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UN Consolidated Inter-Agency Appeal for the Democratic People's Republic of Korea 2001

EXECUTIVE SUMMARY

Strategy Overview

The historic Summit Meeting between the leaders of Democratic People's Republic of Korea (DPR Korea) and the Republic of Korea (RO Korea) in June was followed by intense activity leading to family reunion meetings in Pyongyang and Seoul in mid-August, discussions between the Defence Ministries of the two countries aimed at decreasing tensions on the peninsula in late September, agreement to reopen the rail link and build a highway across the demilitarised zone, provision of food-aid credit to DPR Korea by RO Korea and other events which would have been impossible to conceive even a year ago. The Government has also made concerted efforts to establish diplomatic relations with other countries and to increase involvement in regional affairs through the Association of South East Asian Nations (ASEAN). Its attendance at the ASEAN Regional Forum Meeting in Bangkok for the first time in July provided a venue for significant side-meetings.

These recent improvements in the political climate have not yet had a significant impact on the humanitarian situation, which is still critical following a prolonged period of economic decline and a series of natural disasters and erratic weather patterns. The Appeal for 2001 provides a number of concrete observations:

- The conditions which led to the current **humanitarian** crisis are still apparent.
- Continued **erratic weather patterns** disrupted the agricultural season in 2000. At the time of writing, before the results of the FAO/WFP Food Needs and Crop Assessment Mission are known, it appears in all likelihood that crop yields will not be higher than those of 1999. The resultant food gap will have to be met from other sources.
- A **food supply gap** of more than 1.3 million metric tonnes (MTs) exists. This is met, in part, through generous food-aid donations. The shortage of food affects those who are least able to cope and who are most in need of food - children, mothers and the elderly.
- **Health services** remain in a poor state, relying heavily on international assistance with which to provide medical support to the population.
- **Water and sanitation** utilities are old and poorly maintained. Incidence of diarrhoeal diseases, often caused by lack of access to clean water and adequate sanitation, shows signs of marked increase and is a cause of malnutrition amongst children.
- **Power cuts** are frequent, affecting all aspects of daily life, from provision of water to homes and irrigated fields to power for cold-chain vaccine storage

facilities, to managing households.

- **Environmental degradation** continues as wood is collected for cooking and heating purposes and hillsides are farmed in order to provide additional food.
- **Education**, one of the key achievements of DPR Korea, is threatened by a lack of resources and depleted infrastructure.

Thus, the overall message is that the humanitarian crisis is far from over. The situation for vulnerable people in DPR Korea continues to be extremely difficult. The 2001 Consolidated Appeal (CA) document is the sixth issued since 1996. It emphasises continued humanitarian needs while calling for increased engagement in recovery and development activities. The problems that DPR Korea faces can only be mitigated in the medium- and long-term by efforts for recovery of the economy. Without capital investments in infrastructure, industry and agriculture, the humanitarian situation will not significantly improve. Renewed emphasis on programmes to support productive activity is required, while at the same time ensuring that a humanitarian safety net is maintained. This Appeal attempts to articulate this argument by highlighting the close links which have been developed by in-country agencies between the humanitarian effort to sustain lives and the beginnings of recovery and development strategies coordinated through the Round Table process.

In the **food security** sector, a continued requirement for food-aid to meet the needs of some 8 million people identified as vulnerable is complemented by efforts to revive the agricultural sector under the medium-term Agricultural Recovery and Environmental Protection (AREP) framework, and provide the exit strategy for the humanitarian food-aid programme. Intensification of double-cropping to increase domestic food production, assistance in the development of new seed technologies, training (both in-country and abroad), credit for families through International Fund for Agricultural Development (IFAD), provision of farm machinery and other capacity-building initiatives are designed to assist in reviving the agricultural sector, with an emphasis on sustainable farming and processing practices.

In the social sectors, and particularly **health**, continued assistance is sought for the provision of essential drugs and medical equipment, vaccines for vaccine-preventable diseases, and upgrading of health institutions, while at the same time addressing improvements in service delivery and modernisation of local knowledge and skills. Similarly, problems in the **water and sanitation** sector are addressed through programmes emphasising input provision, repair to equipment and training and capacity-building. **Education** activities also need support if the country is to maintain the gains made in achieving universal adult literacy.

Coordination services are considered key to ensuring that the humanitarian programme is implemented as effectively as possible and that humanitarian programmes coordinated through the CAP and recovery activities coordinated through the Round Table processes, jointly form the basis for a seamless rehabilitation strategy.

Cross-cutting issues, and in particular gender considerations, have been mainstreamed into the document. The sectoral monitoring matrix for 2001 will attempt to ensure that sufficient attention is paid to the needs of women and children - not only from the perspective of their humanitarian needs but also in terms of involvement in decision-making processes and project participation.

While by no means all-encompassing, the programmes for which funding is requested under the Appeal represent the efforts of the humanitarian community in DPR Korea, working in close consultation with the Government, to address those needs identified as most pressing while at the same time supporting local capacity to continue the recovery process. This small start needs to be complemented by investment and assistance far greater than that articulated through the projects included in this document.

Consolidated Appeal for 2001 - Summary

The document provides a brief review of the Common Humanitarian Action Plan (CHAP) for 2000, concluding that some progress was made during the year, but that uneven donor funding for in particular health, nutrition, water and sanitation had a negative impact on the ability of the resident agencies to fully meet the established goals. In the section on the humanitarian context the argument is presented that while DPR Korea has made considerable advances on the political level this has not yet been matched by an improvement in humanitarian conditions for the population - a crisis still exists and will continue to exist until such time as economic recovery is well underway.

The CHAP recognises that the plight of vulnerable people in the DPR Korea results from the interaction of several factors - poor nutrition leading to a weakened condition, exacerbated by diarrhoeal diseases caused by drinking contaminated water supplies and poor sanitary facilities and practices - all these factors need to be addressed in unison. Thus the CHAP for 2001 establishes six key aims. These are to:

1. provide food-aid and a nutritional safety-net to the most vulnerable thus averting a famine;
2. support efforts to increase domestic food production;
3. provide resources for the provision of basic life-sustaining services in the health and water and sanitation sectors;
4. provide capacity-building support to service-providers and technical experts in agriculture, health, nutrition, water and sanitation and education activities;
5. strengthen linkages between emergency operations and longer-term rehabilitation and development programmes;
6. improve the operating environment for humanitarian organisations active in DPR Korea.

There then follows the presentation of project summaries for 2001 in the food security, health, water and sanitation, education and coordination sectors. The programme for 2001 is based in large part on an analysis of the situation in 2000. Part of the strategy comes from examination of the progress made in the various sectors. Achievements and constraints for implementation of the 2000 CHAP are included in the matrix table at Annex I.

The humanitarian community in the DPR Korea published a consensus statement at the end of 1998, which stated:

'...we are well aware of the constraints and difficulties of operating in the DPR Korea. We believe that only with a continued presence and constructive engagement here will we be able to work towards the position of providing accountable assistance. We remain committed to working towards this objective'.

The implementation of humanitarian and recovery programmes remains constrained partially by DPR Korea's national security considerations. The Humanitarian Principles, established in 1998, provide benchmark standards for implementation of the humanitarian operation in DPR Korea. Progress against these Principles is measured on a regular basis and for the first 9 months of 2000 is included in Annex II. The conclusion is that the operating environment has improved slightly during 2000.

As an operational partner working in close collaboration and coordination with UN Agencies, the ICRC, and NGOs, the International Federation of Red Cross and Red Crescent Societies (IFRC) continues to provide support to the Red Cross Society of the Democratic People's Republic of Korea, with a particular focus on the delivery of humanitarian assistance to those in need.

Non-governmental organisations (NGOs) have played a key role in the formulation of this document. Without exception resident as well as non-resident NGOs operating through WFP's Food-aid Liaison Unit (FALU), support the articulated CHAP and its key implications for programming in 2001. Four NGOs have included projects in the Appeal document and donor attention is drawn to the significant role NGOs, working at the grassroots level, can have on assisting in meeting both humanitarian and rehabilitation needs.

Table I Total Funding Requirements for the 2001 United Nations Consolidated Inter-Agency Appeal for Democratic People's Republic of Korea by Sector and Appealing Agency <i>January - December 2001</i>		
Sector	Gross Requirements (US\$)	Net Requirements (US\$)
Agriculture	46,224,259	46,224,259
Health and Nutrition	17,541,470	17,541,470
Water and Sanitation	2,498,736	2,498,736
Education	498,750	498,750
Coordination	1,301,275	1,301,275
<i>Sub Total</i>	<i>68,064,490</i>	<i>68,064,490</i>
Food Security	To be confirmed	To be confirmed
Grand Total	To be confirmed	To be confirmed
Appealing Agency	Gross Requirements (US\$)	Net Requirements (US\$)
Food and Agriculture Organization / United Nations Development Programme	40,049,304	40,049,304

Office for the Coordination of Humanitarian Affairs	1,301,275	1,301,275
United Nations Children's Fund	10,502,940	10,502,940
United Nations Population Fund	750,000	750,000
World Health Organization	8,350,280	8,350,280
Non-Governmental Organisations	7,110,691	7,110,691
<i>Sub Total</i>	<i>68,064,490</i>	<i>68,064,490</i>
World Food Programme	To be confirmed	To be confirmed
Grand Total	To be confirmed	To be confirmed

Common Humanitarian Action Plan 2000 - The Year in Review

Financial Overview

Under the 2000 Consolidated Appeal (CA) revised requirements WFP has adjusted its CAP 2000 US dollar appeal requirements in order to properly reflect budget revisions during the year and the fact that WFP metric tonnage requirements were 92.5 per cent covered. Budget revisions allowed WFP to resource commodities other than biscuits (i.e. cereals). amounted to US\$ 197,466,381 of which US\$ 105,269,407 or 53.3 per cent had been received by 8 November 2000. Of this amount US\$ 98,280,191 or 93.4 per cent was food-aid with the remainder focusing on activities in agricultural recovery (2.9 per cent), health and nutrition (2.9 per cent), water and sanitation (0.2 per cent), education (0 per cent) and coordination (0.7 per cent). Donor support for food-aid remained firm with the World Food Programme (WFP) receiving approximately 92.5 per cent of total requirements as at 8 November 2000. However, support to other sectors was poor when compared with the proportions requested. This had a negative impact on the implementation of the CHAP which calls for an integrated programme addressing multi-sectoral needs and focusing on capacity-building programme components as well as the provision of direct humanitarian assistance. With limited funds for activities other than direct humanitarian assistance provision, the CHAP's strategic goals remain only partially met. The funding requests of NGOs outside the Appeal, (not always reported to the UN Office for Coordination of Humanitarian Affairs' (OCHA) Financial Tracking system), were also met only modestly. NGOs relied heavily on the partially-funded NGO Funding Mechanism, in the absence of other donor support, especially in the first seven months of the year. No NGO projects submitted to the Appeal for funding have received support as at 8 November 2000. The US (United States of America) Private Voluntary Organisation Consortium (PVOC) received support directly from its donor instead of via WFP as in previous years.

Changes In the Humanitarian Situation

Much progress has been made in the political sphere by the Government of DPR Korea during 2000. The key event of the year was the Summit meeting between the leaders of DPR Korea and RO Korea which led to a warming of relations between the two countries. While this is welcomed the humanitarian community in-country cautions that this change, as well as other positive political changes during the year, did not have any significant impact on the humanitarian situation, the resolution of which remained firmly rooted in rehabilitation of the economy and the agricultural sector.

Progress Made

Despite limited funding and ongoing problems with quantitative and qualitative access, and through careful allocation of limited resources, gains have been made. Detailed information on sectoral activity is contained in the sectoral monitoring table (Annex I). With regard to the five strategic goals established for the 2000 Appeal a brief review by the Humanitarian Working Group The HWG consists of UN Agencies, donors, bilateral organisations, NGOs and the Flood Damage Rehabilitation Commission of the Government of DPR Korea. It meets on a regular basis to monitor implementation of the CHAP and to oversee the development of Consolidated Appeals. (HWG) reveals the following:

Goal 1: Improved capacity of DPR Korea to provide its population with adequate food, health services, water and sanitation and primary and early childhood education (Time Frame: 1 year)

Provision of large-scale food-aid during the year ensured that vulnerable groups were supported. Maintenance of harvest yields, due to inputs provided under the AREP framework in 1999/2000, combined with provision of food-aid and an increased 1999 harvest ensured that the Government's Public Distribution System (PDS) was able to provide partial food rations until June 2000. In 1999 rations were exhausted by April. Continued assistance for AREP, both within and outside the scope of the Consolidated Appeal Process (CAP), supported increased food availability. The agricultural season during 2000 was negatively affected by a prolonged winter, a dry and cool spring and lower than average rainfall during the crucial months between May and August. For the first time since the arrival of the humanitarian community in DPR Korea, monitors witnessed fields lying fallow and also observed that, in many locations, planting of the main crop was undertaken late as farmers delayed in the hope of rain. This did not materialise. In late August and during September two tropical storms hit the Korean peninsula and caused damage to the maize crop shortly before it was due for harvest. The full effects of this combination of weather conditions will not be known until the Joint Crop and Food Assessment Supply, undertaken in mid-October by the Food and Agriculture Organization (FAO) and WFP, makes its findings available in November. Local food processing activities were expanded and cooperation between WFP and the United Nations Children's Fund (UNICEF) ensured a continued supply of complementary fortified children's food.

Humanitarian interventions in the health sector included emphasis on capacity-building programmes. Establishment of regular nationwide vaccination schedules according to internationally accepted World Health Organization (WHO)/UNICEF standards, minor improvement in the monitoring of acute flaccid paralysis (vital for the goal of polio eradication), training in malaria and tuberculosis containment, the initiation of local drug production, reproductive health capacity-building and technical assistance in the iodisation of salt, combined with rehabilitation of salt pans all contributed to enhanced capacity of the public health service to address the needs of the population. Concurrently it is recognised that the poor state of the health service can only be fundamentally addressed through macro-investment, well outside the scope of the humanitarian community to provide. Humanitarian interventions have provided some limited rehabilitation to the system with a priority on the most vulnerable groups.

Modest funding by donors for water and sanitation work, combined with limited interest on the part of the DPR Korea authorities in capacity-building for this sector,

meant that little could be achieved in improvement in capacity. During the course of the year, however, increased focus by the Health Education Institute on working with NGOs to provide health information materials was noted. Similarly the European Commission's Directorate General for Development (EC DG/DEV) worked closely with Government counterparts on the elaboration of programmes in the water and sanitation sector, to be implemented in 2001. Serious donor focus is required as conditions for access to and safety of water deteriorate. The efforts of UNICEF, the International Federation of Red Cross and Red Crescent Societies (IFRC) and resident NGOs active in this sector have necessarily focused on direct interventions at selected children's and health institutions, rather than wider capacity enhancement.

Unmet funding requirements to strengthen primary and early childhood education resulted in uneven and delayed project implementation. Delivery of printing paper continues to receive the highest priority by the Government. Opportunities to strengthen participatory learning, rehabilitate dilapidated school infrastructure, enhance teacher education programmes and support for distance education were unrealised due to limited funding. Lack of teaching and learning materials, an antiquated curriculum, and inadequate classroom environment and resources are some of the main weaknesses, posing a significant challenge in the education sector with potentially long-term consequences for pre- and primary school children.

**Goal 2 - Adequate local capacity for emergency preparedness and response
(Time Frame: 1 year)**

Very limited funding was received for projects covering this Goal under the Appeal. However, the IFRC undertook considerable activity and, with the support of the British Red Cross, has established a disaster preparedness programme including training and upgrading stocks in the five national Red Cross disaster preparedness warehouses in the country. This programme proved particularly useful in meeting the needs of people affected by the effects of Tropical Storm 12 in early September. Additionally WHO and IFRC supported the Ministry of Public Health (MoPH) with primaquine and chloroquine tablets to contain malaria outbreaks. A remote sensing GIS database for natural disaster monitoring and environmental management has been established by UNDP as part of the AREP programme. The project has assisted in developing national capacity for natural resource management, natural disaster monitoring and crop yield estimation. Training activities for remote sensing and GIS took place in 2000 for relevant national technicians.

Goal 3 - Reduced dependence on international aid (Time Frame: 1-2 years)

The achievement of this goal is, in large part, reliant upon a change in the forms of aid provided to DPR Korea. Large scale humanitarian assistance, particularly food-aid, continues to be required. However, a focus by donors on transition and rehabilitation projects and programmes is also needed. The 2000 Appeal included a number of projects, which emphasised rehabilitation; however, these were poorly funded. It is hoped that recent changes on the political level will lead to a greater degree of understanding between the DPR Korea authorities and donors and that longer-term assistance strategies can be developed. This will decrease, in the medium-term, the need for humanitarian assistance. Incoming development assistance should be informed by progress in the humanitarian sphere between 1995 and 2000. Some donors have pointed out the need for an improvement in the quality of interaction before they will consider providing recovery/ development assistance.

Goal 4 - Improve the health situation in the country, reducing mortality rates to pre-1994 levels. (Time Frame: 2-3 years).

Updated data on morbidity and mortality levels has yet to be provided by the Government. Similarly, lack of data on the nutrition status of the population prevents a thorough analysis. The Ministry of Public Health provided information on immunisation coverage: BCG, 81.5 per cent; DPT3, 87 per cent; Polio3, 99 per cent; Measles, 98 per cent; and Vitamin A2, 99.9 per cent; much improved when compared with data from the mid-1990s. International provision of essential drugs to health institutions at all levels continued in 2000, with the additional gain of local production of seven drugs. Medical equipment was also provided. Water and Sanitation improvements were, as noted above, constrained by a lack of donor response to relatively modest funding requests. Despite this, training workshops were undertaken on water and sanitation at the province and county levels.

Goal 5 - Gender Mainstreaming (Time Frame: 1 year)

The establishment of a Gender Theme Group, chaired by OCHA, has provided a forum for discussion on gender mainstreaming. The UN Agencies now include a gender focus in deliberations on project proposals. Sensitisation of national and international staff is ongoing, as is work with Government counterparts. Legislation in DPR Korea affirms the equality of men and women. However, empirical evidence suggests that management of the home and child-care remain largely the responsibility of women in Korean society. In times of economic hardship the domestic burden on women is considerably increased while demands in the productive sphere have not diminished. Mainstreaming gender into agency work and project implementation remains a priority for the humanitarian community. Gender balance has improved in UN system agency staffing for international staff; however, for national staff there continues to be an imbalance in favour of men.

Lessons Learned

A number of key lessons have been learned during the implementation of the 2000 CHAP. Some are reflected in the strategic planning for 2001 while others remain outside the purview of the HWG to address:

1. The strategic goal of 'reducing dependence on international aid' is largely reliant upon a changed political climate and the establishment of better relations and understanding between the Government of DPR Korea and potential donors. This goal has, therefore, been removed from the 2001 CHAP.
2. The speed at which the humanitarian community can facilitate improvements in the lives of the vulnerable people depends upon an adequate donor response to the presented CHAP and Appeal projects as well as an improvement in the response of the Government to the Humanitarian Principles established in 1998. To date neither of these factors has been comprehensively achieved.
3. Issues concerning reliability of and access to data need to be addressed more robustly - often data provision at the central and local levels differs - as does data provided by the authorities to different agencies and organisations.
4. Partnerships between UN Agencies and NGOs and the development of agreed goals under the CHAP ensured a common approach to the Government on humanitarian programming. Objective setting and regular reviews of progress added dynamism to the implementation of the humanitarian programme in 2000. Working to a sectoral monitoring matrix also increased the sense of common purpose amongst the organisations involved in providing humanitarian assistance.

5. The limited participation of members of the Government in the Mid-Term Review and CHAP monitoring process detracted from its overall quality. However, continued engagement between the humanitarian community and the Government on the development of operational programming partnerships was generally positive. Links were created with some line ministries and departments and the Flood Damage Rehabilitation Committee (FDRC) clearly demonstrated goodwill to understand the needs and requirements of humanitarian agencies. This process needs enhancement and acceleration, as does the further establishment of links with line ministries and departments. Only with improved quality of interaction with international organisations will the country be able to access meaningful long-term rehabilitation and development assistance and programming.

6. Upon review, mainstreaming gender may not be regarded as a strategic goal but rather a significant factor in all project planning and implementation activities - thus, this goal has been removed from the 2001 CHAP. At the same time the monitoring framework for implementation will include clear indicators and activities with a focus on ensuring that gender is mainstreamed into programmes.

7. Qualitative and quantitative access for humanitarian agencies continues to be affected by the national security considerations of the Government. This ongoing issue in part compromises the ability of the humanitarian community to comprehensively address the needs of the population. Out of 211 counties only a maximum of 163 remained accessible throughout the year.

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(Changes dateline, updates with Bertini statement)

STOCKHOLM, Nov 29 (Reuters) - North Korea, which has suffered a series of natural disasters, will need three times more food aid in 2001 because of drought, failing infrastructure and a weak economy, U.N. aid officials said on Wednesday.

"An entire generation of children has been severely damaged by the food crisis in North Korea," World Food Programme (WFP) executive director Catherine Bertini said.

In a statement launching an inter-agency appeal to world governments, Bertini added that a huge relief operation in the Horn of Africa had averted a famine there but the crisis was far from over.

"Millions of people are still at risk and the next few months are critical for sustaining the recovery process," she said, adding that, even in a best-case scenario, the war-torn area would need one to 1.5 million tonnes of aid in 2001.

U.N. agencies including the Food and Agriculture Organisation (FAO) and the WFP are appealing for \$386 million for North Korea for 2001 compared to \$106 in 2000.

"The food security outlook for 2001 is actually worse than for this year," Pyongyang-based Oliver Lacey-Hall of the U.N. Office for the Coordination of Humanitarian Affairs told a news conference in Beijing earlier.

He said a joint FAO-WFP mission to North Korea last month reported that North Korea's rice crop was 31 percent lower in 2000 and maize output had fallen 235,000 tonnes from last year.

North Korea would need to import 1.87 million tonnes of cereal between November 2000 and October 2001 to cover the gap between what it has and what it needs to feed its 22 million people, U.N. officials said.

"Immediate emergency needs remain very significant -- not just for food, but also for essential health, water and sanitation, to name but a few," Bertini said.

A GREAT DISASTER

U.N. officials said drought at planting time this year and crop devastation from typhoons in August and September

could bring famine back to vulnerable parts of the country.

A U.S. congressman, returning from a three-day visit to rural areas of North Korea, said on Wednesday the situation was far worse than most people believed.

"... I think when somebody writes this history, when we really know what happened in North Korea, this will be one of the great disasters in the last 50 years. I think it's that severe in this country," U.S. Representative Tony Hall, (Democrat-Ohio), told reporters in Seoul.

Hall, returning from his sixth visit to the North, believed famine conditions were worsening despite international food aid.

Dilawar Ali Khan, UNICEF representative for North Korea said that, while food aid was critically important, donors also needed to boost support for other U.N. programmes.

He cited data for 2000 which showed that, while donors had covered 9.5 percent of the funds the WFP requested, the FAO and the U.N. Development Programme (UNDP) had received only 5.7 percent of what they had sought.

Khan said North Korea had suffered crises in "food plus health plus water and environmental sanitation" with troubles in each area exacerbating those in the others.

"Until and unless we address these three issues in combination, the nutritional problems that the country is facing will not be addressed at the pace it needs to be," he said.

North Korea's severe electricity and fuel shortages had drastically reduced the ability of irrigation systems to cope with drought and lack of power reduced access to clean drinking water.

Khan said there was increasing hope that North Korea, which relies on international charities to help feed its people, could build upon its recent diplomatic breakthroughs with Western countries to forge trade ties to rescue its economy.

"Agricultural recovery is important, but economic recovery is essential," he said.

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