICA's grant aid, it can be said to have elements of both humanitarian and development assistance in reality, as it has a shorter formulation period and can more easily respond to urgent needs. Although the recipient who signs

---

<sup>42</sup> As explained by the Ministry of Foreign Affairs

the Exchange of Notes (E/N) is the international organization, this scheme is positioned as part of bilateral assistance, and the same adoption process as for regular bilateral ODA is adopted at the request of the recipient country's government. The Country Assistance Planning Divisions of the International Cooperation Bureau, which are in charge of bilateral ODA, take charge of this scheme, and have a certain level of involvement with the international organizations concerned.

Under the grant aid through international organizations, it was confirmed that Japan's diplomatic missions are consulted by local offices of international organizations regarding support for refugees to become self-reliant, and then preliminary discussions are held, with the embassies actively making proposals regarding ideas for projects. The period of assistance is from one to three years, which is longer than the Emergency Grant Aid and projects from supplementary budgets, but shorter than technical cooperation projects of JICA. With the increasing number of refugees and displaced persons being displaced for longer periods, the support period for this scheme alone may be considered limited in promoting the HDP nexus when it is used for purposes other than infrastructure support. To this end, setting a longer time frame and linking it with projects from supplementary budgets and JICA technical cooperation would be an appropriate option.

In addition, there is contribution to the core fund for international organizations. The use of contributions to the core fund is non-earmarked and left to each agency and is used to cover personnel costs and activities with large funding gaps. For example, UNHCR is using its core funds to implement the registration of Rohingya refugees in Bangladesh. As approval is not required for individual projects, UNHCR is able to respond quickly to situations. Moreover, for UNHCR to conduct rapid operations, policies and procedures are decided in advance within the UNHCR, such as deciding what supplies to stockpile and where to store them; these are handled within the international organization's core budget portion. As such, contribution to the core fund supports efficient and effective assistance.

The cooperation through JPF is one of the strengths of Japanese assistance, as its consortium structure, wherein the government and NGOs work together on humanitarian assistance; consultation and program development with member NGOs have improved the relationship of trust between the government and NGOs, and enabled quick response to diverse needs leveraging the characteristics of each NGO. In JPF, it was confirmed that there are differences in the project adoption process between the initial response immediately after the crisis and other times.<sup>43</sup> In the initial response period immediately after the outbreak, the Secretariat analyzes the project plans from NGOs and distributes them via e-mail to the Project Examination Committee for deliberation in order to ensure promptness. Otherwise, through a

---

<sup>43</sup> Based on the interview of JPF.

subcommittee consisting of members of Project Examination Committee members,<sup>44</sup> a project review is conducted while obtaining complex and comprehensive perspectives from experts.<sup>45</sup> JPF highlighted that there is room for improvement in terms of speed and is now studying ways to speed up the process.

Meanwhile, though JICA has an Emergency Disaster Relief scheme for natural disasters (Japan Disaster Relief Team and emergency relief goods), it does not apply to assistance for refugees arising from conflicts. Although JICA has a variety of development cooperation modalities, the usual process of adopting projects requires time for preliminary investigation and screening. Therefore, for rapid assistance starting from the emergency period, JICA utilizes assistance through existing technical cooperation projects or survey schemes that do not require the above process and can be started early. In situations where refugees are faced with the issue of protracted displacement, JICA provides continuous support in the region even after emergency aid organizations have reduced or withdrawn their activities and utilizes mid- to long-term development assistance schemes to meet the mid- to long-term development needs and support peacebuilding in host countries and areas of return.

Refugee assistance through ODA loans to the World Bank (through the GCFF) is a relatively new modality that takes advantage of the World Bank's expertise as a development finance institution (see Chapter 2). The use of development funds to support refugees and host countries contributes to reducing the burden on host countries and is considered one of the initiatives to promote the HDP nexus. Assistance to the Middle East and North Africa region and Moldova via ODA loans to GCFF is administered by the Country Assistance Planning Division III of the International Cooperation Bureau of MOFA.<sup>46</sup>

From the aforementioned data, it is considered that promptness and efficiency are ensured for emergency assistance immediately after a crisis occurs, since it is implemented predominantly by international organizations and NGOs with expertise, utilizing cooperation modalities that enable rapid response. In addition, the timely sharing and understanding of the information from needs assessments conducted by international organizations and other organizations enable effective support in times of emergency. Even so, the project duration under many of the schemes is relatively short for aiding refugees who have been in host countries for a long period, and the response is limited. Therefore, there is room for more effective support, such as information sharing and coordination among different modalities.

---

<sup>44</sup> Although the Project Examination Committee members have their expertise, they lack thematic expertise to review all sectors. The subcommittee summarizes the comments of the committee members and sends them to the Project Examination Committee, where they confirm the appropriateness of the project before the project is appraised.

<sup>45</sup> Information from the Ministry of Foreign Affairs of Japan.

<sup>46</sup> MOFA, "Press Release," February 14, 2023 (Japanese), [https://www.mofa.go.jp/mofaj/press/release/press1\\_001287.html](https://www.mofa.go.jp/mofaj/press/release/press1_001287.html)



## **(b) Adequacy of efforts and implementation structure for the HDP nexus**

In this section, whether the implementation structure for promoting the HDP nexus was adequate and what actions were taken in the implementation process are reviewed.

First, one advantage of Japan's aid implementation structure is that humanitarian and development assistance are provided as the same ODA, which makes it easier to promote the HDP nexus in this regard.<sup>47</sup> More specifically, as mentioned above, Japan has a variety of support tools and provides a diverse range of assistance, including support through international organizations, which are professionals in humanitarian assistance; support through NGOs, which are close to the local population and familiar with the field; support through JICA, which is a professional development assistance agency; and support in cooperation with the private sector. In particular, JICA, which provides development assistance through deep involvement in the field of bilateral cooperation, is a valuable support entity that other donors do not have and can be said to be a strength of Japan. The fact that JICA is well-versed in the circumstances of the recipient country and provides assistance aligned with the development policy of the said country is highly appreciated by Bangladesh and other countries.<sup>48</sup> It was also confirmed that some of the projects supported through international organizations target both forcibly displaced persons and host communities, and include assistance for education and livelihood improvement that is deeply related to refugee self-reliance, and assistance that reduces the burden on the host country and communities and leads to development, from the perspective of the HDP nexus.

However, the division in charge differs depending on the scheme, and no division or bureau grasps the overall picture of refugee assistance at the level of MOFA (the lead administrator and implementing agency for each major scheme is shown in the Appendix). Within the International Cooperation Bureau, the Humanitarian Assistance and Emergency Division is responsible for Emergency Grant Aid; the Country Assistance Planning Divisions in charge of recipient countries concerned are responsible for grant aid through international organizations; the divisions in charge of each international organization are responsible for core fund contributions to international organizations and contributions through supplementary budgets. The Non-Governmental Organizations Cooperation Division of the same bureau is in charge of cooperation through JPF and Grant Assistance for Japanese NGO Projects. In some refugee crises, for example, Myanmar and Bangladesh, and Afghanistan, Pakistan, and Tajikistan, the divisions/bureaus concerned are spread across multiple

---

<sup>47</sup> Germany and the U.S. have different ministries responsible for humanitarian and development assistance which have separate budgets, making coordination difficult.

<sup>48</sup> The Embassy of Japan in Cote d'Ivoire provided a similar response.

divisions.<sup>49</sup> There is a concern that such a structure makes it difficult to hold consultations on the overall picture and direction of assistance, with the HDP nexus in mind, during project formulation. Although necessary consultations are held, for example, when an Emergency Grant Aid is issued, the Humanitarian Assistance and Emergency Division usually consults with the Regional Bureaus of MOFA. Because a rapid response is required, consultations in a formal manner are not necessarily held from the perspective of the HDP nexus with other related divisions such as the Global Issues Cooperation Division in charge of UNDP and the Country Assistance Planning Divisions responsible for bilateral ODA. Little is done for collaboration and coordination when the same international organizations receive contributions from grant aid through international organizations and supplementary budgets. In addition, the Humanitarian Assistance and Emergency Division holds meetings with the Office for Peacebuilding of JICA on an irregular basis.

In terms of the local implementation structure, there is no humanitarian assistance officer assigned to Japan's diplomatic missions, and the Economic Department takes charge of the work in cooperation with the relevant divisions at the MOFA headquarters, depending on the cooperation modality. The questionnaire survey of diplomatic missions revealed that the aid implementation structure is not strong because the embassies are understaffed, and that more extensive follow-up would be possible if refugee assistance officers or aid coordination officers were assigned to each office. Despite the importance of combining various schemes such as through international organizations and JICA, that there are countries where the ODA Task Force has not discussed refugee assistance, particularly when it is provided through international organizations, was also confirmed. On the one hand, in some of these countries, JICA Offices did not have the opportunity to participate in the discussions from the project formulation stage, or were not involved until the last minute regarding assistance through international organizations. On the other hand, some diplomatic missions maintained close communication with JICA Offices, providing information timely to those who usually do not engage in humanitarian assistance. In countries, where the need for assistance increased rapidly, the implementation structures of implementing agencies such as JICA and NGOs were not able to keep up with the scale of assistance.<sup>50</sup>

JICA sometimes provides support to forcibly displaced persons and host communities through existing development assistance projects, but these projects have their main objectives other than refugee support, such as agriculture and

---

<sup>49</sup> In this case, Myanmar is under the responsibility of Country Assistance Planning Division I, but Bangladesh is under the lead of Country Assistance Planning Division II. Afghanistan is under the lead of Country Assistance Planning Division III, but Pakistan and Tajikistan are under the lead of Country Assistance Planning Division II. As for regional bureau involved in Emergency Grant Aid, Myanmar is under the jurisdiction of the First Southeast Asia Division, Bangladesh and Pakistan are under the Southwest Asia Division, Afghanistan is under the Second Middle East Division, and Tajikistan is under the jurisdiction of the Central Asia and Caucasus Division.

<sup>50</sup> Response from the Embassy of Japan in Moldova to the questionnaire survey of diplomatic missions

education. In such a situation, there was a case where refugee assistance was not articulated adequately in the project documents such as Project Design Matrix and the project budget. To provide more effective assistance to forcibly displaced persons from the perspective of the HDP nexus, further collaboration between the Office for Peacebuilding, which leads the refugee assistance policy at the JICA Headquarters, and the various departments in charge of sectors such as agriculture is considered necessary.

In cooperation modalities through Japanese NGOs, there is a basic division of roles between JPF, which provides emergency humanitarian assistance, and the Grant Assistance for Japanese NGO Projects which mainly focuses on reconstruction and development assistance.<sup>51</sup> In the assistance provided by NGOs through JPF, NGOs have received useful suggestions from MOFA, which is a member of the Project Examination Committee, but most of the advice was on how to explain the projects to the Ministry of Finance, while NGOs expect more policy advice. In the interview with JPF, it was pointed out that it is important to strengthen the overall strategy of assistance to the country in question, and to include a development perspective from the initial response, in line with international trends, by simultaneously linking humanitarian and development efforts, rather than in a linear fashion. For example, it was proposed that it is appropriate for JICA and JPF to implement one program together while maintaining complementarity.<sup>52</sup> However, a good example was confirmed when NGOs that provided humanitarian assistance under JPF programs applied for Grant Assistance for Japanese NGO Projects in the same region and continued to work under the said grant aid scheme after the JPF projects.<sup>53</sup> If MOFA and diplomatic missions in addition to the initiative of the NGO side can promote stronger collaboration between the two schemes, it will lead to continuity of assistance and the promotion of HDP nexus. For this purpose, there is a need for flexible operation of aid modalities, including consideration of project duration (e.g., continuation of Grant Assistance for Japanese NGO Projects for more than three years depending on the situation on the ground).

As demonstrated previously, while there is a basis for promoting the HDP nexus by coordinating various cooperation modalities taking advantage of their characteristics, there were some issues with the structure to discuss the HDP nexus, especially at the time of project formation. Regarding the HDP nexus, the refugee issues cannot be resolved without strengthening support for the “P” (peace) component of the HDP, as described in the Effectiveness of Results section. Thus,

---

<sup>51</sup> Based on the interviews of the MOFA officials.

<sup>52</sup> Based on the interview of JPF.

<sup>53</sup> One example is Peace Winds Japan's support for Ukraine. During the period of emergency response to the invasion by Russia, the NGO assisted refugees and displaced persons in and outside Ukraine through JPF. Then, it started partial support for restoration and reconstruction using the Grant Assistance for Japanese NGO Projects from areas where possible.

there is a need for a support structure beyond ODA to realize support for safe and voluntary repatriation.

### **(c) Efforts to ensure the security of humanitarian aid workers**

In refugee assistance, it is often difficult for Japanese nationals to provide direct assistance due to security concerns. For example, in high-risk countries such as South Sudan, where the capital city is classified as Level 3 travel safety and other areas are Level 4, humanitarian assistance, including assistance to refugees and displaced persons, is in principle limited to cooperation through international organizations. In the case of assistance via international organizations, each international organization, such as the UN, sets its own security standards for its activities. Safety information and regular communication systems through the United Nations Department of Safety and Security (UNDSS) and other agencies, as well as the use of local NGOs with local knowledge of the region, are being utilized. In exceptional cases, Japanese NGOs implement projects, and they are required to take specific safety measures as a condition for adopting and implementing the activities. For further assistance, depending on the situation in the recipient country, a security system and the assignment of personnel specializing in security considerations may be a condition for implementing projects. In many projects, prior briefing on local safety information, establishment of an emergency contact system, and prior approval for visits to high-risk areas are also practiced. JPF has commented that it is carefully negotiating with MOFA to lift travel restrictions on the member NGOs, as Japanese NGOs pride themselves as humanitarian assistance professionals and have studied safety management.

### **(d) Implementation of monitoring and disclosure and effective use of monitoring results**

Assistance through JICA and NGOs is subject to monitoring and evaluation as stipulated for each scheme, as is the case with other development projects. In addition, monitoring of GRF pledges is conducted by MOFA, which collects information from JICA and others and reports regularly to UNHCR (see Effectiveness of Results for progress at this stage).

Individual projects funded by contributions to international organizations are verified by MOFA for performance and results based on completion reports submitted by the international organizations. Since some cooperation areas related to humanitarian assistance are highly dangerous and very difficult to implement and monitor projects, some efforts have been made to conduct site inspections by Japanese nationals with the support of international organizations and after taking security and safety measures.<sup>54</sup> In the questionnaire survey of Japan's diplomatic

---

<sup>54</sup> Response from the Embassy of Japan in Venezuela to the questionnaire survey.

missions, several respondents pointed out that the assistance provided through international organizations is weak in terms of monitoring and follow-up structure, and some suggested the need to strengthen the monitoring system like the JICA projects. It was also highlighted that some of Japan's overseas establishments have difficulty in conducting sufficient monitoring in the field because they are performing their duties at their temporary offices<sup>55</sup> due to the "evacuation advisory," and that the budget for domestic travel expenses to inspect and manage projects is not sufficient, which is a constraint to monitoring the activities of international organizations in the field.

Regarding the publication of monitoring results, no reports of assistance provided through international organizations were made public. The reports were dispersed and kept at the diplomatic missions and the relevant divisions of MOFA, and the reports and proposals that this evaluation was able to obtain from the Japanese side were very limited. Even on the websites of MOFA and Japan's diplomatic missions, information on the content of the projects was only a few lines of press releases, and there were no press releases on the MOFA side regarding the projects through contribution from supplementary budgets. Thus, there were issues in terms of the disclosure of information on the projects.

Meanwhile, the JICA projects are focusing on publicizing the HDP nexus and refugee support efforts. On its website, there is a page titled, "Let's find out about refugees"<sup>56</sup> as part of the special page, "Connecting the World and Japan," which provides an easy-to-understand explanation of the situation of refugees around the world and Japan's support for them. From the site, visitors can link to related videos, materials on the cooperation between JICA and UNHCR, and related organizations including MOFA. Furthermore, the JICA's support linking humanitarian and development efforts in Uganda has been published as the JICA project history in a cartoon version (available on the website<sup>57</sup>) and in a published book.<sup>58</sup>

In addition to this, the progress and performance of core contributions to international organizations are reported in the annual reports of each organization in terms of activities, administration, organizational management, and financial management. Furthermore, each organization reports its performance for the year to the UN General Assembly. Of the above contributions to international organizations, MOFA conducts an "Evaluation of Contributions to International Organizations" for voluntary contributions that are scheduled to be included in the next fiscal year's budgetary request and discloses the evaluation results on its website. The evaluation sheets submitted by the divisions in charge of each contribution are checked and rated

---

<sup>55</sup> The Embassy of Japan in Syria has opened a temporary office in Beirut. The Embassy of Japan in Yemen is being evacuated to Saudi Arabia.

<sup>56</sup> JICA, "Let's find out about refugees," (Japanese) [https://www.jica.go.jp/aboutoda/find\\_the\\_link/part1/refugees.html](https://www.jica.go.jp/aboutoda/find_the_link/part1/refugees.html)

<sup>57</sup> Cartoon book, [https://www.jica.go.jp/english/jica\\_ri/news/topics/2022/20230323\\_02.html](https://www.jica.go.jp/english/jica_ri/news/topics/2022/20230323_02.html)

<sup>58</sup> Publication book, [https://www.jica.go.jp/english/jica\\_ri/publication/projecthistory/post\\_32.html](https://www.jica.go.jp/english/jica_ri/publication/projecthistory/post_32.html)

against four criteria set out in the evaluation guideline. The results of these evaluations are made available when considering the initial budget amount.

To summarize, while monitoring of individual projects has been conducted to some extent as described above, monitoring and evaluation in terms of the achievement of explicit goals and policies for the overall refugee assistance to the country concerned has not been conducted.

**(e) Consideration of the perspectives of the previous Development Cooperation Charter (environmental impact, consideration of socially vulnerable groups, women's participation, etc.)**

According to MOFA, the viewpoints of the previous Development Cooperation Charter remain unchanged in the revised Development Cooperation Charter, and all viewpoints are considered in the project formulation. MOFA confirmed that international organizations follow up on the basic policies and revisions of the Charter as they affect the direction of Japan's development policy, and the evaluation team received similar responses from major international organizations during field surveys. In cooperation through NGOs, the proposal format includes these points, and consistency with the Charter's viewpoints is reviewed during proposal appraisal. In JICA, as a general procedure for projects, environmental impact considerations and considerations for socially vulnerable groups including women are given from the time of project formation through the implementation, monitoring, and ex-post evaluation in accordance with the JICA Guidelines for Environmental and Social Considerations and the Objection Procedures based on the said Guidelines.<sup>59</sup> For women's participation and gender considerations, gender classification is conducted according to the purpose and content at the time of project formulation, and their definitions and requirements are shared for implementation, monitoring, and ex-post evaluation. These issues are also considered based on the reference material for gender mainstreaming for the JICA projects in each field.<sup>60</sup> These are also applied in JICA's refugee-related assistance.

**C. Effective Collaboration with Various Aid Providers**

In many countries where refugee assistance is needed, coordination forums have been established to coordinate between the host country's governments, international organizations, and donors, and Japan participates in these frameworks to identify the assistance needs of refugees and avoid duplication of assistance. In Uganda, for example, the CRRF Steering Group is the highest decision-making body, under which is the Inter-Agency Coordination. In Bangladesh, the Strategic Executive Group (SEG), consisting of international organizations, donor representative countries, etc. is located

---

<sup>59</sup> [https://www.jica.go.jp/english/information/press/2021/20220104\\_30.html](https://www.jica.go.jp/english/information/press/2021/20220104_30.html)

<sup>60</sup> JICA website, Gender Equality and Women's Empowerment, <https://www.jica.go.jp/english/activities/issues/gender/index.html>

in the capital city of Dhaka, and the Inter-Sector Cooperation Group (ISCG), coordinated by the UN, has been established in Cox's Bazar, where the displaced population is concentrated. A Joint Response Plan (JRP) has been developed in consultation with the Government of Bangladesh. The SEG, in coordination with the Government of Bangladesh, is responsible for setting the overall strategic direction of the response to displaced persons to the ISCG, and for encouraging the ISCG to ensure the quality of assistance. Japan and other donor countries coordinate their own assistance based on the JRP through donor meetings and other means. In Bangladesh, in addition to support for displaced persons from Myanmar, the necessary support and budget for host communities are incorporated into the JRP.

As previously mentioned, Japan's ODA to forcibly displaced persons and host countries uses a variety of cooperation modalities implemented by various aid agencies, and effective assistance is being provided by combining different modalities according to the situation. Japan's financial contributions, including contribution from supplementary budgets, are highly appreciated by international organizations, and in this regard, it can be said that the "coordination between multilateral and bilateral aid" in the Humanitarian Aid Policy of Japan is put into practice. It was also confirmed that Japan's diplomatic missions and their counterparts in international organizations are in close communication when formulating and implementing these projects. Best practices of effective collaboration with international organizations and others are described in the Appendix.

Moreover, coordination with diverse actors such as NGOs and the private sector is already taking place. It was confirmed through the evaluation that Japan's diplomatic missions in various countries are acting as a link between JICA, international organizations, NGOs, private companies, and other related parties. As examples of cooperation with the private sector, in Bangladesh, WFP and Euglena Co., Ltd. collaborated to provide cultivation guidance regarding mung bean and employment to poor farmers in host communities, purchase food produced, and supply food to displaced persons (using grant aid through international organizations). Although not directly linked to Japanese ODA, the UNHCR, and Fast Retailing Co., Ltd. have worked together to provide training in sewing techniques in the camps and assistance in improving livelihoods by utilizing the skills learned (see Appendix for details).

Challenges to collaboration with diverse aid actors include the following:

- Coordination among divisions responsible for different cooperation modalities within MOFA and establishment of a structure for coordinating cooperation with JICA, NGOs, and other related organizations,
- Establishment of field-level collaboration and coordination structure with Japan's diplomatic missions, JICA, government of hosting countries, and international organizations,

- Establishment of a structure for cooperation and coordination among international organizations that are not well-connected,
- Proactive consideration of more flexible support tools, such as contribution to funds other than existing international organizations and funds, including “establishment of a regional fund specializing in humanitarian assistance” through collaboration between donors and international organizations.<sup>61</sup>

Based on the above, it is judged that the policy formulation and implementation processes are generally appropriate. In particular, as noted in B. (a) above, timely and efficient assistance is ensured by utilizing the characteristics of cooperation modalities and partners that allow for emergency response, understanding of local needs, and coordination mechanisms with other donors. In addition, as described in B. (b), in the efforts and implementation structure for the HDP nexus, the assistance provided through various schemes and actors is one of Japan’s advantages, and the presence of JICA as a development agency, in particular, is a facilitating factor in providing support that links humanitarian and development efforts. Japan’s participation in new financial mechanisms such as the GCFF, which contributes to development assistance, is also seen. The security of humanitarian aid workers under B. (c) and the perspectives of the previous Development Cooperation Charter described in B. (e) are also appropriately taken into consideration. Effective collaboration with diverse aid actors mentioned in C. above has produced good examples of collaboration even amid political difficulties due to differences in refugee policies in the host countries.

However, several issues were identified for effective implementation of the HDP nexus, which is becoming increasingly important as the refugee problem becomes more prolonged. At MOFA, the responsibilities for various cooperation modalities are spread across numerous divisions, and no coordination forum has been established for sufficient consultation with a view to the overall refugee assistance in the country concerned in the formation and adoption of projects. Humanitarian assistance through international organizations is sometimes not discussed in the ODA Task Force, and there are few opportunities for JICA and NGOs, the main implementers of the HDP nexus, to be involved in such project formation. There is also little linkage between grant aid through international organizations and assistance through NGOs and JICA’s development assistance. Although urgency is one of the requirements for support through international organizations via supplementary budget contributions, the criteria for adoption are unclear, as this has been the main scheme for refugee assistance for multiple years in some countries. In addition, several issues need to be addressed to achieve the HDP nexus, such as the short implementation period of many schemes, the lack of coordination among different modalities, and insufficient monitoring and

---

<sup>61</sup> Based on responses to the questionnaire survey of Japan’s diplomatic missions (Mozambique). NGOs and other organizations are the expected recipient of the fund.



disclosure of information on international organization projects. Overall, therefore, the appropriateness of processes of the Policy was judged “partially satisfactory.”

## **2 Evaluation from Diplomatic Viewpoints**

### **(1) Diplomatic Importance**

There are three aspects of the diplomatic importance of supporting refugees and host countries: diplomatic presence by addressing international priorities, regional stability, and the relationship with Japan’s economic development. As for the first aspect, while burden sharing is emphasized internationally, fulfilling this responsibility as a member of the international community is an important part of Japan’s diplomatic presence. This has led Japan to demonstrate its leadership by addressing refugee issues at the Ise-Shima Summit in 2016 and the Hiroshima Summit in 2023 as the G7 chair country.

Regarding regional stability, support for displaced persons in Bangladesh, Myanmar, Yemen, Djibouti, East Africa, and other regions will help stabilize sea lanes and logistics hubs, prevent the movement of arms, drugs, and terrorists, and contribute to Japan’s foreign policy of promoting a FOIP. Furthermore, stability in the Middle East and Northern Mozambique will lead to a stable energy supply for Japan and protect investment by Japanese companies.

### **(2) Diplomatic Impact**

In this evaluation, stakeholders in all of the field survey sites expressed their appreciation for Japan’s support. In the questionnaire survey of Japan’s diplomatic missions, 15 of 21 respondents provided specific responses regarding the effects of “increased Japanese presence and understanding/support for Japan’s position.” Many of them indicated that the partner countries supported Japan in the international community, including elections in international organizations, and Japan’s assistance contributed to Japan’s presence and trust in Japan. Unlike Western donors, who may sometimes take the position that “this is the way it should be,” the support of Japan, a member of Asia, has been well received, for its neutral position standing by the recipient country. Japan’s presence is also evident in that there are expectations for Japan to play important roles in this subject based on such a position.

Regarding the “ripple effects, such as increased positive perception of Japan, impact on peace, security and prosperity of Japan, and economic development,” 15 of the 21 diplomatic missions provided specific responses. Many commented that continuous support over the years, the presence of the Ambassador and other Japanese officials at handover ceremonies and other events and publicizing these events on social media have led to increased recognition and favorable perception of Japan.

In 2021, the Ugandan Parliament passed a resolution expressing gratitude for Japan’s cooperation over the years, triggered by a proposal by a member from

Northern Uganda for a resolution of gratitude for Japan's support for the reconstruction of the North after the civil war (including support for returnees). In Ethiopia, Japan's contribution to refugee assistance led to the establishment of personal connections between the Embassy of Japan and the governor of the target region, which in turn led to favorable support from the government officials of the region when a Japanese company expanded its business in the area.

## **Chapter 4 Case Study: Assistance to Forcibly Displaced Persons and Host Country in Uganda and Bangladesh**

### **1 Features of Two Cases**

Uganda and Bangladesh have in common that, while also facing development challenges in their own countries, they have been accepting large numbers of refugees from neighboring countries since around 2016–2017, when the Syrian refugee crisis was still having a significant impact, and the refugee crisis has been protracted until now. They also share the common challenge of facing a shortage of humanitarian aid funds due to Russia's invasion of Ukraine and soaring food prices. However, they provide very different conditions for refugee-related assistance. Uganda, known for welcoming refugees, allows refugees to work and move freely and provides access to land and public services (education, healthcare, etc). Bangladesh does not refer to Rohingya as refugees and does not allow them to move or work outside camps.

Uganda, one of the world's leading refugee-hosting countries and a co-convenor country of the second GRF, is one of the leading implementers of Japan's HDP nexus promotion, which is one of Japan's GRF pledges. In Uganda, Japan is providing a combination of ODA loans, grant aid, and technical cooperation in cooperation with international organizations and NGOs. While refugees are staying longer, new refugees are arriving every day, and emergency humanitarian aid and development assistance are being provided simultaneously. In Bangladesh, only humanitarian aid is allowed for displaced persons. This is a case where despite some issues in terms of consistency with the refugee-related policies of the partner country, Japan pragmatically implements its aid policy through a particularly large number of assistance projects through international organizations and NGOs, with a focus on emergency assistance. Both cases have helped this evaluation to examine the implementation of Japan's refugee assistance policy to date and provided insights for promoting the HDP nexus.

### **2 Uganda**

#### **(1) Overview of Japan's Refugee-related Assistance in Uganda**

##### **A. Background**

Uganda is the sixth-largest refugee-hosting country in the world and the largest in Africa as of 2022, and one of the pilot countries of the CRRF. Historically, Uganda has been accepting refugees from surrounding conflict-affected countries from the 1940s to the present, and as of December 2023, over 1.5 million forcibly displaced persons have fled to Uganda.<sup>62</sup> In Uganda, 57% of refugees and asylum seekers come from

---

<sup>62</sup> The ranking of refugee hosting country as of 2022 (total of refugees (under the UNHCR mandate) and asylum seekers): UNHCR Refugee Data Finder, <https://www.unhcr.org/refugee-statistics/download/?url=B5aigF>; Refugees and asylum seekers in Uganda as of December 2023: UNHCR, Uganda Comprehensive Refugee Response Portal (<https://data2.unhcr.org/en/country/uga>).

South Sudan and 31% from the Democratic Republic of Congo. The rapid increase in refugee influx<sup>63</sup> due to the worsening situation in South Sudan in 2016 caused a particularly heavy burden. In 2017, the UN and the Government of Uganda co-hosted the Solidarity Summit on Refugees to call for support from the international community. As of 2023, new refugees are still arriving due to the conflict in Sudan that occurred in the same year.

Uganda has an “open door policy” for refugees. It is party to the Refugee Convention and its Protocols, as well as the Organization of African Unity Refugee Convention, and guarantees refugees’ freedom of movement, the right to work, access to land<sup>64</sup> and national services such as education and health care, based on domestic laws (Refugee Act and Refugee Regulations, etc.). In recent years, the country has adopted a policy of integrating refugees into national development plans. However, the rapid increase in the influx of refugees and their prolonged stay in the country have affected public services and natural resources such as forests in refugee-hosting areas. The current decreasing trend in humanitarian funding has led to the growing need for livelihood improvement and self-reliance for refugees. In addition, development challenges remain in Northern Uganda due to the return of refugees and IDPs from the Ugandan civil war that lasted from the 1980s to 2006.

## **B. Japan’s Refugee-related Assistance**

Japan’s major refugee-related projects are listed in the Appendix. Japan’s refugee-related assistance in Uganda began with reconstruction assistance in Northern Uganda, including the support for IDPs’ return following the Ugandan civil war. The assistance was implemented under the Reconstruction Assistance Program in Northern Uganda (REAP, 2009–2015), mainly through ODA loans and grant aid for infrastructure development, including roads and water supply, and technical cooperation for livelihood improvement and capacity building of local government.

Since the large influx of refugees into the West Nile sub-region due to the conflict in South Sudan in 2013 and 2016, Japan has been providing emergency humanitarian assistance through international organizations and NGOs, including Emergency Grant Aid as announced at the Solidarity Summit in 2017, as well as medium- to long-term development cooperation through JICA and other organizations. In terms of development cooperation, Japan has provided a wide range of assistance under the REAP Phase 2 (2016–2021), which expanded the scope to the West Nile sub-region, and the Refugee and Host Community Support Program. The refugee-related assistance ranges from infrastructure development utilizing grant aid including grant

---

<sup>63</sup> As of March 2017, the average new arrival of refugees into Uganda was 2,000 per day, with a high of 6,000 per day at the peak. UNHCR, “Refugee crisis in South Sudan now world’s fastest growing,” 17 March 2021 (<https://www.unhcr.org/in/news/stories/refugee-crisis-south-sudan-now-worlds-fastest-growing>)

<sup>64</sup> Instead of refugee camps, Uganda adopts the refugee settlement approach, and the Office of the Prime Minister is allocating land for cultivation to each refugee household. Nonetheless, the plot of land per household is decreasing as the number of refugees increases, posing a major challenge.

aid through international organizations and Grant Assistance for Japanese NGO Projects (livelihood improvement, protection and support for self-reliance of women, protection and education for child, etc.) to technical cooperation, dispatch of experts and JOCVs, dispatch of UNVs under JOCV framework to such organizations as UNHCR and UNICEF.<sup>65</sup>

## **(2) Evaluation from Development Viewpoints**

### **A. Relevance of Policies**

Japan's refugee-related assistance in Uganda has been in line with the Country Assistance Policy for the Republic of Uganda (2012), which has "Peacebuilding in Northern Uganda" as its Priority Areas, and the Country Development Cooperation Policy for the Republic of Uganda (2017), which has "Social stability for Northern Uganda" as its Priority Areas. It is also consistent with one of the "Peace and Stability" efforts expressed by the Government of Japan at the Eighth Tokyo International Conference on African Development (TICAD 8), which is to "Provide coordinated emergency and humanitarian assistance and development assistance to 1.5 million refugees and displaced persons and their host communities through the humanitarian-development-peace nexus."

In terms of Uganda's refugee-related policies, Japan's refugee-related assistance is along with the Uganda Vision 2040, the Settlement Transformation Agenda (STA), an annex to the Second National Development Plan (2015/16-2019/20, NDP II), the Third National Development Plan (2020/21-2024/25, NDP III) and STAI. Particularly, it is consistent with supporting the self-reliance of refugees, access to national service, and the integration of refugee assistance into development planning which are stipulated in these policies.

From the perspective of the parties concerned, while both refugees and host communities use the same public services in Uganda, there are areas where more than twice as many refugees are staying as the host community population. Thus, there is a need to improve public infrastructure such as water supply, health care, and education, and to strengthen local government capacity. Furthermore, while the majority of refugees are women and children, there are needs related to sexual and gender-based violence, support for child protection and education, psychosocial support, and livelihood improvement. The evaluation team found that Japan's assistance has addressed these needs.

Furthermore, throughout the evaluation period, Japan's refugee-related assistance in Uganda has been implemented by utilizing its comparative advantages. First, reflecting its comparative advantage in "diversity of aid modalities," Japan has

---

<sup>65</sup> According to the field interviews, as of September 2023, REAP Phase 3 has not been formulated, and JICA is currently considering how to design and implement its assistance based on the "Refugee and Host Community Assistance Program." The program is intended to provide support incorporating JICA's development perspective, as the massive influx of refugees requires support from both humanitarian and development perspectives.

provided both emergency humanitarian assistance and mid- to long-term development cooperation. In addition, local officials mentioned the “high quality of Japan’s infrastructure assistance,” such as roads, bridges, and hospitals, and expressed expectations for the ongoing improvement of national road in refugee-hosting areas. Moreover, Japan’s strength in “human resource development and capacity building,” experienced over many years of development cooperation, has been applied to refugee-related technical cooperation in Uganda. In particular, in the area of local governance, the JICA’s support for development planning in the Northern region, where there are many former IDPs, has been extended to the West Nile sub-region. As of 2023, a successor project is being implemented to strengthen the capacity of local governments to formulate development plans that integrate the needs of refugees.<sup>66</sup> The JICA’s experience in capacity building of local government in conflict-affected areas has been put to good use. Furthermore, Japan’s expertise in technical assistance of rice cultivation is also being used to provide training to refugees and host communities through the ongoing rice promotion project (see below).

## **B. Effectiveness of Results**

Regarding the input of Japan’s assistance, as a reference to know Japan’s contribution volume to the overall refugee-related assistance in Uganda, the evaluation team checked the percentage of Japan’s contribution to the UNHCR’s funding to Uganda’s operation. It is found that Japan contributed 3–6% between 2015 and 2017 (top four or five, with the highest contribution of about US\$6.6 million in 2017), and since 2018, it has continued to contribute about 1–2% (US\$1.3–3 million/year).<sup>67</sup> UNHCR has expressed appreciation for Japan’s continuous support, and it can be said to be making a certain contribution. Nonetheless, it is important to note that the international community as a whole has not provided enough funding to meet the required needs of refugees and host communities in Uganda. According to the Joint Response Plan being compiled mainly by the Office of the Prime Minister and UNHCR, the sufficiency rate of total appeal for each year from 2018–2020 was only about 50–60%.<sup>68</sup> Food assistance by WFP is also on the decline, and in recent years, prioritization approach based on vulnerability (rather than distribution to all) has been adopted.<sup>69</sup> Some said that the amount of food distribution per month has been reduced to the point where an adult male can’t even last a week.

---

<sup>66</sup> Three technical cooperation projects have been implemented to provide refugee-related support in the field of local governance in Uganda: Project for Capacity Development in Planning and Implementation of Community Development in Acholi Sub-region (ACAP, 2011–2015), Project for Capacity Development of Local Government for Strengthening Community Resilience in Acholi and West Nile Sub-regions (WACAP, 2016–2020), and Project for Strengthening Refugee Hosting and Refugee affected districts of West Nile (PROCEED, 2021–2026).

<sup>67</sup> From UNHCR, Funding Update Uganda for 2015–2022.

<sup>68</sup> Inter-Agency Uganda Country Refugee Response Plan (UCRRP) 2022–2025 (<https://data.unhcr.org/en/documents/details/92447>)

<sup>69</sup> UNHCR & WFP, Support to UNHCR and WFP country operations in Uganda (June 2023), [https://wfp-unhcr-hub.org/wp-content/uploads/2023/06/Uganda-Hub-support-brief\\_20230510\\_clean.pdf](https://wfp-unhcr-hub.org/wp-content/uploads/2023/06/Uganda-Hub-support-brief_20230510_clean.pdf)

From the evaluation/completion reports of relevant projects obtained by this evaluation and interviews in Japan/Uganda, it was confirmed that while there were some delays and changes in project implementation due to COVID-19, the results were generally achieved as planned. Examples of contributions to Japan's refugee-related policy objectives are as follows.

Regarding Policy Objective (1) "To protect the lives, dignity, and safety of forcibly displaced persons and support them so that they will be able to stand on their own feet again," Japan has responded to the urgent needs of refugees and host communities and contributed to ensuring their lives, dignity, and safety. For example, in the Emergency Grant Aid in 2017, Japan contributed to the food assistance by WFP, distribution of core relief items<sup>70</sup> to 354,556 newly arrived refugees, and construction of a market by UNHCR,<sup>71</sup> and assistance through UNICEF, in which approximately 46,000 refugees and host communities obtained at least 20 liters of water per day, and children in host communities gained access to immunizations and health services. In a primary school in a refugee settlement that the evaluation team visited, emergency humanitarian assistance by Peace Winds Japan (PWJ) through JPF improved the safety and sanitation of refugee and host community children by installing fences, toilets, and hand washing facilities, girls' changing rooms, and a trash incinerator, and conducting sanitation awareness activities.

Infrastructure development such as road improvement in Gulu Municipality, Northern Uganda, which was the base of Japan's IDP support, the construction of the Nyala Bridge connecting refugee settlements (grant aid through the United Nations Office for Project Services (UNOPS)), and improvement of regional referral hospitals where refugees are referred from refugee settlements, have contributed to the transportation of humanitarian goods, safe movement of refugees and host communities, and improved access to secondary health care services. In addition, with the contribution to UN Women from supplementary budgets, group activities combining psychosocial support and income generation activities for refugee and host community women, Cash for Work, and vocational trainings were implemented, and the annual income of the target beneficiaries increased by 58.6% at the end of the project, compared to the baseline of 20% annual income change. Furthermore, the Promotion of Rice Development (PRiDe) Project has supported refugees and host communities to acquire appropriate rice cultivation techniques, increasing their yield per unit by about 70% and overall income by 78% on average, contributing to self-reliance through

---

<sup>70</sup> domestic items and shelter kits, etc.

<sup>71</sup> In addition to this, at the field interview, it was mentioned that the sports stadium that was built in Ajmani District as a part of Emergency Grant Aid has become a symbolic place of peaceful coexistence, where refugees, host communities, NGOs, and officials from the Office of the Prime Minister play sports together in the evenings.

their improved livelihoods.<sup>72</sup>

Regarding Policy Objective (2) “To support sustained peace through resilient nation-building and social stabilization in countries/regions of origin and transit of refugees and other displaced populations, their host countries/communities, and where they return to or resettle,” by adopting the Ugandan government’s rule that 70% of the beneficiaries of projects targeting refugees shall be refugees and 30% shall be from host communities, Japan’s assistance has promoted the cooperation between refugees and host communities and contributed to the reduction of tensions among them and to the peaceful coexistence and social stabilization (it can be said that the assistance also contributes to “P” of the HDP nexus). For example, in a PWJ project through the Grant Assistance for Japanese NGO Projects, both refugees and host communities were included in the management group of the Women Development Center and in the training participants. According to the field interview, it was reported that participants understood each other by taking the training together, and there was no more tension between them. Additionally, local officials said that Japan’s assistance in infrastructure development such as roads, hospitals, and the bridge helped ease tensions between the refugees and host communities.

Furthermore, in supporting local government, a bottom-up and evidence-based development planning tool that gathers the needs of residents and prioritizes them with the consensus of participants has been developed, disseminated, and adopted as the national planning tool. This planning tool is expected to contribute to social stabilization. Past evaluation also confirmed that the strengthening of local government capacity, including that of districts and sub-counties, has been steadily taking place.

### **C. Appropriateness of Processes**

As for the implementation structure, first of all, at the Embassy of Japan in Uganda, the Economic Cooperation Section is handling refugee-related assistance. However, as of September 2023, fewer staff members were allocated compared to the prior number<sup>73</sup>, and it seemed to be a challenge to spend sufficient time on refugee-related assistance. Second, in JICA Uganda Office, Northern Uganda Assistance/Peacebuilding/Social Development Sector and other Sectors in the office (e.g., Agriculture Sector, Infrastructure Sector, etc.) are in charge of projects that include refugee-related assistance, and the Senior Representative oversees the activities of all Sectors. Notably, in the Northern Uganda Assistance/Peacebuilding/Social

---

<sup>72</sup> Mid-term review document provided by PRiDe project

The advisor to this evaluation commented that when introducing cash crops such as rice to refugees and other poor people, it is necessary to give due consideration to the most vulnerable groups of refugees since there is a risk of worsening deprivation and widening disparities among refugees. Due to differences in farmland conditions, available resources, capabilities, and other factors, some beneficiaries may be more successful than others, which may lead to the former acquiring land from the latter, forcing the latter to become day laborers.

<sup>73</sup> Previously, there had been three officers in the Economic Cooperation Section and three Consultants for Grant Assistance for Grassroots Human Security Project (GGHSP), and at the time of the evaluation team’s visit, there were two officers in the section and two GGHSP consultants.



Development Sector, Project Formulation Advisor on Peacebuilding has been assigned since 2021 to coordinate the JICA's refugee-related projects and strengthen the efforts for the HDP nexus. In addition, it was reported that, as of 2023, a local staff who worked at JICA Gulu Field Office in Northern Uganda in the past is making an important contribution based on his experience working with the Japanese. After the assignment in the Gulu Field Office, he later became the coordinator for the livelihood improvement project and is now in charge of the local governance project related to refugee assistance at the JICA Uganda Office.

Information sharing between the Embassy and the JICA Office is done through the ODA Task Force, which meets every three months, and this includes information on refugee-related assistance. However, due to the different implementation structures of each scheme, some said that horizontal linkages among actors such as the Embassy, the JICA Office, international organizations, and NGOs in Japan's refugee-related assistance are still weak. In the contributions to international organizations from supplementary budgets, it is recommended to include the partnership with Japanese organizations,<sup>74</sup> and examples of collaboration between international organizations and JICA, Japanese NGOs, and companies were observed in several projects (examples are provided in the Appendix).

In terms of the promptness of assistance, it is notable that Japan announced the provision of Emergency Grant Aid at the Solidarity Summit on Refugees in 2017, and conducted a data collection survey<sup>75</sup> soon after the Summit to collect information on the needs of both refugees and host communities. The survey created a map showing both local government/administrative boundaries and refugee settlements for the first time at the time, and created data that integrated refugees and host communities, which had not been available before. The results of the survey were posted on the portal site of the CRRF Secretariat of the Office of the Prime Minister and were highly appreciated by international organizations and other donors as a summary of both humanitarian and development needs. Based on the results, projects through GGHSP (improving the educational environment of primary schools) that have a prompt formulation process and grant aid through international organizations (construction of a bridge) were realized quickly (FY2018).<sup>76</sup> Moreover, the JICA's grant aid (improvement of the national road) was planned based on the survey result, and after the preparatory survey, commenced its implementation (FY2020). Furthermore,

---

<sup>74</sup> There is an item on a project proposal form for applying to Japan's supplementary budget to indicate the partnership with Japanese organizations and the involvement of Japanese staff. In recent years, the Embassy of Japan in Uganda has been making efforts to connect international organizations with JICA and other Japanese organizations in response to requests from international organizations.

<sup>75</sup> Data Collection Survey on Social Infrastructure Needs of Refugee-hosting Communities in Northern Uganda

<sup>76</sup> Atsushi Hanatani (December 2022) *A New Way of Working to Support Refugees – Putting the Humanitarian-Development Nexus into Action in Africa* (Japanese, English is also available)

JICA, *FY 2017 Performance Evaluation Report* (Japanese) ([https://www.jica.go.jp/Resource/disc/jisseki/ku57pq00000fveqt-att/jisseki29\\_01.pdf](https://www.jica.go.jp/Resource/disc/jisseki/ku57pq00000fveqt-att/jisseki29_01.pdf))

multiple international organizations have responded that earmarked contributions through Japan's supplementary budget have filled the gap in support from year to year.

In terms of partnership with various actors and collaboration among different schemes to promote the HDP nexus, there were good practices in the areas of livelihood improvement and local governance that leverage existing projects. First, in the PRiDe project, there had been a loose collaboration between the JICA experts in the field and the UNHCR's IPs, and since 2014, JICA Uganda Office and UNHCR have signed the Memorandum of Cooperation (MOC). Specifically, the UNHCR's IPs select participants from refugees and host communities to be trained, and the JICA experts select the land suitable for rice cultivation and conduct the training. Japan's contribution to UNHCR from supplementary budgets has been used to cover the training implementation costs.<sup>77</sup> As mentioned previously, this project has a certain level of achievement and is known as a good practice of Humanitarian-Development nexus efforts. Nonetheless, this project is a case wherein assistance to refugees and host communities was included in the middle of the ongoing agriculture project (managed by the JICA department in charge of agriculture) that aims to improve rice productivity throughout Uganda, and thus, refugee assistance has not been clearly positioned in the PDM. Therefore, while efforts in the field were flexibly made, the input allocated to the activities for refugees and host communities had to be limited in some respects.<sup>78</sup>

Next, with regard to local governance, Uganda's policy under NDPIII is to integrate refugee assistance into the national development plan, and transition of public services supported by humanitarian agencies to the local government is underway. In this context, the JICA's PROCEED project to support the formulation of integrated development plans with the participation of refugees and host communities, reflecting the experience of past projects, is an example of support that leverages Japan's strengths and promotes the HDP nexus. In addition, the JICA Refugee Department Advisor has been dispatched to the Department of Refugees of the Office of the Prime Minister since 2021, and opportunities for information sharing with PROCEED project's experts are regularly provided, enabling approaches from both policy and field levels. From the interviews in Uganda/Japan, securing funds to implement the development

---

<sup>77</sup> However, because the contribution to UNHCR from the FY2021 supplementary budget (for implementation in 2022) did not include the cost of collaboration with PRiDe project, the training was not conducted in 2022 except for the ones in the demonstration plots that JICA is supporting. As a result, the number of refugee and host community participants in Training of Trainers and Training of Farmers was 588 in 2021, but none in 2022 and 2023 (as of August 2023, based on data provided by PRiDe project). In the FY2022 supplementary budget (implemented in 2023), UNHCR included activities in collaboration with PRiDe project (<https://www.unicef.org/uganda/press-releases/japan-contributes-us79-million-support-efforts-towards-refugees-and-host-communities>).

<sup>78</sup> According to the JICA Office for Peacebuilding, in the ex-post evaluation of PRiDe Phase 1, which is under implementation in 2023, the external evaluator was briefed by the Office in addition to the lead department of this project, in charge of the agriculture sector. This is because the PDM for Phase 1 did not include anything about supporting refugees. The PDM for Phase 2 only mentioned that training on rice cultivation techniques is planned to be provided to vulnerable groups, including refugees. In Phase 3, which is currently under consideration, refugee-related assistance is said to be more explicitly mentioned in the PDM.

plan was raised as a challenge. In particular, officials from the Ministry of Local Government emphasized that refugee assistance is the responsibility of the international community, even after refugee assistance is integrated into the national development plan of Uganda. With reference to the good practices in the past that some development plans were implemented by GGHSP<sup>79</sup> and World Bank loans,<sup>80</sup> it is important to continue the efforts for securing funding using the development plans as a gateway.

In recent years, JICA has also been collaborating with the private sector in this field. For example, JICA has collaborated with the Federation of Uganda Football Associations and other organizations to organize football events involving refugees and host communities and has implemented a project to improve the livelihoods of refugees and host communities through the development and sales of cereal bars produced by a local company.<sup>81</sup> Although outside the evaluation period, a basic study on cotton production is also underway as of 2023.

Furthermore, it should be noted that the JICA Refugee Department Advisor has contributed to supporting the formulation of the STAI and strengthening the relationship between government offices involved in refugee assistance. Whereas the Department of Refugees in the Office of the Prime Minister used to be solely responsible for refugee assistance, the CRRF Secretariat established in the Office of the Prime Minister in 2018 and the Ministry of Local Government are now also involved in refugee assistance as key actors following the application of the CRRF and the policy to integrate refugees into development planning. From the field interviews, there seemed to be some complexity in their relationships at the central and local levels. Under these circumstances, the JICA's Refugee Department Advisor invited key officials from the Department of Refugees, the CRRF Secretariat, the Ministry of Finance, and the Ministry of Local Government to Japan for discussion toward the second GRF and promoted cooperation among these organizations. This was a unique support of Japan.

From the above, it can be said that Japan has been seeking to promote the HDP nexus by providing Emergency Grant Aid and emergency humanitarian assistance while simultaneously supporting refugees and host communities through existing development cooperation projects and infrastructure development based on the data collection survey conducted at an early stage. However, from the field interviews, it

---

<sup>79</sup> The Moyo District (Obongi as of 2023), which was one of the WACAP target districts, applied for the GGHSP. The district implemented the project for the expansion of two primary schools located in an area next to the Palorinya refugee settlement in the same district, which lacked classrooms and teacher housings. This was also considered as one of priority projects in the 2017 data collection survey conducted by JICA.

<sup>80</sup> Some development plans were implemented by World Bank's Development Response to Displacement Impacts Project (DRDIP) and other financial assistance programs. (JICA, *FY 2020 Performance Evaluation Report* (Japanese) ([https://www.jica.go.jp/Resource/disc/jisseki/ku57pq00000fveqt-att/jisseki\\_2020\\_01.pdf](https://www.jica.go.jp/Resource/disc/jisseki/ku57pq00000fveqt-att/jisseki_2020_01.pdf)))

<sup>81</sup> TICAD CUP 2022 (Japanese): [https://www.jica.go.jp/Resource/topics/2022/20221028\\_01.html](https://www.jica.go.jp/Resource/topics/2022/20221028_01.html)

Travel Beyond Bars project (Japanese): [https://www.jica.go.jp/overseas/uganda/information/topics/2023/1515052\\_14598.html](https://www.jica.go.jp/overseas/uganda/information/topics/2023/1515052_14598.html)

was apparent that the HDP nexus has been sought through individual cooperation, depending on the situation at the time, rather than implementing cooperation based on a common understanding and scenario of what should be aimed for the HDP nexus. Some expressed a desire for stronger links between actors in different schemes and more clear strategy and field collaboration. It is considered necessary to clarify what Japan aims to achieve in its refugee-related assistance to Uganda, and to strategically select and collaborate on schemes.<sup>82</sup>

### **(3) Evaluation from Diplomatic Viewpoints**

Japan's refugee-related assistance has contributed to peace and stability in the region surrounding Uganda, and it is important for Japan to support Uganda, the world's sixth-largest refugee-hosting country, as a way to demonstrate its presence and fulfill the international responsibility for refugee protection. In 2021, the Ugandan Parliament adopted a resolution expressing appreciation for the Government of Japan/JICA's longstanding cooperation with Uganda.

## **3 Bangladesh**

### **(1) Overview of Assistance Related to Displaced Persons in Bangladesh**

#### **A. Background**

The Rohingya<sup>83</sup> crisis in Bangladesh, which has captured the world's attention, stems from the sweeping operation of the Government of Myanmar against the organization that allegedly led the August 2017 attack on a border guard facility in the Rakhine state in northern Myanmar. The influx of 700,000 Rohingya into Cox's Bazar in neighboring Bangladesh led to the emergence of one of the world's largest camps for displaced persons, numbering one million.

The Government of Bangladesh, which was forced to host displaced persons from Myanmar, is not a signatory to the Refugee Convention and the Protocol relating to the Status of Refugees and the Convention on the Reduction of Statelessness. Under the policy that return is the only solution, the government does not grant refugee status to the recent influx of Rohingya people and treats them as temporarily displaced persons, seeking support from the international community in the form of humanitarian assistance to them. In October 2017, the United Nations Resident Coordinator in Bangladesh publicized the situation of the displaced persons<sup>84</sup> and, together with the Government of Bangladesh, called on the international community for the necessity of

---

<sup>82</sup> As mentioned above in Chapter 2, as of 2023, JICA has developed the Kaeru Model for applying the HDP nexus in other countries based on the experience in Uganda. The Kaeru model categorizes countries to be assisted according to their refugee-related policies (rights and freedoms afforded to refugees, access to administrative services, etc.) and suggests what kind of "humanitarian-development nexus" assistance is feasible and effective for each country according to its situation. Based on the model, JICA aims to promote collaboration with humanitarian actors including UNHCR and development actors and enhances the nexus in other countries.

<sup>83</sup> Bengali Muslims who have lived primarily in Rakhine State in Myanmar. They are classified and oppressed as "foreigners" in Myanmar, and many have sought refuge in Middle Eastern and Asian Muslim countries and European countries. The history of the Rohingya influx into Bangladesh is outlined in the Appendix.

<sup>84</sup> 2017 Humanitarian Response Plan: September 2017-February 2018, Oct. 2017

urgent humanitarian assistance. Since then, a Joint Response Plan (JRP) between the government and the UN has been published annually from 2018 to 2023.<sup>85</sup> In 2021, a Memorandum of Understanding was signed by the Government of Bangladesh and UNHCR to establish a common policy framework based on protection and humanitarian principles for the movement of displaced persons from Cox's Bazar to Bhasan Char island. The voluntary relocation of approximately 32,000<sup>86</sup> people took place by the end of December 2023.<sup>87</sup>

## **B. Japan's Assistance Related to Displaced Persons**

Japan's major projects related to Rohingya displaced persons are listed in Japan's assistance toward displaced persons had been provided prior to the outbreak of the Rohingya crisis in 2017.<sup>88</sup> Since the outbreak of the Rohingya crisis, assistance has been provided almost annually through Emergency Grant Aid, grant aid through international organizations, JICA, and NGOs in various areas prioritized by the JRP. The assistance targeting both the displaced persons and the government and host communities of Bangladesh is provided almost every year from FY2018 to FY2022 through grant aid from international organizations. Several development projects through JICA, such as the "Upazila Governance and Development Project (ODA Loan, since December 2015)" and the "Health Service Strengthening Project (ODA Loan, since July 2018)" are being implemented nationwide, including areas hosting displaced persons. In recent years, technical cooperation aimed at improving the livelihoods of host communities and assistances through the Grant Assistance for Japanese NGO Projects have also been implemented.

## **(2) Evaluation from Development Viewpoints**

### **A. Relevance of the Policies**

#### **(a) Consistency with Japan's high-level policies**

The current Country Development Cooperation Policy for Bangladesh (formulated in March 2018), whose formulation began before the Rohingya crisis, does not include any direct reference to assisting displaced persons. Instead, it is interpreted as a solution to one of the priority areas, "overcoming social vulnerabilities," and a flexible response is being taken to support displaced persons.

#### **(b) Consistency with the development needs and refugee policies of the host country**

Bangladesh's Eighth Five Year Plan (2020/21-2024/25) states to "ensure the

---

<sup>85</sup> Rohingya Refugee Response: <https://rohingyaresponse.org/>

<sup>86</sup> Correction on 27th November 2024: The number of voluntary relocations was corrected from 320,000 to 32,000 (the number is as of January 2024).

<sup>87</sup> The UNHCR Bangladesh website: [https://data2.unhcr.org/en/country/bgd?\\_gl=1\\*ha46u3\\*\\_rup\\_ga\\*OTeyNDUwNTAuMTY3NDUyOTA5OQ.\\*\\_rup\\_ga\\_EVDQTJ4LMY\\*MTY5ODkwMjczMSc4ZMy4xLjE2OTg5MDI3ODUuMC4wLjA](https://data2.unhcr.org/en/country/bgd?_gl=1*ha46u3*_rup_ga*OTeyNDUwNTAuMTY3NDUyOTA5OQ.*_rup_ga_EVDQTJ4LMY*MTY5ODkwMjczMSc4ZMy4xLjE2OTg5MDI3ODUuMC4wLjA).

<sup>88</sup> Emergency Grant Aid in response to stranded persons in the Indian Ocean (FY2015) and Emergency Grant Aid for the displaced persons in the People's Republic of Bangladesh (FY2016)

return and reintegration of the Rohingya” and to continue efforts to ensure peaceful stay until their return to Myanmar, and considering overcrowding, congestion, and security issues in Cox’s Bazaar, it is specified that a government-funded relocation site is being developed on Bhasan Char island for Rohingya to be rehabilitated.<sup>89</sup> From the above, it can be concluded that Japan’s continued support for displaced persons is consistent to a certain extent with the policies of the partner country.

In particular, the fact that Japan provided assistance to the displaced persons who voluntarily moved to Bhasan Char island ahead of other donors was highly appreciated by the Government of Bangladesh as an assistance that is in line with the policy of the country and as a reliable partner that provides cooperation while taking the country’s circumstances and position into consideration. At first, other donors did not initiate assistance and were wait-and-see since there were questions about the safety of the settlement, such as disaster prevention, and whether voluntary relocation could be secured.<sup>90</sup> The UN team conducted a field survey, and a Memorandum of Understanding (MOU) was signed between the Government of Bangladesh and UNHCR as the representative, and Japan announced its support immediately after that. Following Japan’s assistance, other donors have also stepped forward to provide aid.<sup>91</sup> However, the Government of Bangladesh has maintained its policy that return is the only solution and has not allowed supports, such as durable and permanent infrastructure buildings or livelihood assistance, that would lead to the resettlement of displaced persons or allowed displaced persons to move out of camps or work inside or outside camps. In this regard, it is difficult to promote the “HDP nexus,” as advocated in Japan’s high-level policies.

The Government of Bangladesh encourages directing 25% of the humanitarian assistance budget to support host communities from the viewpoint of reducing its burden as a host country. Approximately twice as many displaced people (one million) live in regional cities (Ukhiya and Teknaf upazilas, or sub-districts) with a population of about 500,000, and host communities are impoverished in many aspects, including land, basic livelihood infrastructure such as water supply and wastewater treatment, health services, and security. Displaced persons are not allowed to move outside the camps and work but are engaged in informal labor inside and outside the camps. In particular, it is reported that many of them work outside the camps for less than the

---

<sup>89</sup> Eighth Five Year Plan of Bangladesh (2020/21 to 2024/25) did not explain the contents of the “rehabilitate,” and the evaluation team was unable to obtain relevant information from the Government of Bangladesh during the field survey.

Eighth Five Year Plan (2020/21 - 2024/25), [https://plancomm.gov.bd/sites/default/files/files/plancomm.portal.gov.bd/files/68e32f08\\_13b8\\_4192\\_ab9b\\_abd5a0a62a33/2021-02-03-17-04-ec95e78e452a813808a483b3b22e14a1.pdf](https://plancomm.gov.bd/sites/default/files/files/plancomm.portal.gov.bd/files/68e32f08_13b8_4192_ab9b_abd5a0a62a33/2021-02-03-17-04-ec95e78e452a813808a483b3b22e14a1.pdf)

<sup>90</sup> The proposal of the Government of Bangladesh regarding the relocation of displaced persons to Bhasan Char Island was expressed in 2015, infrastructure development began in 2017, and the first relocation began in December 2020.

<https://www.bbc.com/news/world-asia-55177688>; <https://www.aljazeera.com/news/2020/12/28/bangladesh-begins-moving-second-batch-of-rohingya-to-bhashan-char>.

<sup>91</sup> Based on interviews with MOFA of Japan and local offices of UNHCR and other international organizations.

minimum wage in Bangladesh, which deprives local residents of employment opportunities and is a breeding ground for illegal labor with inexpensive compensation. Given this situation, Japan's assistance for host communities is consistent with the policy of Bangladesh in this regard.

### **(c) Consistency with the needs of the beneficiaries (displaced persons)**

Although the number of new arrivals of displaced persons from Myanmar is decreasing, the return of them is not progressing. International organizations such as UNHCR are taking a cautious stance toward return, judging that the safe return is difficult due to the political situation in Myanmar. The birth rate is considered high, and the total population of displaced persons is increasing. Bangladesh is also prone to natural disasters, and in 2023, a cyclone caused extensive damage<sup>92</sup> to displaced persons camps. Overcrowding in the camps has resulted in fires and other disasters that have caused significant damage. This year marks the seventh year since the Rohingya crisis. Because of this situation, the need for urgent humanitarian assistance continues, with a JRP prepared based on needs assessments every year since the Rohingya crisis. Therefore, it is judged that Japan's assistance to the displaced persons is highly coherent with their needs.

### **(d) Japan's comparative advantages**

For the Government of Bangladesh, the Rohingya issue is highly political, as it is necessary to maintain consistency between its development and refugee policies, as well as to consider diplomatic relations with their countries of origin and neighboring countries. Notably, while the policies of international organizations and donor countries and that of the Government of Bangladesh do not always coincide, Japan has gained a sense of security and trust that it will always stand by and provide assistance without political motives. This is because Japan has been the largest bilateral donor for the past 50 years since Bangladesh's independence, and all the government officials visited by the evaluation team expressed their appreciation for Japan's longstanding cooperation.

## **B. Effectiveness of Results**

Regarding the input of Japanese support, Japan has ranked high among donors in the overall amount of assistance to displaced persons and host communities through the JRP, ranking third to seventh every year since 2018 (Appendix Table 5-4, not including assistance provided by JICA). According to UNICEF, Japan is the top donor, contributing 67.95% of its total appeal for Bhasan Char island. In addition, Japan's timely food assistance through the WFP is highly appreciated in response to the food crisis in 2023 due to the tapering of assistance from the international community. However, from the perspective of meeting the overall needs of Rohingya, the

---

<sup>92</sup> Cyclone Mocha occurred in May 2023. Heavy rains, storms, and landslides destroyed shelters and infrastructure.

sufficiency rate of the total amount of JRP appeals was only 64% in 2022 (Appendix Table 5-4), and by 2023, the monthly per capita food aid ration decreased from US\$12 to US\$10 and then to US\$8. These facts suggest that the overall amount of input is not sufficient.<sup>93</sup>

Through the field survey, it was confirmed that Japanese direct assistance to displaced persons through international organizations such as UNHCR, IOM, WFP, UNICEF, the United Nations Population Fund (UNFPA), and JPF member NGOs has been steadily delivered, such as registration of displaced persons to identify the target of assistance, establishment, and operation of learning centers (schools), introduction and implementation of Myanmar language curriculum, rapid food assistance, construction and operation of health posts and other facilities, shelter improvement, water and sanitation improvement, child and women protection, livelihood and skills training, and nutrition.

In terms of assistance for host communities, the following outcomes have been confirmed: reconstruction of disaster-resistant houses (about 1,300 houses), improvement of livelihoods of host communities at bamboo processing facilities (600 people are employed on a 15-day rotation), improvement of Ukhiya specialized hospital (secondary hospital) (about 300 outpatients per day, and more than 50,000 people have visited the hospital so far), procurement of vegetables and other items from host communities for food assistance to displaced persons, improvement of water and sanitation, and improvement of agricultural productivity to increase income. The number of the JICA projects mainly aimed at supporting host communities is limited and many of them have started in recent years. Although some livelihood improvement has been achieved in some target households, it will take more time to verify the results of the projects as a whole.

Regarding Policy Objective (1) To protect the lives, dignity, and safety of forcibly displaced persons and support them so that they will be able to stand on their own feet again, as mentioned above, Japan has responded to the urgent needs of displaced persons and host communities and contributed to ensuring their lives, dignity, and safety. However, with regard to improving the livelihoods of displaced persons to promote their self-reliance, as mentioned above, the Government of Bangladesh does not allow free movement outside and between camps and work inside and outside camps, making it difficult to provide assistance directly related to improving livelihoods.<sup>94</sup> Despite this situation, Japan is also contributing to self-reliance support where possible, such as basic education in the Myanmar language, which is permitted by the Government, and training and employment of refugee volunteers in support

---

<sup>93</sup> The monthly per capita ration of food assistance was increased to US\$10 from January 2024.

<https://www.wfp.org/news/wfp-increase-food-voucher-value-all-rohingya-refugees-coxs-bazar>

<sup>94</sup> Although not supported by ODA, UNHCR and Fast Retailing Co., Ltd. are working together to provide technical assistance and livelihood improvement to women in the camps.



projects. In August 2022, the Government of Bangladesh developed guidelines for paying equal remuneration based on skills to community volunteers, both displaced persons and host communities, who are engaged in humanitarian assistance in the camps.<sup>95</sup> In addition, the government has a plan to allow certain livelihood activities in Bhasan Char island on a pilot basis, and it is expected that the livelihood support for displaced persons increase in the future.

Regarding Policy Objective (2) To support sustained peace through resilient nation-building and social stabilization in countries/regions of origin and transit of refugees and other displaced populations, their host countries/communities, and where they return to or resettle, the JRP now includes support for host communities, and Japan's assistance also targets host communities in such assistance as shelter improvement, education, health, water supply, and so forth through international organizations, contributing to the reduction of burden and social stabilization in the areas receiving displaced persons. Furthermore, the JICA's support for the resilience of the host communities through the implementation of municipal capacity building, regional development, infrastructure development, human resource and skilled workforce development, and community-based health service strengthening, targeting Ukhiya and Teknaf upazilas is also contributing to Policy Objective (2).

### **C. Appropriateness of Processes**

The implementation structure of the Embassy of Japan in Bangladesh consists of one Head of Economic Department in overall charge, one person in charge of Grant Assistance for Japanese NGO Projects and GGHSP, one person in charge of coordination with international organizations (Coordinator for Economic Cooperation), and two Consultants for GGHSP. Although there is no dedicated post responsible for refugee assistance, the Coordinator for Economic Cooperation oversees assistance toward displaced persons. Therefore, it can be said that a certain staffing arrangement is in place to support the Rohingya.

In the JICA office, assistance for Rohingya and host communities is led by the Human Development Section on a cross-sectoral basis. Individual projects include those handled by the Social Development Section (especially fisheries) and the Economic Development Section, so the three groups are working together. It should be noted that a year ago, a new post of Program Advisor (Project Formulation Advisor) was created to coordinate and follow-up Rohingya-related assistance on a full-time basis in a cross-sectoral manner. The new Program Advisor is well-versed in the situation in Myanmar and has experience in related work as a UN staff member. This combination of expertise and experience has enabled close coordination with the Embassy, international organizations, and other donors on a daily basis. In addition,

---

<sup>95</sup> Bangladeshi volunteers are paid BDT 2,000 per month (BDT 90.91 per day) for transportation to the camp and lunch (tiffin allowance).

the ODA Task Force meets monthly, and the Rohingya response is almost always a topic of discussion. In recent years, the JICA Bangladesh Office has been working to strengthen cooperation between the Embassy and the JICA office from the request submission stage, to reflect the Embassy's view of issues related to assistance in its projects. Despite such a good structure, the JICA office sometimes does not receive information on international organizations' projects administered by MOFA or the Embassy until just before projects are adopted.

There are several excellent examples of coordination between multilateral and bilateral aid and diverse partnerships with the private sector, showing the ingenuity of each actor in the face of the limitations of assistance to the displaced population. On a related note, it was confirmed that there are Japanese nationals who are active in field offices of UN agencies and NGOs after having worked as the JOCVs, NGO staff members, UNVs, and Junior Professional Officers (JPOs). At the UNHCR, experienced Japanese nationals are stationed at the Dhaka and Cox's Bazar offices, where communication with the Japanese side takes place at the policy and field levels. Furthermore, JICA dispatched two UNVs under the JOCV framework (one to UNHCR and one to IOM, who later became an IOM staff member) in FY 2022 and increased the number by one to three in FY 2023 (one each to WFP, UNICEF, and UN Women). Such collaboration is expected to be a facilitating factor in achieving results. In addition, JICA is preparing to dispatch an advisor of assistance to displaced persons to the Office of the Refugee Relief and Repatriation Commissioner (RRRC), the specialized support organization for the Rohingya issue. While the main mission of the advisor is to strengthen the capacity of the RRRC, further collaboration between the Government of Bangladesh and Japan is expected to be enhanced through this position.

### **(3) Evaluation from Diplomatic Viewpoints**

Japan's ODA to Bangladesh celebrated its 50<sup>th</sup> anniversary in March 2023, and Japan is the largest bilateral donor to Bangladesh. Japan is regarded as a friendly country to the extent that its ODA projects have been featured twice on the country's postage stamps and, on its banknotes, and coins. The resolution of the Rohingya issue is important not only for bilateral relations, but also for regional stability in relation to the FOIP to which the Government of Japan is committed. Japan, as one of the top donors supporting Rohingya, has a large presence in the region, and not only the Government of Bangladesh but also international organizations have expressed their appreciation for Japan's aid.

## Chapter 5 Recommendations

### 1 Recommendations on the Direction of Refugee Assistance (Overall Comments)

- Refugee-related assistance enters a new phase; the HDP nexus and contributions utilizing Japan's characteristics should be further strengthened.

The international community's responsibility to support forcibly displaced persons continues to expand with growing global humanitarian needs and the prolonged and complex nature of the refugee problem. At the same time, humanitarian funds allocated to individual refugee crises are decreasing, and the global rise in food prices and other factors are making it challenging to meet the needs of refugees continuously. Therefore, the need for self-reliance assistance is increasing. These indicate that refugee-related assistance has entered a new phase. Given its diplomatic importance and consistency with the high-level policies, Japan should continue to actively engage in refugee assistance and fulfill its burden-sharing responsibilities in the international community.

In particular, the importance of an approach to strengthening the humanitarian-development-peace nexus (HDP nexus) was pointed out by Japanese ODA officials and international organizations in this evaluation. Japan should work to strengthen the HDP nexus, taking advantage of Japan's strengths, such as diverse schemes and development assistance know-how, and focusing on the linkage between humanitarian and development (H and D), given the importance of long-term, self-sustaining support. Regarding peace (P), in addition to promoting peaceful coexistence in host countries, efforts should also be made to create an environment that encourages return, paying attention to the link with peacebuilding support in the countries of origin of refugees.

### 2 Recommendations on Specific Policies for Refugee Assistance

#### **(1) Clarifying the HDP nexus for Japan and providing more strategic support**

Japan should enhance its strength which lies in its ability to provide support that respects the differences among countries, such as the position of refugee host countries (i.e., whether support directly targeting refugees is possible and its scope), the situation of countries of origin (future destinations of return), and the situation where progress from emergency to development does not proceed linearly. To put the HDP nexus into practice, it is necessary to clarify what the HDP nexus should aim for, and to select cooperation modalities and formulate support content with this in mind.

Therefore, when the Humanitarian Aid Policy of Japan is revised in the future, the phrase "smooth transition" should be updated or supplemented, and the term HDP nexus and what kind of assistance it refers to (e.g., humanitarian and development assistance simultaneously from the beginning of the emergency period) should be clearly stated. For example, for humanitarian assistance (H), which is highly urgent, the main focus should be on Emergency Grant Aid, supplementary budget projects

through international organizations, and assistance through JPF that can respond quickly and flexibly. For development cooperation (D), bilateral cooperation should be deployed as early as possible, including the use of existing projects, and it is recommended to clearly state that JICA should be involved as a partner in humanitarian assistance projects by international organizations and a development perspective should be reflected in the humanitarian assistance.

For cooperation for individual countries, it is appropriate not only to implement these measures concurrently, but also to make the support more strategic, as exemplified below, and to clarify Japan's contribution.

- In some cases, it may be effective to concentrate the support provided through various modalities in a specific region to achieve a synergy effect. In other cases, the strategy may be to fill gaps in areas or regions where it is difficult to attract support as a flexible and agile donor, rather than narrowing down the fields or regions. Another option would be to divide the total amount of support into two parts, with half of it for strategic support and the other half for support tailored to individual needs.
- The first step toward this end, especially for refugee and host community support projects, could be to list the projects through international organizations and NGOs in the Rolling Plans which are updated annually, to visualize the overall picture. In addition, refugee crises that have occurred relatively recently may not be included in the Country Development Cooperation Policies. They may need to be reflected in the next revision, or if a significant degree of response is required, a special revision may need to be considered.
- In the case of contributions to international organizations through supplementary budgets, priority is given to urgent needs due to institutional requirements, making it difficult to adopt projects that address medium- to long-term needs. With this in mind, projects from HDP nexus perspectives, such as livelihood improvement, should also be considered for this scheme, by explaining why these types of assistance are urgently needed.
- In a situation where the aid community has to cope with protracted refugee crises with inadequate funding, smooth transition or uninterrupted support is still important, and it is necessary to link emergency assistance to longer-term efforts. For example, grant aid through international organizations could be utilized further in the African region, and support tested and proven effective through supplementary budget contributions to international organizations could be continued and expanded. The JICA projects could also be linked to the grant aid. In the case of assistance through NGOs, MOFA should more actively and consciously promote the continuous development of projects for the Grant Assistance for Japanese NGO Projects scheme utilizing NGOs' experience of emergency humanitarian assistance under JPF.

- In establishing the HDP nexus as an assistance policy, it is necessary to confirm the meaning of P (peace) in addition to H (humanitarian) and D (development), and to consider the nature of Japan's contribution in this regard. While there is a view that “peace” overlaps with development (D) since it addresses the root causes of conflicts in refugee-generating countries, there is also a view that “P” refers to political peace in a narrower sense, and that the refugee problem will not be solved without it. As a rare example, Japan has contributed to peace negotiations and ceasefire monitoring, as well as humanitarian and development efforts in Mindanao in the Philippines. International organizations have expressed expectations for Japan's neutral stance, which differs from that of the West. In addition to providing financial support to international organizations working on peace support, Japan should consider more active contributions in Asia and other regions where it can play an important role, not only in ODA but also in the diplomatic arena. In countries and regions where this is difficult, along with promoting peaceful coexistence in host countries, it is appropriate to promote the formation and implementation of reconstruction and peacebuilding support projects for countries of refugee origin, with an awareness that such projects lay the groundwork for the future return of refugees and with the perspective of regional support.

**(2) Collaboration among diverse actors to strengthen the HDP nexus, and the development of a structure for such collaboration**

To promote a strategic HDP nexus, MOFA, Japan's overseas establishments, and JICA should go beyond the division of roles per scheme and establish a structure in which they can jointly consider support strategies based on the overall picture of refugee assistance and exchange information. As exemplified below, it is necessary to establish a refugee assistance team in the ODA Task Force, assign personnel in charge of refugee support in both organizations, and establish a cross-departmental (including the JICA Headquarters) consultation structure or focal person in the Ministry.

➤ **Establishment of a refugee assistance team in the ODA Task Force**

In countries with a certain scale of refugee assistance, in addition to the embassy and the JICA's overseas office, a refugee assistance team should be established with the participation of the JICA experts on related issues, such as refugee assistance advisors and NGOs, if applicable. It is appropriate to use this forum to discuss the direction of support (not only immediate needs, but also medium- to long-term needs that should be emphasized), which cooperation modality should be used for each HDP need, etc., and to share information widely regarding support through international organizations, such as supplementary budget contribution, and to coordinate and complement other bilateral cooperation modalities.

Support through JPF and Grant Assistance for Japanese NGO Projects is positioned as projects based on NGOs' own initiatives, and projects are formed based on proposals from the NGO side. While maintaining this stand, it would be effective for the Government of Japan to clarify its policy on refugee assistance in the countries and regions concerned, call on NGOs to play expected roles in this policy, and discuss on an equal footing toward strategic and mutually complementary assistance.

- Promotion of coordination between multilateral and bilateral aid and partnership with NGOs at the practical level in the field through the establishment of a post in charge of refugee assistance

A full-time post in charge of refugee assistance at the embassy or the JICA's overseas office should be created to coordinate the refugee assistance team described above. This person would be expected to participate in the various coordination meetings, which are numerous, and to liaise with other donors, international organizations, and NGOs, as well as to strengthen the link between policy-level refugee advisors and projects in the field. A monitoring budget for projects implemented by international organizations should also be set aside to allow these personnel to make the necessary field visits.

- Creation of a structure to share the direction of refugee support at the Ministry level

At the Ministry level, a mechanism is needed to review and coordinate Japan's policies for supporting refugees and host countries (including "P" of HDP) in a cross-sectional and comprehensive manner, transcending the countries and organizations each division is in charge. It is appropriate to establish a post/division or conference body that can grasp the overall picture of refugee assistance to a country and consider its direction, while also following efforts in other countries. This would facilitate the sharing of experiences, such as how to devise ways to provide refugee assistance in the face of various restrictions in different countries, good examples of coordination between multilateral and bilateral aids, and the relationship with peacebuilding assistance in the country of origin of the refugees. It would be suitable for the JICA headquarters (Office for Peacebuilding), which has hands-on information on the ground, to participate here.

In addition, the plans and reports for each project through international organizations should be managed in the Ministry's database, or copies should be kept at embassies for easy reference when reviewing past efforts and forming future projects, as in this evaluation.

- Points to keep in mind when formulating the JICA Cluster Strategy for supporting refugees and host communities

JICA is considering the development of a cluster strategy for supporting refugees and host communities through the HDP nexus, based on its experience in supporting refugees to date. As the JICA's Cluster Strategy expects, it would be

effective to establish a structure for enhancing cooperation among different departments, implementing cooperation projects based on a standard scenario, and sharing knowledge and experience beyond the target countries and regions. In addition, it is essential for the HDP nexus to strategically collaborate with various actors, including other donors, international organizations, and NGOs, as emphasized in the cluster management, to maximize collective impact. For this purpose, more collaborative efforts than ever between MOFA and JICA are expected. It should be noted, however, that the refugee assistance policies and other circumstances in each partner country differ significantly, and it is often difficult to apply a common scenario or approach as the HDP nexus.

### **(3) Timely and flexible operations of cooperation modalities**

The situation surrounding refugees can change rapidly, and the impact of differences in the status of refugees, security conditions, and other circumstances among host countries is also significant. It is appropriate to consider measures to enable timely and flexible operation of cooperation modalities for both humanitarian and development assistance. The following are examples of some possibilities.

- On the one hand, many praised the usefulness of contributions to international organizations from supplementary budgets, which account for a large share of Japan's refugee assistance, in addressing the funding gap. On the other hand, some also noted the scheme's institutional limitations, such as the longer time required before disbursement to address urgent needs compared to other donors and the short implementation period for promoting the HDP nexus. In this regard, in addition to the use of and collaboration with other schemes, measures should be considered to allow for prompt assistance and flexibility in the implementation period. Such measures may include allowing for flexible extension of the period up to 1.5 to 2 years in consideration of sustainability, especially in the case of self-reliance support, or a mechanism whereby the supplementary budget is contributed once as a fund and then the fund is contributed to international organization projects at the necessary timing. The effectiveness of this cooperation modality is expected to be further enhanced by considering these measures.
- Referring to the good practices of Uganda and Sri Lanka, Japan's diplomatic missions and the relevant divisions of MOFA should make the most of the agility of the Grant Assistance for Grassroots Human Security Projects (GGHSP) scheme, which has more frequent timings of project approval, to directly respond to urgent needs in a detailed manner and to coordinate with other cooperation modalities.
- Some cooperation schemes through international organizations and NGOs have limited scope for change and should be allowed to change plans flexibly, including consideration of project duration under each cooperation modality (e.g., continuation of Grant Assistance for Japanese NGO Projects for more than three

years depending on the situation on the ground). Flexible operation is essential for timely and effective support in refugee assistance, as the normal budget acquisition and execution process alone may miss the timing of support needed as needs change in the field at the implementation stage.

- Since development cooperation projects take time to start, adding refugees to the scope of existing JICA projects will enable rapid assistance. This will also promote the HDP nexus, where development assistance and refugee assistance are integrated from the emergency phase. To this end, JICA should allow flexibility for necessary additional budget allocation and PDM (project design matrix) modifications. By placing refugee issues in the project's objective framework, it will also be subject to monitoring and evaluation. In doing so, it is important for the JICA's overseas office and the Office for Peacebuilding in the Headquarters to work closely with the lead department of the project in question to gain their understanding of refugee assistance.

#### **(4) Emphasis on livelihood support**

The reduction of humanitarian funding and food aid is a pressing issue for many refugee operations, including those in Bangladesh and Uganda. In this regard, Japan should make use of its many years of experience in development cooperation in the agricultural sector and vocational training to contribute to improving the livelihoods and self-reliance of refugees in line with their needs. In doing so, it is necessary to give due consideration to the needs of those who are particularly vulnerable (e.g., those who cannot attend vocational training or agricultural guidance), rather than treating all refugees the same. In agricultural assistance, it is important to focus not only on cash crops but also on subsistence crops, and to develop an overall picture of agricultural development in refugee-hosting areas from the perspective of risk diversification through cropping patterns, such as mixed cropping, and to provide support for all or part of such development.

Besides, there are high expectations for cooperation with the Japanese private sector, as some companies have already done so. In this sense, embassies and JICA's overseas offices should strengthen their efforts to attract private businesses by providing information on local conditions and development issues in refugee-hosting areas, mediating with relevant stakeholders, and accompanying them through the business development processes. One approach would be to interview companies operating in the region, such as Fast Retailing Co., Ltd., which is working with the UNHCR in Bangladesh, about bottlenecks in business development that would benefit refugees and host communities and encourage the government to improve systems and support necessary infrastructure development.



**(5) Visualizing and publicizing Japan's refugee assistance, especially assistance through international organizations**

To promote public understanding of ODA's support for refugees, it is necessary to "visualize" and publicize the support provided through international organizations and their relationship with other Japanese cooperation efforts. JICA's cooperation is relatively well publicized, but in comparison, the publicly available information on assistance through international organizations is less despite the volume of assistance, and the modalities are complex and difficult to understand. Japan should publicize that it provides comprehensive and context-sensitive assistance through a variety of measures for both humanitarian assistance addressing the immediate needs of individual refugees (including the importance of Japan's contribution as part of the large-scale operation) and medium- to long-term development assistance (infrastructure development and capacity building for the society as a whole). However, publicity about refugee assistance may generate negative reactions from citizens of host countries, so careful consideration should be given to the medium, content, and target audience.

In addition to the ODA funding, it is also important to attract private funds (private donations, companies, etc.) to address refugee issues. According to the UNHCR and JPF, the Ukraine crisis has led to a significant increase in private donations in Japan, but it is not easy to maintain this trend. To maintain this momentum, it is important to publicize the overall picture of Japan's efforts and refugee assistance needs in an easy-to-understand manner to arouse interest.

**(6) Human resource development, appointment, and deployment related to refugee assistance and HDP nexus**

Japanese nationals who have worked as JOCVs, NGO staff members, UNVs, and JPOs and are now active in local UN agencies and NGOs, as well as the JICA's overseas office staff and experts in charge of refugee assistance, are playing a valuable role in linking Japanese assistance to international organizations. For example, it is important to support the building of career paths for such personnel through the dispatch of UNV under the JOCV framework and other measures, while at the same time utilizing the human resources developed and placing them in embassies and the JICA's overseas offices in posts in charge of refugee assistance, such as those mentioned above.

In Uganda, experienced local staff members continuously engage in Japan's ODA. For example, when the UNHCR Gulu office in the Northern Region was closed, the newly opened JICA Gulu Field Office hired local staff from the office. Later, the former local staff from the office became involved in a JICA project, and is currently involved in refugee assistance as staff at the JICA Office. Japanese Embassies and JICA should encourage the promotion and career development of talented local human

resources nurtured in various ways through Japanese ODA projects.

**(7) Continuing and strengthening refugee admissions in Japan**

From the perspective of the GCR objectives, Japan's pledge in the GRF, and durable solutions to the refugee problem, it is difficult to avoid discussing refugee admission in Japan. This is also felt by embassy staff and others involved in refugee assistance on the ground. Refugee admission in Japan should be continued and strengthened through methods possible within the current system, such as third country resettlement and the expansion of the JICA's program to accept refugee students to non-Syrian refugees, which is known as a good practice. MOFA should also consider with the Ministry of Justice and other concerned parties whether there is anything that the Ministry and/or ODA can contribute to the support of persons under the newly established "subsidiary protection," which is equivalent to refugee status.

Although recognition of refugee status is not under the Ministry of Foreign Affairs' jurisdiction and is not the subject of this ODA evaluation, it has been widely pointed out that Japan's interpretation of the refugee definition of the Refugee Convention is narrower than that of the international community, and it is desirable that the relevant ministries continue to examine how accepting refugees in Japan should be.