

Executive Summary

This study aims to present a strategy for strengthening cooperation with humanitarian multilateral international organizations that provide humanitarian aid to underdeveloped countries by identifying the characteristics and strengths of each international organization, and then investigating and analyzing the current status of their cooperation with major donor countries, their strategies, project managements, and performance evaluations. Through the findings from an analysis of the current situation, strategic directions for effective multilateral partnerships in the future are suggested by drawing up implications for strengthening strategic partnerships with the South Korean government and humanitarian aid organizations. The scope of the study includes an analysis of the background of the international community's humanitarian aid, and the status and trends of international humanitarian assistance. In addition, HDP Nexus, Grand Bargain, and our government's strategy for humanitarian aid and development cooperation were examined to analyze major issues and challenges related to humanitarian assistance in order to understand discussions and actions on humanitarian aid and development cooperation home and abroad, and international trends on humanitarian support.

Nine international organizations, the subject of analysis in this paper, are selected and analyzed among five major humanitarian aid organizations presented by the UN, five organizations presented by RFP (WFP, UNICEF, UNHCR, OCHA, ICRC), five key cooperative organizations presented in South Korea's master plan for international development cooperation, and core cooperative institutions suggested by Grand Bargain. Thus, nine organizations are: WFP, UNICEF, UNHCR, OCHA, ICRC, WHO, UNDP, UNRWA, and FAO.

For methodologies, first, considering that it is not feasible to collect data in person due to the pandemic, the research is conducted with sufficient local and foreign

literature as well as OECD DAC statistics. Second, for the analysis of international organization cooperation among major donor countries, a humanitarian support trend analysis for five years is conducted using OECD DAC statistics, and a social network analysis is carried out using the same statistical data. Third, considering the difficulty of visiting foreign countries due to COVID-19, this study conducted ZOOM interviews, face-to-face interviews, and telephone interviews on humanitarian aid-related staff, including workers at the U.N. bodies and multilateral cooperation experts in South Korea. Through this, opinions have been gathered to create a solution to build a cooperative system for the Korean government at the policy level. In addition, a written survey on KMCO is conducted to collect practical opinions at the field level.

The findings, focusing on implications, are summarized as follows:

1. Implications for humanitarian assistance - related system and budget in South Korea

It is necessary to continue to increase the humanitarian budget to address the global crisis, with worsened climate change and damage to the weak countries caused by the spread of COVID-19. As of 2019, South Korea's humanitarian aid budget is in the middle among 29 OECD Development Assistance Committees (DAC) countries, but it is only 38.0% of the average of them. More specifically there is 32.9% for emergency relief, 119.3% for reconstruction relief, and 47.1% for disaster prevention and preparedness. Other than reconstruction relief, emergency relief and disaster prevention and preparedness are less than the average of OECD DAC. It needs to secure a continuous and stable budget for humanitarian aid in order to establish its status as a middle power donor because it falls behind the average of OECD DAC. Since the establishment of its humanitarian aid strategy in 2015, South Korea revised it in 2019. Although it planned to lay the foundation for strengthening communication and cooperation between actors as major tasks, activities such as remaking humanitarian aid strategy have not been carried out since the revision in 2019. Given

the continued interest in and demand for humanitarian assistance from the international community to tackle natural disasters caused by climate change, and sporadic regional conflicts, it is necessary to renew strategies regularly for stable humanitarian assistance. Humanitarian assistance is divided into disaster prevention and preparedness, emergency relief, and reconstruction relief. The trend indicates that support for each sector has recently been provided according to the characteristics of each department. However, due to a lack of humanitarian aid strategies in respective departments, sporadic support is provided even in the event of an emergency. Thus, it is necessary to establish a sectoral aid plan considering the specialized strengths of each department in the future. Humanitarian aid is characterized by being sporadic and one-off. Considering the various types of assistance, including projects and programs in addition to cash and goods, the implementation of public-private cooperation projects and capacity building projects, and participation of different government departments, it is necessary to evaluate humanitarian aid projects by organization, within organizations, and by areas from the South Korean perspective of international development and cooperation.

2. Implications for breakdown of humanitarian aid by major donors

First, the global humanitarian crisis has worsened in the wake of the COVID-19 pandemic around the world. While approximately 240 million people in 75 countries need humanitarian assistance, only 64% (in 2019) to 52% (in 2020) have been met to the international community's humanitarian needs. For more effective and efficient humanitarian assistance, the following countries should be considered as a priority: five countries with very high humanitarian risk (Syria, Sudan, Ethiopia, Somalia, Burkina Faso), and 20 countries with high humanitarian risk (Yemen, DRC, Afghanistan, DPRK, Nigeria, Colombia, South Sudan, Chad, Iraq, Haiti, Lebanon, The Niger, Ukraine, Cameroon, Bangladesh, Iran, CAR, Palestine, Burundi, Libya).

Second, countries in humanitarian crises may suffer from two or three humanitarian crises at the same time, such as conflicts, migration, and natural disasters

simultaneously, or one crisis independently. The extent of seriousness as well as the type of crisis should determine the size or method of support so that those countries can quickly escape from the humanitarian crisis.

Third, humanitarian aid channels vary from the public sector to the private one. For humanitarian assistance, DAC member states primarily allocate 73% to multilateral organisations, 19% to NGOs and 8% to the RCRC. Furthermore, the private sector delivers 87% through NGOs. Countries and regions that need humanitarian assistance are often politically and socially unstable and very risky due to conflicts, migration, and natural disasters, which make bilateral access difficult in reality. Thus, UN bodies or international NGOs or national NGOs are preferred as humanitarian support channels. In addition to the public sector, securing various channels in the private sector will increase the accessibility and presence of humanitarian assistance in the future.

Fourth, the rate of satisfaction for the growing demand for humanitarian assistance from the international community is just over half. DAC member states spend 0.3% of their average GNI (0.14% in Korea) on ODA, while the top 20 countries assign 0.03% to 0.19% to their humanitarian assistance. Although South Korea is in the middle of the total amount of ODA, it is not in the top 20 in terms of humanitarian aid compared to GNI. The basic direction of the Korean government's humanitarian aid strategy (2019) specifies “promoting humanitarian aid and raising awareness suitable for national prestige.” In order to meet international humanitarian support demands and implement Korea's humanitarian aid strategy, it is necessary to secure at least 0.03% of humanitarian support compared to GNI.

Fifth, the joint fund has the advantage of raising funds from various donors and using them when and where they are needed most. In particular, as a coordinating agency, it has good management expertise and monitoring and evaluation system. CBPF collects donations with a single non-designated fund to support local humanitarian efforts. CERF is a humanitarian fund founded by the UN General Assembly in 2006 to provide more timely and reliable humanitarian assistance to victims of natural

disasters and armed conflicts. The fund is replenished annually through donations from the government and the private sector, and constitutes a reserve pool of funds to support humanitarian activities. Major donors continue to increase the amount of contributions to the Joint Fund for OCHA Management (CBPF and CERF). It accounts for about 7.4% of all humanitarian assistance in 2019.

Sixth, the Grand Bargain Convention has agreed to define non-specified funds as Quality Funding and to increase quality funds up to 30% by 2020. Approximately 17% of humanitarian aid funds for nine UN bodies are unearmarked funds. In addition, cash and voucher support continues to grow that are likely to rapidly increase where the market is functioning properly and where there is a payment infrastructure. For the recent proportion of cash and voucher support, cash support is preferred with 71% in cash and 29% in vouchers. Humanitarian assistance efforts reflecting these international trends are required.

Seventh, multi-year funds indicate that funds which last longer than 24 months, increasing the effectiveness and efficiency of humanitarian assistance by providing executive institutions with predictable resources, can become quality core assets that capable of supporting the transition from humanitarian programs to development ones. The multi-year fund has been on the rise since 2016, with donor countries agreeing to 50% of humanitarian aid as of 2019, and more than 70% by some countries such as the Netherlands and Belgium recently in 2020. At least 50% of humanitarian aid must be in the form of a predictable multi-year fund to be able to help recipient countries escape the humanitarian crisis by increasing the predictability of humanitarian aid and the connection of HDP.

Eighth, after evaluating international organizations from the perspective of appropriateness and efficiency, the following international organizations are selected. It is recommended they are used strategically. From the appropriateness perspective, the larger the amount of humanitarian assistance, the greater the experience and know-how of humanitarian assistance. The greater the proportion of humanitarian support in total sectors, the more specialized humanitarian aid is.

In terms of amount, WFP and UNHCR are appropriate because they have a large scale of humanitarian assistance, while UNOCHA, UNHCR and WFP are good in terms of proportion. From the efficiency perspective, the amount of assistance relative to headcount (the amount of humanitarian assistance/the number of staff in organization) and Relief Coordination & Support Cost) can be utilized. Based on the amount of assistance relative to the number of staff, UNRWA, WFP, and UNDP are good to be used. In terms of relief coordination and support costs, UNRWA, WFP and UNHCR should be considered. In sum, UNRWA, WFP and UNHCR are excellent, given appropriateness and efficiency scores together. Therefore, they should be top priority to be employed in terms of appropriateness and efficiency.

3. Implications for analysis of relationship between contributors of humanitarian assistance

First, individual recipient countries are somewhat specialized in receiving assistance from specific international organizations in each area of humanitarian assistance. In other words, one recipient is not receiving duplicate benefits from multiple international organizations, but most countries are receiving support from one international organization. The specialization in humanitarian aid projects has been made to some extent in each recipient country. Therefore, it is necessary to select and implement international organizations with a lot of experience in advance when supporting humanitarian projects for a specific recipient.

Second, UNHCR and UNRWA in disaster prevention and preparedness, and UNICEF in the reconstruction relief are not related to a single recipient country. UNDP in emergency relief supports only one country. It means that other international organizations, belonging to other areas, are providing aid to the recipient countries instead of the nine major international organizations. In particular, nine major international organizations account for 13% of the total project cost in the reconstruction relief, and 14% in disaster prevention and preparedness, which is the half of 28% of the portion by the nine major international organizations in the

emergency relief. Therefore, it needs to pay attention to international organizations classified as “other” for reconstruction relief and disaster prevention and preparedness.

Third, as seen in the network analysis in the body, two major international organizations are almost exclusively implementing things in the case of emergency relief and reconstruction relief; five major international organizations are also playing a role evenly in disaster prevention and preparedness. Against this backdrop, it is necessary to consider role allocation rather than concentration in disaster prevention and preparedness areas, even when selecting international organizations specializing in humanitarian assistance projects in the future.

Fourth, Korea's humanitarian aid budget is relatively less as has been revealed in the process of various analyses on current status. Reflecting this, this paper estimates an appropriate humanitarian budget considering the future situation in South Korea using a neural network analysis. The result shows the optimal humanitarian budget-to-GDP ratio is expected to be 0.019% in South Korea, considering the national competitiveness score, which reflects various factors including GDP per capita, GDP, and political, economic, social and infrastructure. This is about 2.7 times higher than the current rate of 0.007%, which could be a criterion for future orientation.

4. Implications for a case of cooperation between major donors and humanitarian aid organizations

The summary of what the five countries (Norway, Canada, Denmark, Sweden and Japan) are working with humanitarian international organizations is shown below.

First, policy documents on development cooperation and humanitarian support, recently developed, show a tendency to understand humanitarian support in the overall context of development cooperation or to have a framework of policies that incorporate humanitarian aid and development cooperation. Norway includes humanitarian assistance in its top five development policies and establishes global health, education, climate environment and oceans as a priority for humanitarian

assistance. Canada sets a priority by combining development cooperation and humanitarian aid in feminist international aid policy; Denmark in the framework of development cooperation and humanitarian support policies. Given these, South Korea also needs to clarify priorities within humanitarian policies.

Second, as of 2019, countries such as Norway, Canada and Sweden, which have active multilateral cooperation, distributed more than 55% of ODA to multilateral organizations, with more than 30% of the funds allocated to multilateral organizations being core contributions. Australia, which has similar ODA sizes, also allocated more than 40% to multilateral organizations. Meanwhile, South Korea has a lower distribution ratio with 36% to multilateral funds and 23.5% to core contributions respectively. When the interim results of the OECD DAC peer review were released, South Korea pledged to double its ODA compared to 2019 by 2030. It is necessary for South Korea to gradually increase the proportion of funds to multilateral organizations and core contributions in line with the expansion of ODA in the future.

Third, when it comes to the monitoring and evaluation of multilateral organizations such as UN organizations in humanitarian assistance, it is generally recommended to utilize their own framework of evaluations if they have them. Since the framework of the assessment and the monitoring methods are determined through agreement and the monitoring and evaluation is conducted on the basis of that agreement, performance indicators, monitoring methods and reporting obligations should be specified at this stage of the agreement. If a multi-year fund is larger than \$500,000 per year, it will also need to be reflected in the agreement to mandate interim reporting.

Fourth, using Denmark's strategy as an example, it requires any document produced in all processes of cooperation with major multilateral organizations to be listed on Denmark's digital platform and then provides a list of organizations that are supposed to submit them. The documents include organizational strategy, contribution agreements, annual action plans, interim review reports, staging notes, advisory, minutes, balance reports, and audit reports. However, in the case of unearmarked contributions whose operation is flexible, organizations should submit the statement

of fund instead of annual report. The basis for the performance of humanitarian support and cooperation projects through multilateral channels is difficult to verify without accumulated data. In order to expand multilateral cooperation, strategies or guidelines should have the details such as developing a platform for data construction as a preparatory step, the scope of the required data list, target organizations, data preparation and upload officers.

In addition, implications for the analysis of international organizations can be summarized as seen below.

First, donor countries should participate in program strategy plans made by international organizations rather than support to a specific recipient. Their participation is usually more than two years with business commitment. Therefore, when South Korea decides to participate in humanitarian aid, it should select international organizations or regions or countries first and make a policy decision to strategically allocate its funds within the humanitarian aid budget.

Second, in order to cooperate with humanitarian aid international organizations, experts at the decision-making or working level must be adequately assigned. In addition to field experience, these experts should have the ability to produce information ground for policy decisions, considering South Korea's strategic role and actually understanding the fund-raising, processes and assessment of humanitarian assistance activities conducted at headquarters or regional offices. They have to plan to produce top South Korean leaders in global humanitarian organizations as well.

Third, given inter-Korean relations, even if South Korea fails to provide humanitarian assistance directly to North Korea, it should consider humanitarian assistance to North Korea through the WFP, UNDP and UNHCR. It is ready to carry out activities when necessary by building a channel to cooperate with countries that have been providing continuous assistance to Pyongyang especially such as the U.S. and Australia.

Fourth, a strategy to link with international development projects is required at the

recovery stage so that the achievement of UN SDGs indicators and humanitarian support activities are connected. The initial response to the disaster situation results in mid- to long-term local development demands through surveys of the affected areas and evaluations of humanitarian support activities, so it is necessary to link projects for multilateral cooperation and for development cooperation at a cost or without cost.

5. Strategic cooperation with humanitarian assistance organizations

1) Basic direction

In terms of the basic direction, it is necessary to set it by simultaneously considering the international and domestic environments. First, the normative issues discussed in the international environment can be summed up by cooperative links between aid agents, increased predictability, increased flexibility, and links between humanitarian support and development. This raises a variety of challenges, from systematically organizing cooperative structures with major international organizations to jointly uncovering projects. The predictability is that international organizations should not only carry out urgent humanitarian assistance projects, but also it should consider the possibility of carrying out projects in the mid- to long-term to lead to reconstruction and development of the recipient countries. To this end, tasks such as stable securing of humanitarian aid budgets, multi-year allocation of budgets or documentation of cooperative systems may be raised. Flexibility raises challenges that should be considered from the perspective of donor countries so that international organizations can respond quickly to situations and carry out projects autonomously due to the nature of humanitarian projects. Links between humanitarian assistance and development can also be very important ideological guidelines. If a project is restricted to respond immediately to floods or disasters, the same disaster will inevitably occur repeatedly every year, and eventually lead to only the fixation of aid. To solve this problem, efforts are required to balance the current budget allocation, which is centered on emergency relief, with reconstruction and proactive disaster preparedness.

Meanwhile, considering the domestic situation, it is necessary to devise ways to

cooperate with major humanitarian organizations. There are various domestic situations, but most of all, as stated in the Framework Plan for International Development Cooperation (2021–2025), it needs to consider situations such as strategic cooperation based on the expertise of international organizations and strengthening cost-effectiveness. Moreover, as a middle-power donor, efforts should be made to preempt and lead future issues that can be carried out by multilateral organizations. In this regard, disaster issues caused by Covid-19 or climate change are supposed to be raised and work with international organizations.

Given this external and domestic environment, it is necessary to select specialized international organizations that South Korea can utilize first in humanitarian areas, such as emergency relief, reconstruction relief, and disaster preparedness. Also, according to interviews with various experts, it is not easy to link humanitarian assistance with development by classifying all the recipient countries with the same standard. The difficulty stems from the fact that linking emergency relief to development projects in the countries that are not basically secured or currently in a crisis of disaster. Consequently, it suggests that the recipient countries need to be constantly categorized into several groups: humanitarian aid in a specific area, emergency relief and development, emergency relief and disaster preparedness, reconstruction relief and disaster preparedness, and emergency relief and reconstruction relief and disaster preparedness at the same time.

2) Direction of institutional improvement

(1) Revision of “Overseas Emergency Relief Act”

First, it is necessary to amend the current “Overseas Emergency Relief Act” to the Act on Humanitarian Aid (tentative) or the Act on Overseas Emergency Relief and Reconstruction Aid (tentative) and to explicitly include reconstruction relief and disaster preparedness in Articles 1 (purpose) and 2 (definition). In so doing, it will be possible to lay the legal groundwork for the nation's budget to cover activities for

reconstruction relief and disaster preparedness, away from currently focusing on emergency relief. Second, on the top of these revised articles, it should include the priorities or directions of activities between activities in areas such as emergency relief, reconstruction relief and disaster preparedness.

(2) Revision of humanitarian aid strategy

The contents of the so-called 'humanitarian aid strategy' established in 2019 should be drastically revised. First, in the current strategy, South Korea's objectives or strategic priorities of humanitarian aid strategy are unclear. By presenting various international trends in parallel, multifarious contents are not streamlined. For example, it is ambiguous in terms of which principles should take precedence and exactly what the goals are. Second, humanitarian aid strategies need to include approaches to multilateral international organizations. At the same time, the details of the budget or scope of utilization for each organization should be specified in the strategy.

(3) Increase of the budget for humanitarian assistance

If the budget is not supported, the development of the strategy will weaken. Nevertheless, increasing the budget for humanitarian aid is not easy in relation to South Korea's overall ODA budget. As analyzed in the body, a neural network analysis estimated that the ratio of humanitarian budgets to GDP should be about 0.019%, 2.7 times higher than the current 0.007%. The estimate is drawn by reflecting South Korea's GDP, GDP per capita and national competitiveness scores, and reviewing other donors' cases. Even if South Korea reaches this amount, it would still be below the OECD DAC average of 0.029%. Therefore, it is recommended that it be at least 0.019% in the short term.

3) Key policy tasks

South Korea's strategy to strengthen cooperation with humanitarian organizations in the future is summarized as shown in the table below.

<Table 1> Policy tasks to enhance cooperation with humanitarian organizations

Environment and demands at home and abroad	Main focus	Policy Tasks (Strategic Framework)	Operational Tasks (Individual Agreements)
International Demands	Cooperation and linkage between agents	Developing cooperative projects with international organizations, Forming consultative bodies with other donor countries, and Strengthening policy consultative meetings	Working committee/Staff exchanges/NGO Participation Plan
	Predictability	Improving related laws, Securing stable humanitarian aid budgets for international organizations, Developing multi-year budget projects, Documenting customized strategy for each international organization	Individual Project Implementation Agreement documents conforming to the Global Standard
	Flexibility	Enhancing unearmarked funds, More flexible reporting system	Focusing the fields / Improving authorization and monitoring methods on the fields
	Link humanitarian support to development	Balancing between emergency relief and reconstruction relief, Balancing between survival-oriented and life-oriented projects	Diversifying projects by recipients / Linking education and vocational training / Supporting refugee students to study abroad
Domestic Demands	Strategic cooperation considering expertise	Selecting international organizations considering their expertise	Reflecting the results of MOPAN / Fostering professionals
	Maximizing cost-effectiveness	Clarifying strategic objectives and priorities of humanitarian assistance, Prioritizing strategic objectives and projects by individual international organizations	Specializing in South Korea's strengths (for instance, specializing in projects such as ICT in emergency relief) / Grafting methods of the Saemaeul Movement(New Community Movement) in reconstruction relief (Zero Hunger Project)
	Leading multilateral issues	Uncovering and implementing lead issues such as the COVID-19 and climate change through multilateral organizations, Developing and implementing comprehensive programs in the medium and long term	Developing and executing programs that can be co-executed with UN organizations / Developing joint monitoring and evaluation methods / Strengthening activities of Korean youth at multilateral organizations

Of those presented in the table above, the following are deemed of high importance.

First is a matter of selection among major international organizations. All countries that are subjects of analysis are selecting major international organizations and implementing a system of cooperation with them. Although South Korea has also chosen major international organizations, it is still necessary to select and manage specialized organizations in each area of humanitarian assistance as mentioned above in order to strengthen the specific cooperation system with these organizations. As mentioned earlier and also shown in the table below, the results show the need to strengthen the cooperative system by selecting international organizations in each area of humanitarian aid that are significant to South Korea, considering appropriateness, efficiency, and flexibility from interviews. As analyzed in Chapter 4, the three organizations selected from the evaluation results of appropriateness, efficiency, and flexibility are prioritized, and five selected for each area considering MOPAN's evaluation criteria and connectivity centrality results in network analysis at the same time.

<Table 2> Key International Organizations for Partnerships in respective Humanitarian Areas

Category	Primary Priority International Organization	Secondary Organization	Remarks
Emergency relief	WFP > UNHCR > UNRWA	UNICEF > UNDP	
Reconstruction relief	UNRWA > WFP > UNHCR	UNICEF > UNDP	
Disaster preparedness	WFP > UNHCR	UNDP > UNOCHA > UNICEF	In disaster preparedness, only two primary priorities are included.

Second, it is a matter of strategic selection for the cooperation projects and categorization of recipient countries. The selection of areas of cooperation can be considered from three perspectives.

① Sectoral budget allocation to the humanitarian aid

When humanitarian aid areas are divided into emergency relief, reconstruction relief, and disaster preparedness, other OECD DAC countries are putting a lot of weight on emergency relief. The same is true of South Korea. Its emergency relief takes up about

80% of the total humanitarian aid budget. As many experts pointed out in interviews, however, emergency relief only makes saving lives possible but changing lives difficult and eventually hard to solve the hunger problem of SDG 2. This is as if there is a situation in which surgery is repeatedly carried out, but rehabilitation is not pursued. To help people in crisis stand on their own feet, efforts should be made to connect them from emergency relief to reconstruction with job-producing or income projects. In addition, the ratio of budget allocation to emergency relief and reconstruction relief (and disaster preparedness) projects should be 5:5 in the long run. To this end, it is feasible to expand the application of WFP's Saemaul Zero Hunger Project, which has been successful in Tanzania, Nepal, Rwanda and Bangladesh. For example, Bangladesh focused on emergency relief due to flooding every year, but it has carried out projects such as raising the ground for restoration as part of job-producing and leading to the reconstruction. The Saemaul Zero Hunger project was published in the World Development Journal as a success story through incorporating emergency relief into reconstruction relief projects, and was also highly evaluated by World Bank and KOICA. This type of business is consistent with the direction of HDP Nexus. It is necessary to expand the business in an effort to strengthen partnerships with international organizations that can do these projects well. To achieve this, efforts are needed to classify the recipient countries into several types and match suitable projects by type. For instance, development is practically difficult in a country where emergencies persist due to ongoing war. These countries could include Yemen, Somalia and South Sudan. On the other hand, for countries that are relatively secure, such as Bangladesh and the Philippines, but have repeated floods or disasters, it is necessary to implement both emergency relief and reconstruction relief at the same time. In addition, countries that are more suitable for reconstruction relief rather than emergency relief include Rwanda. In this way, efforts will also be needed to categorize countries and match various business types to specialize them strategically.

② Strategy focusing on South Korea's strengths

Driving the strategy focusing on South Korea's strengths, such as ICT, might be more effective than carrying out many projects simultaneously in emergency relief. In areas

where disasters occur, there are no electricity or telephone services, and thus if it specializes in businesses such as portable solar power generators that enable electricity or telephones, it is a good way to sharpen Korea's professional competitiveness. It will also be necessary to strengthen relations with international organizations that can select projects such as ICT-based projects that South Korea has strengths and cooperate well with such projects.

③ Global Korea Scholarships for refugee

Going further from emergency relief, a plan can be used as a refugee support project by selecting some of the refugees and educating them in South Korea for many years and ultimately making them contribute to the development of their country. South Korea is inviting foreign university students to study in South Korea through the Global Korea Scholarships (GKS) project, but there are no opportunities for refugees. Japan selects a small number of refugees from certain countries (Syria, Lebanon, Jordan, Africa, etc.) and invites them to Japan's state-funded study programs. Canada also has Student Refugee Programs (SRP), 150 students are annually enrolled in Canadian higher education institutions. South Korea needs to introduce a project to select some of the refugees, educate them in Korea, and make them contribute to the country. To this end, it is necessary to examine whether the Ministry of Justice (Korea Immigration Service), the Ministry of Education's government-invited scholarship project, and the Ministry of Foreign Affairs (and KOICA)'s human resources support programs in developing countries are useful.

Third, it is a matter of a cooperative system with other donor countries. When humanitarian aid is carried out through international organizations, South Korea basically has a relatively small amount of aid compared to other countries. As a result, South Korea's influence within an international organization is bound to be weak. The influence at international organizations depends largely on the amount of contribution, so in this case, South Korea can seek to increase its voice through a system of cooperation with other donors somewhat similar in terms of contributions to South Korea. Therefore, it is also necessary to form a joint consultative body with countries such as Finland, Belgium, Austria and Norway that do not have as much in terms of

contributions but have common ground in areas such as Korea to exercise their voice over international organizations such as the UNDP.

Fourth, it is a matter of allocation of non-specified funds. The international trend of humanitarian aid projects emphasizes giving international organizations predictability and flexibility. This relates to the size of funds and to the size of earmarked and unearmarked funds. As mentioned above, South Korea has a relatively low proportion of unearmarked contributions among funds for multilateral organizations. In order for multilateral organizations to carry out projects with greater predictability, it is necessary to establish a humanitarian aid strategy in a way that increases the ratio of non-specified contributions and multi-year funds.

Fifth, it is a matter of monitoring and transparency management. Among principles from the Grand Bargain, it is said that simplifying the reporting system is necessary, which has become a norm in the process that donor countries conduct aid projects with multilateral organizations. On the one hand, the donor wants to see how the contributions are being used and whether their original purpose is achieved. In addition, the National Assembly and civic groups also raise the issue of accountability, so it is necessary to find effective ways to balance it. In the long run, it might be a way to reduce the collection of primary data on the performance of a multilateral organization, and instead strengthen the collective effort to systematically evaluate the performance of the multilateral organization (complementary to the MOPAN evaluation scheme). In the short term, however, referring to Sweden's example, it is beneficial to present comprehensive monitoring and impose a duty to report progress when the Ministry of Foreign Affairs of South Korea has annual meetings with international organizations in cooperative agreement documents signed by individual international organizations. In agreements of individual projects, it is appropriate to stipulate that visits for joint monitoring are allowed, a new decision by the government is required when more than 10% of the financial conditions change, and cooperation with the organization in the future can be determined by the performance of the project that is carried out by the organization at the time of completion.