# JICA Global Agenda for

## No. 11 Peacebuilding

# 1.    Objectives

## (1)    Objective of the Global Agenda

JICA aims to create peaceful and inclusive societies by helping to <u>build resilient states and societies</u> that can prevent outbreaks and recurrences of violent conflicts.

To mitigate conflict risks and strengthen state and societal capacities to deal with crises and threats, JICA applies the <u>human security approach</u>, which combines protection and empowerment. For top-down protection, JICA works on capacity development and institution building to create <u>governments that are trusted by the people</u>. For bottom-up empowerment, JICA works on the empowerment of individuals and communities as well as the recovery, reconstruction, and development of social and human capital to <u>build resilient societies</u>. To this end, JICA analyzes conflict risks, such as inequality and exclusion from political, economic, and social perspectives in each country and region; mainstream peace promotion and conflict sensitivity lenses in country-based and issue-based efforts; and strengthen peace promotion and conflict prevention in JICA's overall efforts.

## (2)    Objective of Development Scenarios ("Clusters")

As part of its overall efforts for peacebuilding, JICA sets up a cluster that will specifically focus on pockets of fragility[1]  where the risk of conflict occurrence and recurrence is high, and prioritizes the support to strengthen local governments' capacity and foster resilient societies and trust building, in order to prevent the occurrence and spread of conflict from such pockets. In this cluster, JICA promotes trust building between the government and the people, as well as among the people, by helping to build inclusive public service provision mechanisms and societies where people can coexist, with a particular focus on local governments as the closest public institution to the local people. Special attention will be paid to trust building between refugees and displaced people and their host communities, and JICA supports the formation of a society where such people and communities can coexist.

In case that cooperation programs across sectors can be clustered into country-based and/or region-based strategies for peace promotion and conflict prevention, clusters for mainstreaming peacebuilding will be set up in cooperation with regional departments. As a first attempt, a regional cluster for peace and stability in the Sahel region will be set up. Application to other regions will be considered in the future.

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[1]  Pockets of fragility are areas or social groups that require special attention due to heightened fragilities. To identify the pockets, JICA will analyze the conflict risks of each country and region, and look at their experiences of past conflicts, delays and weaknesses in institution building and human resource development, spillovers of conflict factors from neighboring countries such as influx of refugees and displaced persons, or the penetration of transnational violent extremism.

# 2. Current Situation, Analysis of Issues, and Reasons for Setting Objectives

## (1) Current Situation and Analysis

### 1) Negative impact of violent conflicts

Violent conflicts not only result in the deaths of people, but also damage people physically and mentally, and destroy communities. Violent conflicts destroy livelihoods, exacerbate poverty and hunger, have immense negative impacts on health and education, and can force people out of their homes. The damage is particularly severe on vulnerable people, such as women and children, including damage from sexual and gender-based violence (SGBV). Considering the damage caused by conflicts, its long-term impacts on education and other sectors, and the burden of reconstruction, the economic impact of conflicts is extremely large. Sustainable development cannot be achieved without "Sustaining Peace", which requires peaceful and inclusive societies. Conversely, conflict prevention and consolidation of peace cannot be achieved without sustainable development. Sustainable development and Sustaining Peace must be achieved in tandem.

The number of armed conflicts globally has been on the rise since 2015, reaching a record high of 54 in 2019, killing nearly 80,000 people annually. The number of refugees and internally displaced people is also at its peak now with more than 80 million, of which 86% are hosted by developing countries.[2] According to the World Bank's estimate, two-thirds of extreme poverty will be concentrated in fragile and conflict-affected countries by 2030, and the 43 countries with the highest poverty rates today are all in fragile and conflict-affected countries or sub-Saharan Africa.[3]
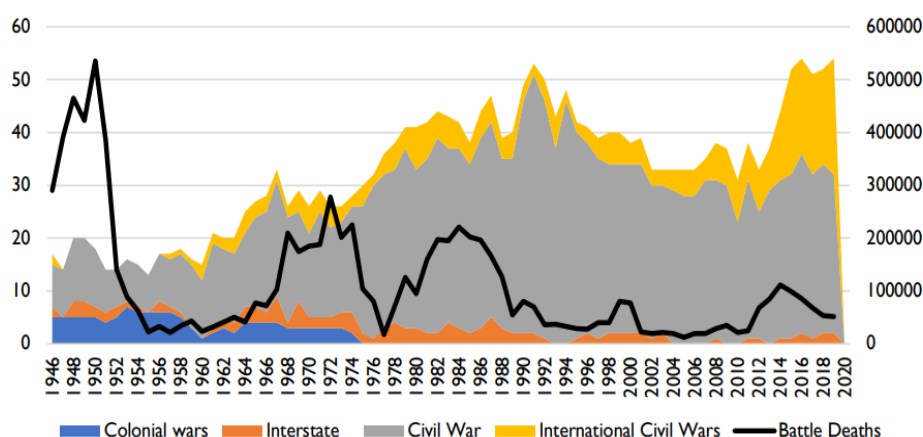


Figure 1: Number of armed conflicts from the UCDP database: https://ucdp.uu.se/encyclopedia

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[2] UNHCR Figures at a Glance: https://www.unhcr.org/figures-at-a-glance.html
[3] World Bank Fragility, Conflict & Violence:
https://www.worldbank.org/en/topic/fragilityconflictviolence/overview

The COVID-19 crisis has had a particularly severe impact both in terms of public health and economy on fragile and conflict-affected areas, which have weak state functions and economic foundations. In the beginning of the crisis, conflicts and riots temporarily decreased due to the lockdown measures and other factors, but many worsened later due to dissatisfaction with the government response and economic stagnation, intensifying pre-existing social conflicts after the COVID-19 crisis.[4]

## 2) Building an inclusive and resilient state and society

In order to prevent the occurrence and recurrence of violent conflicts, research and discussions on the causes of conflicts were actively conducted in the 2000s. The debate pointed out the following reasons among many hypotheses: inequalities between different identity groups (Horizontal Inequality (HI)) and grievances caused by such inequalities; economic reasons, such as unemployment and economic disparity; governance issues including natural resource management; and lack of democratic institutions, such as the rule of law. Through analyses and discussions on the performances of UN peacekeeping operations, development assistance, and democratization assistance, the theory of emphasizing the idea of "state-building" (i.e., building state institutions that can deal with various conflict risks and prevent conflicts) has been accepted as a common understanding in the international community.

In the concept of state-building, sustaining peace requires building state institutions with capacity and legitimacy, including the provision of public services for economic and social development, in addition to establishing a constitution, developing a democratic political system, and SSR.[5] Countries and areas that do not have such institutions in place are called fragile states and areas. Some proponents of state-building had emphasized promoting democratization as a key driver based on the assumption of liberal peacebuilding, in which it is believed that building democratic institutions will lead to sustainable peace. However, after the experiences in Afghanistan and Iraq, the turmoil after the Arab Spring, and the changes in the nature of UN peacekeeping operations, the international interventions to

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[4] For example; International Crisis Group. The COVID-19 Pandemic and Deadly Conflict: https://www.crisisgroup.org/pandemics_public_health_deadly_conflict

[5] The term state-building is sometimes used with the intention of stabilizing the international order by bringing democratic institutions from outside to post-conflict countries, based on the assumption of liberal peacebuilding, in which it is believed that building democratic institutions leads to sustainable peace. On this interpretation, some critics argue that state formation and institution building should be endogenous in nature, and in fact exogenous state-building has not been successful. In the OECD report "Supporting Statebuilding in Situations of Conflict" (2011), statebuilding is defined as "an endogenous process to enhance capacity, institutions and legitimacy of the state driven by state-society relations" (cited from OECD DAC's initial finding paper, OECD. 2008. "State Building in Situations of Fragility: Initial Findings"). State building is interpreted in the OECD-DAC as an endeavor to support endogenous processes.

promote democratization and liberal peacebuilding have weakened.[6] Particularly in recent years, the wave of democratization that began to spread after the end of the Cold War has stalled, and competitive authoritarianism and autocratic regimes have taken root in an increasing number of countries.[7] This is a situation known as democratic depression.[8]

In addition, the spread of the COVID-19 has led to repressive and coercive measures by many governments in the name of controlling the spread of the disease, thereby increasing the risk of further slowing down democratization and spreading authoritarian regimes instead.

Given these backgrounds and trends, in order to prevent the outbreak and recurrence of conflicts, it is necessary to take into consideration the circumstances of each country and region and to promote the building of states and societies through dialogues in accordance with the circumstances of each country and region, rather than forcing democratization from outside. Fragile states and areas need institution building that enables the governments to provide public services to the population in an inclusive, speedy, and efficient manner, so that the residents can have confidence in the state. It is also necessary to form resilient societies and communities that can prevent the escalation of conflicts between different groups within the community and promote coexistence.


## 3) Protracted conflicts and the Humanitarian-Development nexus

The durations of conflicts are getting longer, because low-intensity violence in remote areas tend to continue for many years. Since the beginning of the 2010s, while large-scale country-wide civil wars have decreased, conflicts in smaller regions and remote areas in or across some countries have become more frequent, and they tend to be protracted. In many situations, it has become difficult to distinguish between conflict and non-conflict situations in the absence of clear military victories or peace negotiations. The start and end of conflicts are getting more and more ambiguous. 77% of refugees are currently in protracted refugee situations (displaced for more than five years).[9]

As a result, "post-conflict reconstruction" peacebuilding, which was common in the post-Cold War period, is becoming rare, and there is a need to more generally address the fragility of each state in recent years. As refugee/forced displacement situations become protracted more often, it has become difficult to respond with only short-term humanitarian assistance. It has become necessary to provide support to host communities to lessen the

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[6] Collaboration and agreement in the UN Security Council has also become more difficult. While 36 UN peacekeeping operations (PKOs) were launched in the 1990s, it has declined to 11 between 2001 and 2010, and to only 6 between 2011 and 2020. This is an example of the difficulties and challenges in orchestrating global coordination for post-conflict peacekeeping and peacebuilding efforts.

[7] V-Dem Institute. Democracy Report 2021. https://www.v-dem.net/en/publications/democracy-reports/

[8] The term was introduced by Larry Diamond. https://fsi.stanford.edu/news/%E2%80%98democratic-depression%E2%80%99-could-be-around-corner

[9] World Bank website. Forced Displacement: https://www.worldbank.org/en/topic/forced-displacement

burden of receiving refugees and displaced people and to strengthen their capacity to deal with the situation. A "seamless" cooperation from humanitarian assistance to development assistance has been advocated in the context of post-conflict assistance, but humanitarian agencies also need to take a long-term perspective, and it has become essential to respond in a coordinated manner with development cooperation.

**4) Internationalization of conflicts and the spread of violent extremism**

Some protracted conflicts have spread across borders into neighboring countries, or have involved non-state armed groups moving through unstable areas. The Uppsala University data sets show that the increase of violent conflicts since 2015 is mostly attributed to internationalized civil wars due to transnational violent groups and/or intervention by third parties.[10] In fragile and conflict-affected states, there is a growing risk of the expansion of global or regional terrorist groups with extremist ideologies and violent extremism advocated by terrorist groups such as ISIS, al-Qaeda, and Boko Haram.[11]

The reasons for the rapid spread of violent extremism in recent years include the existence and expansion of areas that were originally beyond the control of the central government and weak border control. A UNDP study in Africa found that lack of education, religious recruitment, economic conditions, dissatisfaction with the government, and distrust of democratic systems are all factors that contribute to participation in violent extremism, and that government policies are a critical trigger.[12] In addition to economic and social initiatives, improved communication to reach individuals who feel excluded, as well as psychosocial approaches such as mental health care, are also needed for to prevent violent extremism and provide support to the victims of violent extremism.

# (2)    Reasons for Setting the Objective for the Global Agenda

**1) Dealing with conflict risks and fragility**

Building peaceful and inclusive societies is essential for sustainable development, and peacebuilding aims to create a society that can prevent the occurrence and recurrence of violent conflicts. To this end, the Global Agenda for Peacebuilding promotes institution building and capacity development to reduce conflict risks and to enable countries and societies to respond to crises so that they can prevent the outbreak and recurrence of violent conflicts.

For this purpose, conflict risk factors such as inequality and exclusion should be

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[10]  UCDP database: https://ucdp.uu.se/encyclopedia

[11]  Violent extremism does not necessarily mean a confrontation between two or more parties, but rather acts that cause fear of violence for some purpose (specific or unspecific), including political, and sometimes there can be situations that cannot be called a conflict (between two or more parties). However, in this paper, considering the impact on people's safety and livelihoods, "violent conflict" and "conflict" will include unilateral violence.

[12]  UNDP (2017) "Journey to Extremism in Africa." (http://journey-to-extremism.undp.org/)

analyzed from political, economic, and social perspectives in each country and region, so that JICA can reduce conflict risks and build resilient countries and societies to cope with conflict risks through its country-focused and sector-focused activities. To this end, it will promote institutional building and human resource development to create governments that are trusted by the people. It will also promote community reconciliation and the recovery, reconstruction, and improvement of social and human capital to create a resilient society. In countries and regions that require special attention, the Office for Peacebuilding will consider setting up clusters in cooperation with regional departments to promote peace and stability by consolidating its projects across sectors in each country and region.

JICA also pays special attention to fragile areas with particularly high conflict risks by setting up clusters to promote trust building between the government and residents, as well as among residents, through strengthened administrative capacity and social reconciliation, as cooperation programs with a special emphasis on consideration of conflict factors. Emphasis will be placed on cooperation programs for providing inclusive administrative services while focusing on the local administration as the closest government body to the residents, and for building a society where people can coexist peacefully.

## 2) Mainstreaming conflict sensitivity and peace promotion in development cooperation

Development cooperation can prevent conflicts and promote peace, as well as unwittingly aggravating conflicts, so JICA needs to mainstream conflict sensitivity and peace promotion throughout its entire organization. Since the 1990s, the argument that development cooperation can contribute to the prevention of occurrence and recurrence of violent conflicts has gained ground, and the principle of "Do No Harm" to avoid the negative impacts of development on conflicts is well-established and widely accepted. Moreover, where possible, development cooperation can not only prevent conflicts, but also promote peace. It has already been well-established that development cooperation agencies should work together to prevent conflicts and promote peace, as the World Bank and the United Nations published in their joint report, "Pathways for Peace."[13]

The Global Agenda for Peacebuilding aims to mainstream conflict sensitivity and peace promotion across countries, regions, and sectors; eliminate its impact in aggravating conflict risks; and promote conflict prevention and peace wherever possible in JICA's overall efforts.

## (3)　Global Efforts to Resolve the Issues

### 1) Fragility, Conflict, and Violence (FCV)

As the focus broadens from post-conflict peacebuilding and reconstruction

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[13] World Bank and United Nations (2018) *Pathways for Peace.* https://www.pathwaysforpeace.org/

assistance to prevention of occurrence and recurrence of violent conflicts and conflict risk management, many donors and international organizations have placed overcoming fragility at the center of their agendas, and have taken a more focused stance on addressing fragility, conflict, and violence (FCV), including non-conflict violence such as violent extremism and organized crime. World Bank, for example, set out to strengthen its efforts to address FCV in its IDA18 Replenishment (2017-2020), and in 2020, it announced the Group's Strategy for FCV (2020-25),[14] which illustrates the following six high-priority issues: (i) investing in human capital; (ii) supporting macroeconomic stability and debt sustainability; (iii) creating jobs and economic opportunities; (iv) building community resilience and preparedness, especially regarding the impacts of climate change and environmental degradation; (v) engaging on justice and the rule of law; and (6) developing approaches to deal with the security sector within the WBG's mandate and comparative advantage.

## 2) Partnership with diplomacy and defense (3D approach)

To prevent the occurrence and recurrence of violent conflicts, it is necessary to build institutions that can deal with state fragility and prevent conflict, and it also requires diplomatic and security engagement by the international community. Often described as the 3Ds (diplomacy, defense, and development), development cooperation needs to be coordinated with various political, diplomatic, and security actors, and may be influenced and constrained by diplomacy and politics. Conflict prevention and peace promotion efforts need to address state fragility in a comprehensive manner and support various sectors. This includes strengthening resilience and facilitating coordination among various actors.

At the beginning of the Biden administration, the U.S. Government nominated former U.N. ambassador Samantha Power as the USAID Administrator, and also added her as a permanent member of the National Security Council (NSC), with the aim of operating the 3Ds in an integrated manner. The policies of diplomacy, security, and development are expected to be brought closer together, which will affect the contribution of development cooperation to conflict prevention.

In 2018, the United Nations released a report by the Secretary-General, titled "Peacebuilding and Sustaining Peace,"[15] which mentions the need for all actors to work together to achieve peace. A joint World Bank-UN report titled "Pathways for Peace" was also released in the same year. The report identified inequality, exclusion, and injustice as the root causes of conflict, and called for cooperation between security and development to prevent conflict.

## 3) Humanitarian-Development-Peace (HDP) nexus

As conflicts become more protracted and internationalized, forced displacement is

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[14] https://www.worldbank.org/en/topic/fragilityconflictviolence/publication/world-bank-group-strategy-for-fragility-conflict-and-violence-2020-2025
[15] https://www.un.org/peacebuilding/policy-issues-and-partnerships/policy/sg-reports

also expanding and becoming more protracted, and there is a greater need for cooperation from a medium- to long-term development perspective, rather than continuing to provide humanitarian assistance in protracted refugee situations. There are increasing opportunities for humanitarian agencies to cooperate with development cooperation agencies from a medium- to long-term perspective, as exemplified by the ICRC's report[16] on the involvement of humanitarian agencies in protracted conflicts in 2016. Partnerships between various actors are strongly called for to promote the humanitarian-development-peace (HDP) nexus, which includes peace actors (i.e., diplomacy and security actors, including UN peacekeeping operations). The World Humanitarian Summit was held in 2016. The Global Compact for Refugees was agreed in 2018, and the Global Refugee Forum was held in 2019. OECD/DAC also released the DAC Recommendation[17] on the HDP Nexus in 2019, which affirms the importance of humanitarian, development, and peacebuilding agencies (e.g., UN peacekeeping operations) partnering with one another to promote peace.

World Bank has also been strengthening its efforts on refugees and forced displacement by expanding its support to host countries and areas and to the economic activities of refugees and displaced people. In 2016, it established the Global Concessional Financing Facility (GCFF) for IBRD countries affected by refugees and conflicts in neighboring countries, and it also works with UNHCR to encourage the improvement of refugee policies of host countries as well as to support their responses through the IDA Refugee Window, established in the IDA18. In its report "Forcibly Displaced"[18] in 2017, the World Bank also focuses on the potential for refugees and displaced people to stimulate economic activities in their host communities. The report discusses the possibility of stimulating the economy and mobilizing private capital, rather than viewing refugees and displaced people only as recipients of humanitarian assistance.

## (4)    Policy of the Government of Japan

The Government of Japan has made human security a pillar of its foreign policy. In its Development Cooperation Charter decided by the Cabinet in February 2015, it is written that the objective of development cooperation is to contribute more proactively to the peace, stability, and prosperity of the international community. Two of the three basic policies,[19]

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[16]  ICRC (2016) "Protracted Conflict and Humanitarian Action: Some Recent ICRC Experiences."
https://www.icrc.org/sites/default/files/document/file_list/protracted_conflict_and_humanitarian_action_icrc_report_lr_29.08.16.pdf
[17]  https://legalinstruments.oecd.org/en/instruments/OECD-LEGAL-5019
[18]  World Bank (2017) "Forcibly Displaced: Toward a Development Approach Supporting Refugees, the Internally Displaced, and Their Hosts." https://openknowledge.worldbank.org/handle/10986/25016
[19]  The two basic policies related to peacebuilding are contributing to peace and prosperity through cooperation for non-military purposes, and promoting human security. The third is cooperation aimed at self-reliant development through assistance for self-help efforts as well as dialogue and collaboration based on Japan's experience and expertise.

which include the promotion of human security, are closely related to peacebuilding. In addition, one of the three priority issues is "sharing universal values and realizing a peaceful and secure society," and the charter calls for "seamless assistance for peacebuilding from conflict prevention, emergency humanitarian assistance in the conflict situation, and promotion of conflict termination to emergency humanitarian assistance and assistance for recovery, reconstruction, and development in the post-conflict stage." With regard to refugee issues in particular, the Government of Japan has presented the promotion of the HDP nexus based on human security as a major contribution[20] at the Global Refugee Forum in December 2019.

In addition, the National Security Strategy of the Government of Japan, which was decided in December 2013, sets forth a principle to act "as a proactive contributor to peace based on the principle of international cooperation" and aims to "build a peaceful, stable, and prosperous international community." Based on the recognition that Japan should "contribute even more proactively in securing the peace, stability, and prosperity of the international community," policies related to peacebuilding are included in three of Japan's six strategic approaches to national security.[21] The policy of "Proactive Contribution to Peace" was also mentioned in the statement of then Prime Minister Abe on the 70th anniversary of the end of World War II in August 2015, in which he stated that Japan will "contribute to the peace and prosperity of the world more than ever before."

Along with its policy of "Proactive Contribution to Peace" based on the principle of international cooperation, Abe also announced a vision of Free and Open Indo-Pacific (FOIP) at TICAD 6 in 2016. FOIP "aims to promote peace, stability, and prosperity across the region to make the Indo-Pacific free and open as 'international public goods,' by ensuring rules-based international order, including the rule of law, freedom of navigation and overflight, peaceful settlement of disputes, and promotion of free trade," and is considered as a vision to seek for peace and stability based on the rule of law.

As for Africa, during TICAD 7 in 2019, the Government of Japan launched the "New Approach for Peace and Stability in Africa (NAPSA)"[22] that supports Africa's own initiatives

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[20] The other two pledges are extending the resettlement of refugees in Japan and accepting Syrian students for educational opportunities in Japan.

[21] Among the strategic approaches described in the strategy, active contribution to peace and stability in the Middle East, Afghanistan, and Africa is included in Approach 3 "Strengthening Diplomacy and Security Cooperation with Japan's Partners for Peace and Stability in the International Community." It also includes strengthening its cooperation with U.N. PKO and other international peace cooperation activities and its coordination with ODA projects in item 4 "Promoting International Peace Cooperation" of Approach 4 "Proactive Contribution to International Efforts for Peace and Stability of the International Community," as well as utilizing ODA, including its efforts for peacebuilding, in item 2 "Responding to Global Development and Global Issues and Realizing Human Security" of Approach 5 "Strengthening Cooperation Based on Universal Values to Resolve Global Issues."

[22] Based on the principle of respecting African ownership and addressing the root causes of conflicts and terrorism, NAPSA supports (1) African-led initiatives for conflict prevention, mediation, and arbitration by the AU and regional economic communities (RECs); (2) building of institutions and strengthening of governance; and (3) measures to prevent radicalization of youth and to enhance resilience of local communities.

for peace and stability through efforts in conflict prevention, institution building, and improvement of governance.

# 3. Significance of Japan and JICA's Engagement

## (1) Contribution to international community as a "Proactive Contributor to Peace"

As a member of the international community, "Japan will continue to adhere to the course that it has taken to date as a peace-loving nation," and "contribute even more proactively in securing peace, stability, and prosperity of the international community," as described in the National Security Strategy as a basic principle to act as a Proactive Contributor to Peace. Based on Japan's own experience of World War II and post-war reconstruction, it respects the rule of law and maintains the principle to resolve any disputes peacefully and diplomatically, not by the use of force. While there are restrictions on military cooperation, Japan can cooperate in the pursuit of peace through development cooperation.

In addition, the realization of peace is a prerequisite for development, and since various development issues, such as poverty, are concentrated in fragile and conflict-affected countries, peacebuilding should be actively implemented to overcome development challenges.

## (2) Sharing Japan's own experience and universal values

Japan has its own state-building experience after the Meiji Restoration in the late 19th century, when it created and developed its state institutions as a non-Western country by adapting itself to the rules of the international community at the time. The experience of building state institutions based on the principles of open discussion by the public with non-Western historical background can be shared and utilized by the fragile and conflict-affected countries of today.

Japan's experience can be shared as an experience of building a country where universal values are adapted to each country's circumstances, dialogue is emphasized, and the dignity of each individual is protected based on the rule of law. This will also strengthen the spirit of international cooperation in the international community.

In addition, Japan's experiences of post-war reconstruction, response to disasters such as the Great East Japan Earthquake, and subsequent reconstruction, as well as the experiences of reconstruction and institution building in situations where social and administrative functions have been disrupted, can provide many insights for public officers in

fragile and conflict-affected states.

JICA has strong networks with human resources in Japan, and will apply Japan's development and reconstruction experiences in developing countries. By connecting stakeholders in Japan and developing countries, JICA will build sustainable relationships not only during its project period, but also after JICA's projects are completed, and contribute to the realization of peace in the world.

# (3)    JICA's Human Security Approach

JICA emphasize institution building and capacity development, particularly through dialogue with partner governments and local stakeholders. This characteristic is also relevant for enhancing ownership and nurturing trust in societies in fragile and conflict-affected countries, thereby building resilient societies and institutions. JICA also puts importance in listening to partner countries' visions and ideas, and contributing to conflict prevention by dealing with conflict risks through comprehensive economic and social development, including infrastructure development and private sector development. This approach of JICA can be described as a **"human security approach,"** which reflects JICA's recently published "human security ver. 2.0," which combines protection and empowerment to create a social system to prevent conflicts and other threats, and protect lives, livelihoods, and dignity.

In addition, JICA has been strengthening its activities for peacebuilding since the 1990s, and has experienced dialogues and collaborations with humanitarian agencies, including UNHCR, and has extensive knowledge and experiences among development agencies in dealing with refugees and displaced people, as well as the HDP nexus.

From its past experiences in supporting peacebuilding, JICA has learned the following lessons as necessary considerations for programs in fragile situations:

(1) Realizing the "peace dividend" at an early stage to sustain people's expectation for peace

(2) Strengthening the capacity of local governments for service delivery

(3) Ensuring the fairness and transparency of public services to enhance trust in the government

(4) Enhancing the ability of residents and communities to resolve disputes by themselves, and not only by the government

(5) Considering inclusiveness, including for conflict victims, minorities, and gender

# 4. Scenarios Contributing to Objectives of the Global Agenda, and Clusters

## (1) Basic Principles of the Global Agenda: Preventing Conflicts and Building Resilient States and Societies through the Human Security Approach

The Global Agenda for Peacebuilding aims to contribute to the creation of resilient states and societies that can prevent the occurrence and recurrence of conflicts through JICA's comprehensive engagement, and to build peaceful and inclusive societies.

Since peacebuilding efforts are often influenced by political and security developments, and the occurrence or recurrence of violent conflicts can be inevitable in a context completely separate from development cooperation, political and security contexts should also be taken into account and dealt with in coordination with diplomatic, political, and security actors when necessary.

When building a resilient state and society, JICA takes the human security approach that combines protection and empowerment: top-down capacity development and institution building of government that is trusted by the people, and bottom-up empowerment of the people and communities to formulate a resilient society. In order to build a government that is trusted by the people, it is necessary to improve functional, inclusive, and responsive public services, including social services and infrastructure development, and to strengthen the rule of law by enhancing legal systems and human resources. On the other hand, a wide range of initiatives are needed to formulate a resilient society, including social integration and empowerment of communities; restoration, reconstruction, and strengthening of social and human capital; and economic revitalization such as job creation. When protection and empowerment work in tandem, and the government and the people play their respective roles based on trust, including the strengthening of social capital, the risk of conflict will be reduced and the capacity of the state and society to respond to crises will be strengthened.
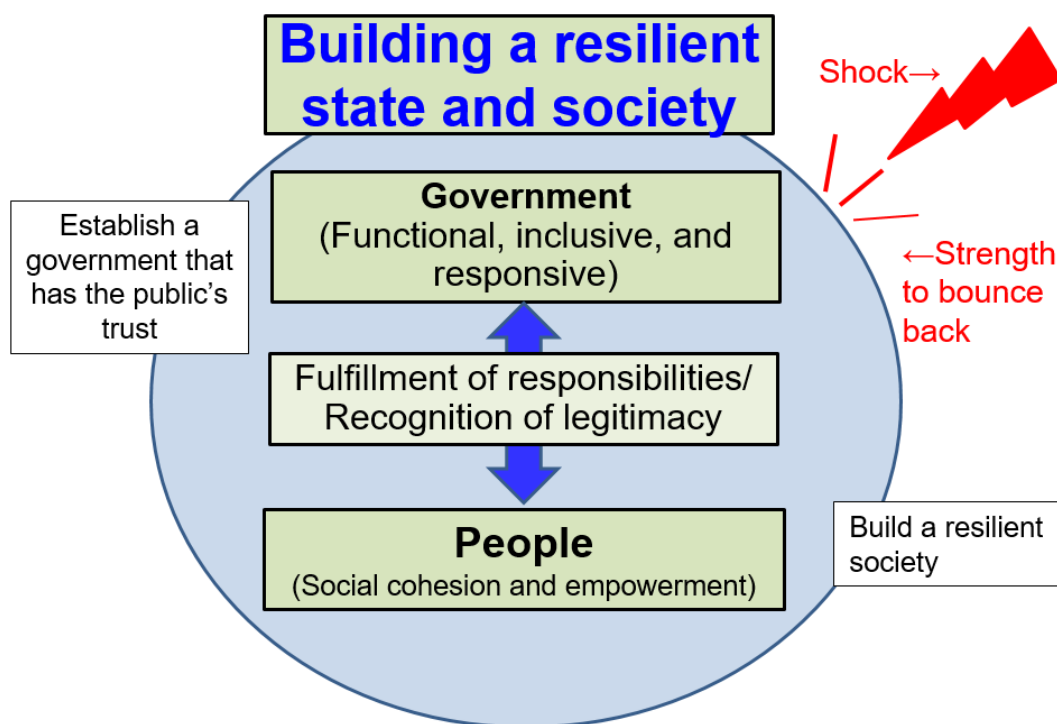
Figure 2: Peacebuilding aimed at building resilient states and societies

While the goal of the Global Agenda is to promote the development of resilient states and societies through JICA's comprehensive engagement, target indicators for the global agenda will not be set. However, evaluation methods and indicators will be examined through discussions in international forums, etc., to monitor and evaluate the progress and JICA's contribution to peace and resilience. Other proxy variables such as trust, social capital, and social cohesion will also be examined.

## (2) Mainstreaming Conflict Sensitivity and Peace Promotion

In order to contribute to peacebuilding through JICA's entire operations, it is necessary to analyze conflict risk factors, such as inequality and exclusion from political, economic, and social perspectives in each country and region, and to mainstream conflict sensitivity and peace promotion in its strategies and operations in each country, region, and sector. While minimizing the negative impact on conflict factors (Do No Harm), JICA will work to mitigate the fragilities in each country and region through a comprehensive approach that cuts across sectors with the understanding that the root causes of conflicts are political, economic, and social fragilities.

JICA's Office for Peacebuilding analyzes the fragility and conflict risks of each country and region from a political economy perspective and provides advice to other departments on conflict sensitivity and peace promotion for JICA's involvement in the

country or region. For example, JICA will promote the consideration of conflict factors for each country and project, by looking at factors such as the equity, transparency, and inclusiveness of government functions; conflict risks along ethnic, religious, and political party structures; horizontal inequalities based on conflict structures; trust in national and local governments; economic and social conditions of the youth; and the impact of international terrorist organizations and armed groups. These conflict factors will be analyzed at the following stages: consultation for Japan's development cooperation policies for each country, drafting and finalization of the JICA Country Analysis Paper (JCAP), and selection and examination of project proposals. In addition, in cooperation with other global agendas, the Office for Peacebuilding will promote the consideration of conflict factors and risks when establishing, implementing, and evaluating projects in each sector. In this regard, the Peacebuilding Needs and Impact Assessment (PNA) and other tools will be used to promote analyses and reviews from the perspective of peacebuilding.

In addition, the Office for Peacebuilding will accumulate and apply knowledge and experiences on approaches such as consideration of political and security trends, project management through remote operations in insecure areas, and the agile implementation of financial cooperation.

In priority regions, JICA plans to consolidate projects in different sectors into one clustered pillar for peace promotion and conflict prevention. The clustered pillar will be managed and monitored as a packaged cluster that contributes to peace and stability. As the first clustered pillar for peace, JICA will outline the comprehensive and cross-sectoral regional program for peace and stability in the Sahel region, with the intention of aligning it with discussions in the TICAD8 process. (Similar regional programs will be designed for other priority regions later.)

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**Cluster for peace and stability in the Sahel region**

● Objective of the cluster

In order to help the Sahel region(*) transfer themselves into a stable and resilient region that can prevent the occurrence and recurrence of violent conflicts, the cluster aims to build governments that are trusted by the people and to build resilient societies.

JICA will promote the community-driven participatory development approach, which have been adopted by JICA in the region in each sector, with the objective of realizing "human security" in the Sahel region.

*The main targeted areas would be the countries in the G5 Sahel, namely Burkina Faso, Chad, Mali, Mauritania, and Niger, with the possibility of including neighboring countries, if necessary.

Note: Monitoring indicators are being considered so that they are in line with three priority issues (governance and security; resilience and human development; and economic and social infrastructures).

JICA provides a comprehensive program by combining the following three pillars to enhance resilience and promote peace and stability in the region.

● Main programs and activities in the cluster

While paying particular attention to fragile areas affected by violent extremism, JICA will utilize and apply the experiences and lessons learned in non-conflict-affected areas to restore and strengthen the functions of the state to restore the trust of the people in the government, while preventing people from being drawn into violent extremism by enhancing the resilience of the society through the improvement of education, agriculture, and employment.

In order to properly respond to the changing military, political, and economic situations in the Sahel region, JICA will utilize its experiences and lessons learned in the region as well as the experiences of Japan and JICA to broader areas in the Sahel region in partnership with international initiatives for peace in the region, such as the Sahel Coalition and the Sahel Alliance. Based on the four pillars defined by the G5 Sahel Secretariat, JICA has set the following three pillars as priority areas for cooperation in the Sahel region, after excluding the pillar on military activities: (1) governance/security (local governments (including response to refugees and displaced people), access to justice, training of police officers, etc.); (2) resilience and human development (school for all, health, food security, etc.); and (3) social and economic infrastructure development (roads, electricity, etc.).

Since there are many areas where it is difficult for Japanese to travel due to security reasons, we will actively partner with international organizations (including projects implemented using funds from the Ministry of Foreign Affairs of Japan).

## (3) Development Scenario (Cluster): Capacity Building of Local Governments, Building Resilient Societies, and Trust Building in Fragile and Conflict-Affected Areas

JICA pays **special attention to pockets of fragility**, i.e., areas with high conflict risks due to, for example, past experiences of conflicts, weak institutions and human

resources, influx of refugees and forcibly displaced populations, and violent extremism. It will set up clusters for cooperation programs while paying close attention to conflict risk factors. JICA will conduct projects dedicated to promoting trust building between the government and the population, as well as among the people in the local communities, by enhancing dialogues. It will focus on the capacity development of local governments, which are the closest administration body for local people, so that they can provide more functional, inclusive, and responsive public services, through JICA's own technical and financial cooperation as well as in partnership with international organizations (particularly in areas of security restrictions). In areas that have seen an influx of refugees and/or forcibly displaced populations, JICA aims to enhance the HDP nexus by providing support with special attention to trust building so that **refugees/forcibly displaced people and their host communities can coexist**.

Such areas (especially those affected by refugees and displaced people, and those at risk of infiltration of violent extremism) are often remote and border-crossing areas, and these areas are not often chosen as priorities from the perspective of sector strategies (global agenda) on each sector. On the other hand, it is important to enhance relationships between the government and residents by improving public service delivery (including infrastructure development through financial cooperation) in these remote areas, which are not often supported by international development partners. Facilitating dialogues while considering local contexts increases the opportunities for direct contacts between the government and residents, and is expected to enhance trust between them. JICA has experiences of helping fragile and conflict-affected societies to endogenously create systems in a way that does not impose systems from above, but rather, create systems for administrative services while listening to the voices of local residents. JICA also has experiences of building trust in local communities to deal with the impact of the inflow of refugees and displaced people in partnership with humanitarian agencies. JICA's engagement with local governments and local communities can bridge the gap between the local governments that are directly serving the people and the national framework of governance. These assistance by JICA at the local level can be complementary with the governance reform and institution building at the national level supported by other development partners. It is also necessary to address issues specific to fragile and conflict-affected areas, such as support for victims of conflict, psychosocial support for the prevention of violent extremism, and landmines and unexploded ordnances (UXOs). In particular, JICA's strategic priorities in peacebuilding will focus on peace and stability in Africa in line with the TICAD8 process (with a focus on the Horn of Africa and the Sahel, as well as programs in neighboring countries such as Cote d'Ivoire and Sierra Leone), peace process in Mindanao in the Philippines, HDP nexus (e.g., northern Uganda, local integration in Zambia), and response to displaced persons from Rakhine State, Myanmar. It will also examine its strategies for Afghanistan, Pakistan, the Middle East, and Southeast Asia, through the framework of this global agenda by mainstreaming conflict prevention and peace promotion, and dealing with pockets of fragility in those regions.

In addition, JICA will share information and cooperate with the Government of Japan and international organizations regarding diplomatic and political considerations, and will work with international organizations to spread JICA's cooperation model in areas of security restrictions.

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**Cluster: Capacity building of local governments, building resilient societies, and trust building in fragile and conflict-affected areas**

- Objective of the cluster

     While focusing on the local government as the closest administrative body to the people in fragile and conflict-affected countries, JICA will help build systems that can provide inclusive public services based on dialogues with the residents, and build societies where people can coexist, in order to promote trust building between the government and residents. In areas that host refugees and displaced people, JICA will help build societies where everyone, including refugees and displaced people, can coexist.

     [Target Indicator] The provision of inclusive public services, with an awareness of the need to improve the trust between the government and residents, is promoted in 50 local governments and related institutions.
     [Target Indicator] 1,000 government officials will be trained to understand the methodologies for inclusive government services, including the need for trust building between the government and residents.
     [Target Indicators] 24,000 government officials and residents will be trained to learn how to build an inclusive society.
     *In addition to the above-mentioned output indicators, the indicators for trust building and resilience will also be examined.

- Main programs and activities in the cluster
(1) **Capacity development of local governments in fragile and conflict-affected areas**: Capacity development for inclusive and functional public service delivery to support areas and ethnic groups at risk of being left behind in development, as well as victims of conflict (local and national governments, infrastructure development through financial cooperation, etc.); building societies where people can coexist (development of basic infrastructure, trust building through sports activities, etc.); providing socioeconomic and psychosocial support to prevent the spread of violent extremism (support for the youth, etc.); and building trust between the government and the population, and among the population (e.g., Mindanao,

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Cote d'Ivoire, Sierra Leone, Nigeria, the Sahel region, and Colombia)

(2) **Responding to the HDP nexus, including capacity development in countries and communities hosting refugees and displaced people**: Capacity development and reducing tensions in countries and communities hosting refugees and displaced people; providing support to improve the living conditions of refugees and displaced people (including infrastructure development through financial assistance); providing support for voluntary return and resettlement; and providing support for host communities (e.g., northern Uganda, local integration in Zambia, and displaced people from Rakhine State, Myanmar)

(3) **Responding to conflict-induced issues such as the removal of landmines and unexploded ordnances (UXOs)** (e.g., Cambodia, and Laos)

# 5. Strategic Approaches for the Global Agenda and Clusters

To achieve the objectives, JICA intends to strengthen strategic partnerships and apply innovative methodologies as described below.

## (1) Partnership with UN Agencies and MDBs

JICA is further strengthening its partnerships with UN agencies and the MDBs. JICA works in synergies with the Japanese Ministry of Foreign Affairs and Ministry of Finance, including financial contributions, to enhance its partnerships with UN agencies and MDBs on the policies of each country and to increase the impact of programs in various aspects. Some of the possible collaborations and partnerships are as follows.

➢ In order to respond to the protracted refugee and forcibly displacement situations, JICA will continue and strengthen its strategic partnerships with UNHCR and other humanitarian agencies in order to strengthen cooperation with host country governments. In addition, JICA will strengthen its partnership with the World Bank, which has special finance for refugee-hosting contexts (e.g., IDA Refugee Window), in order to support host country governments to enhance their refugee policies. *(For example, UNHCR and the World Bank encourage host countries to create frameworks to provide public services to refugees, while JICA works to strengthen the capacity of local governments in the area.)*

➢ For areas where JICA cannot directly engage due to security restrictions, it will

work with international organizations such as UNDP (including collaboration with the Ministry of Foreign Affairs supplementary budget) to share JICA's development experiences and methodologies (e.g., capacity development of local administration) with broader areas. *(For example, JICA's methodologies for vocational training in the capital will be applied by UNDP in conflict-affected areas.)*

➢ When it is difficult for JICA's project-based grant aid to address local community needs (such as small-scale infrastructure development in pockets of fragility, due to remoteness, security, etc.), program-based grant or loan aid as well as funds through international organizations (including contributions from the Japanese government) will be actively utilized. *(For example, after JICA's project to support local governments to create their community development plans, funds such as World Bank's IDA Refugee Window can be used to implement the development plans.)*

➢ For its programs to strengthen local governments, especially in fragile areas, JICA will work with partners, such as UNDP and World Bank, that work to improve government institutions at the national level, in order to link the institution building of the country as a whole with the strengthening of institutions at the local level.

➢ JICA will also be actively involved in discussions with international organizations on the means and methodologies of measuring contributions to peace and human security.

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Ongoing examples:
- Partnership with UNHCR to enhance public services in refugee host communities in Uganda
- Partnership with UNDP to enhance local governments' capacity in Nigeria and the Sahel region

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## (2) Issue-focused and country-focused training programs in Japan

In many fragile and conflict-affected countries, there are restrictions to sending Japanese nationals to implement projects on-site for security reasons. Therefore, JICA will actively utilize issue-focused and country-focused training programs (mainly in Japan), which are not affected by the security situation, to support institution building and human resource development, and combine training programs in Japan with the follow-up programs on-site.

➢ *Combining training programs in Japan and on-site activities to strengthen the capacity of local governments in countries in the Sahel*

In the issue-focused and country-focused training programs in Japan, JICA will

share the experiences and knowledge of participatory development by local governments in Japan, especially with regard to post-war and post-disaster reconstruction, with public officers from fragile and conflict-affected countries for use as reference to rebuild their countries, provide inclusive public services, and build a society where people can coexist.

## (3)  JICA Chair and JICA Development Studies Program (JICA-DSP)

JICA Chair (JICA Program for Japanese Studies) and JICA-DSP[23] are programs to share Japanese development experiences. They can share the experiences of state building after the Meiji Restoration, post-WWII reconstruction, and post-disaster reconstruction in Japan, particularly with young leaders in developing countries. The programs aim to share the lessons from Japanese experiences in creating systems for dialogues and control of authorities, so that the young leaders can apply these lessons to their own countries' contexts in fragile and conflict-affected situations. For international scholarship students from fragile and conflict-affected countries, JICA will consider providing them with opportunities to learn about Japan's experiences in state building after the Meiji Restoration, post-war reconstruction, and post-disaster reconstruction through JICA-DSP. It will also work to provide more opportunities to share through JICA Chair, particularly with regards to the experience of state-building after the Meiji Restoration. Young public officials (or students who wish to serve in the public sector) who will be responsible for future public administration will be trained to learn the roles of the local government with a focus on participatory community-driven development. They will also learn Japan's experiences and build a network with Japanese practitioners and scholars.

In addition, because of the cross-cutting nature of peacebuilding, JICA will strengthen the network of human resources, including Japanese public and private sector personnel involved in fragile and conflict-affected states, students, and alumni of JICA training programs from these countries.

> ➢ *Networking for alumni of JICA training programs and scholarship students who are particularly interested in Japan's experience in state building and sharing the experience of state building with lectures at JICA Chair*

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[23]  JICA Chair is a program that provides intensive lectures and reference materials to share Japanese development experiences. JICA-DSP is a program that has been established for the same purpose for JICA scholarship students in Japanese universities. For more information on JICA Chair and JICA-DSP: JICA Development Studies Program

## (4)    Private Sector Finance and Partnership

JICA aims to mobilize more private sector actors, including private sector finance, to fragile and conflict-affected situations. In response to the growing interests and awareness on the mobilization of private sector finance, including social impact investment, JICA will actively engage in the mobilization of private sector finance as a new way of promoting economic activities in order to stimulate the economic activities of refugees and displaced people and address the HDP nexus. In this regard, in addition to outreach to Japanese private companies and investors, JICA will consider how to effectively utilize its experiences and knowledge in institution building and human resource development, as well as in planning and project formulation, such as comprehensive development plans.

> ➤ *In areas where JICA is working to strengthen the capacity of host communities to receive refugees and displaced people, it can also improve the policy environment and develop human resources, and mobilize private finance for the economic activities of refugees and displaced people.*
> ➤ *JICA can promote finance mobilization, including fundraising activities, in support of refugee camps.*

Ongoing examples: Survey on refugee investment in Uganda and Jordan

## (5)    Digital Transformation (DX)

JICA applies digital technologies to enhance its program management and data collection, as well as to improve the communication between governments and local people and between local communities. It will expand the use of digital technologies that may be particularly effective in fragile areas where administrative systems and infrastructure are not well-developed. Japanese nationals are often restricted from traveling to fragile and conflict-affected countries, and there is often a need to implement projects remotely. Therefore, it will seek for ways to enhance program management using digital tools. JICA will also examine the possibility of using DX to improve the efficiency of data collection, which is often difficult in fragile situations, and digital technologies to enable initiatives that cannot be done with existing tools to build trust between the government and the residents and within local communities.

> ➤ *Fragile and conflict-affected areas often face challenges in collecting administrative data, so digital tools and satellite data can be used to efficiently collect data to identify and respond to public service needs.*

Ongoing examples: Data collection via mobile phones, social media, etc., in Mindanao and Uganda

## (6)  Sports for Peace

JICA intends to leverage the potentials of <u>sports for peace</u>, particularly to promote ethnic reconciliation and trust building.

> *Building sports facilities in infrastructure development in local communities to promote interaction and mutual understanding within the local community*
> *Promoting sports activities in education projects in conflict-affected areas to promote mutual understanding among students and residents, and to promote broader exchanges by organizing national sports events*

Ongoing examples: National Unity Day in South Sudan

## (7)  Strengthening the Networks of Key Stakeholders

In cases where it is effective to share knowledge across countries and regions on specific issues that originated from conflict experiences, such as landmines and unexploded ordnances, JICA will strengthen the network among key stakeholders on the issue. In the field of landmine and unexploded ordnances, expertise and experiences are necessary to solve the problem, and such expertise and experiences are accumulated in countries that have been working on the challenges caused by their conflict experiences in the past. Cooperation between these stakeholders with rich experiences will be very effective, so strengthening the networks of experts and institutions on specific challenges is encouraged. By strengthening the network of mine action centers, for example, Cambodia will be able to more effectively share the knowledge and experience it has accumulated as a country with conflict experience to solve problems in other countries.

# 6.   Other Considerations

## (1)   Response to COVID-19

JICA continues to conduct surveys and research to identify the impact of the COVID-19 crisis in fragile and conflict-affected areas. Depending on the COVID-19 situation, it will apply virtual and remote operations. However, since there are some factors in peacebuilding efforts, such as social reconciliation and trust building, that are difficult to address remotely, further innovations need to be considered. It is also necessary to analyze the impact of the COVID-19 crisis on conflict and fragility, including the spread of coercive governance systems, and further promote the creation of governance systems based on trust between the

government and the population.

## (2)    Operational Arrangements

In order to promote organization-wide efforts, the concept of conflict sensitivity and peace promotion will be strengthened by sharing information and raising awareness through JICA's internal seminars and newsletters using the Knowledge Management Network (KMN) for Peacebuilding with relevant sector departments, regional departments, overseas offices, domestic organizations, and interested staff. In addition, since the HDP nexus in particular requires a shared understanding with international organizations, JICA will actively participate in international conferences and other agenda-setting dialogues to ensure smooth coordination.

## (3)    Collaboration with JICA's Other Global Agendas

In particular, with regard to the Global Agenda for Gender, coordination will be considered in areas such as SGBV. Applying DX and sports has already been discussed above in items (5) and (6) of Section 5.

## What is the JICA Global Agenda?

JICA's cooperation strategies for global issues. JICA, with its partners, aims to show global impacts realizing the goals set under JICA Global Agenda. JICA Global Agenda and its goals will be shared among partner countries and various actors, enhancing dialogue and collaboration, therefore, maximizing the development impacts. Through these efforts, JICA will comprehensively contribute to the achievement of the SDGs by 2030 as well as realize Japan's Development Cooperation Charter which focus on "human security," "quality growth," and "addressing global challenges".

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Japan International Cooperation Agency (JICA) is an international cooperation organization that is centrally responsible for the implementation of bilateral assistance among Japan's Official Development Assistance. JICA cooperates with about 150 countries and regions around the world.

**https://www.jica.go.jp/english/our_work/thematic_issues/index.html**