



World Food Programme

A Report from the Office of Evaluation

*Full Report of the Evaluation of DPRK EMOPs
5959.00 and 5959.01*

“Emergency Assistance to Vulnerable Groups”

20 March – 10 April 2000

Rome, September 2000

Ref. OEDE/2000/10



Acknowledgement

The evaluation team visited the Democratic People's Republic of Korea from 20 March to 10 April 2000. This document was prepared by Mr. Gilbert Landart on the basis of the mission's work in the field.

On behalf of the team, the author wishes to extend thanks to all those who facilitated the team's work in the field and in Headquarters.

Responsibility for the opinions expressed in this report rests solely with the authors. Publication of this document does not imply endorsement by WFP of the opinions expressed.

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Acronyms

AC	Agriculture Committee
AREP	Agricultural Recovery and Environmental Protection Programme
ARI	Acute Respiratory Infections
CAP	Consolidated Appeal Process
CCFMC	District/County Farm Management Committee
CMB	Cereal Milk Blend
CSB	Corn Soya Blend
DPRK	Democratic People's Republic of Korea
DSM	Dried Skimmed Milk
DTP	Diphtheria Tetanus Polio
EMOP	Emergency Operation
EU	European Union
FAO	Food and Agriculture Organisation
FDRC	Flood Damage Rehabilitation Commission
FFW	Food-for-Work
HEB	High Energy Biscuits
HEM	High Energy Milk
IFAD	International Fund for Agricultural Development
INGO	International Non-Governmental Organisation
MFA	Ministry of Food Administration
MICS	Multi-indicator Cluster Survey
OCHA	Office for the Coordination of Humanitarian Affairs
PDS	Public Distribution System
PPS	Probability proportional to Size
PREC	Provincial Rural Economy Committee
PRRO	Protracted Relief and Recovery Operation
RMB	Rice Milk Blend
SCF	Save the Children Fund
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
VGf	Vulnerable Group Feeding
WFP	World Food Programme



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Summary

Introduction

(i) A WFP evaluation mission visited the Democratic People's Republic of Korea (DPRK) from 21 March to 11 April 2000. The main purpose of the mission was to assess the achievements made under the Emergency Operations (EMOPs) 5959 and 5959/1 whose main objectives were: (i) to save lives by preventing the food shortages from developing into a famine situation; (ii) to maintain and/or improve the health/nutritional status of young children and other identified vulnerable groups; and (iii) to support agricultural recovery through food-for-work activities.

(ii) *The mission made field visits to North Pyongan, South Hamgyong, Pyongyang and Nampo Provinces. The mission received an excellent support from the Flood Damage Rehabilitation Commission (FDRC) at both central and decentralised levels (provinces and counties). All WFP staff was been extremely cooperative and assisted the mission in fulfilling its mandate.*

(iii) *Since 1995, DPRK has experienced a series of natural disasters that seriously affected the country's food security. After two successive years of floods in 1995 and 1996, in the summer of 1997 the country was affected by a severe drought and a destructive typhoon. As a result, production of rice and maize fell sharply. A combination of food shortages, increasing health problems and a crisis in the health services has resulted in a substantial increase in mortality. In 1998, a nutrition survey revealed that 16 percent of children suffered from acute malnutrition and 62 percent were affected by stunting (low height for age).*

(iv) *EMOP DPRK 5959 was approved in early 1998 targeting in particular young children and other vulnerable groups. One third of the commitment was intended for food-for-work activities, mainly related to rural infrastructure rehabilitation. The total commitment for EMOP 5959 was \$345.8 million for some 603,000 tons of commodities. This operation was subsequently expanded with the approval of EMOP DPRK 5959.01 in 1999. The total cost to WFP for this phase was \$260.3 million for a commitment of some 585,000 tons of commodities for one year starting in July 1999.*

Overall Assessment of the operations

(v) *WFP initiated vulnerable group feeding to compensate for DPRK's increasing problems to provide children's institutions with adequate food. In first targeting nurseries and kindergartens, the programme not only aimed to capture the most vulnerable, but also to ensure that the food reached intended beneficiaries because it is prepared and consumed on the spot. Targeting through institutions gradually expanded and at present includes nurseries, kindergartens, orphanages, hospitals, schools, pregnant and nursing women and the elderly. All together, vulnerable group feeding now includes nearly 6.4 million people.*

(vi) *In times of widespread food shortages, blanket targeting of selected institutions is effective in terms of maintaining or improving nutritional stability and, in the longer term, saving lives. The evaluation mission observed, however, that the efficiency of existing arrangements to reach the sick and malnourished - who are less likely to be able to attend designated institutions - could not be confirmed.*



(vii) WFP started food-for-work activities in DPRK in 1996. Since the beginning of WFP emergency operations in the country, a very substantial amount of resources - about 228,000 MT - has been utilised by WFP to undertake Food-for-Work (FFW) activities. The overall objectives of the FFW component are to address some of the root causes of vulnerability and food insecurity. Among the 15 various types of FFW activities undertaken, the most prominent ones are: (i) recovery and rehabilitation of disaster-affected protective and productive infrastructure, such as damaged sea dikes, destroyed irrigation and drainage systems, land re-zoning; (ii) prevention or reduction of vulnerability to future disasters such as excavation of silted river banks and canals for irrigation or afforestation since the recent floods are in part the result of vast deforestation and the subsequent siltation of the rivers. The Government of DPRK at all levels places a high priority on FFW projects. Food-for-work projects have improved in quality over time.

(viii) Since the start-up of operations in 1995, there have been significant changes in the way WFP and the Government have come to work together. With the international staff able to travel to more than three-quarters of the counties, geographical access is no longer as serious a problem as it was two years ago, but it is still a significant issue. Five residential sub-offices have been opened. Telephone communications have improved dramatically although there are still some problems. The number of field visits with family interviews has increased markedly.

(ix) There has been some improvement in the food situation since 1997. The condition of the population - estimated at around 22.5 million people - has clearly improved, as a result of large inputs of food aid and better harvests. However, agricultural production is insufficient to meet the minimal needs of the population, and a crucial food aid "safety net" is still needed to help preserve the health of vulnerable groups.

Recommendations

(x) The impact of the WFP emergency operations cannot be determined conclusively; assessments can only be circumstantial and anecdotal rather than indicator based. Evidently, the food situation has improved considerable and, given the volume of food provided by WFP, this is likely to be attributable to the WFP interventions. The nutrition survey system that has been introduced, if carried out regularly, would provide a rough indication of changes in nutritional status.

(xi) In 1999, an agreement was reached with the Government on specific geographical targeting in the northeast of the country. Since WFP is not in a position to respond to all the requests made for FFW projects, a similar prioritisation exercise based on vulnerability and technical criteria should be initiated. The mission has recommended that the relative vulnerability and rehabilitation needs of counties be established in close collaboration with the Government (FDRC) to set up the priority counties where FFW projects should be implemented.

(xii) In view of the importance of a framework approach to programming, using technical criteria to guide the identification and selection of projects, the mission recommended that the Project Review Committee be strengthened. Local technical expertise concerned should be present and, in order to gain coherence with the Agricultural Recovery and Environmental Protection (AREP) programme, a technician involved in AREP monitoring should be part of the Project Review Committee. FAO technical assistance (civil engineering, forestry, agronomy) foreseen under the forthcoming Protracted Relief and Recovery Operation (PRRO) should be utilised for all WFP/FDRC food-for-work projects.

(xiii) While considerable progress has been made in developing the monitoring systems, the evaluation mission recommended that: (i) as it moves into the sixth emergency operation phase, WFP



should clearly define its monitoring strategy for the medium term; (ii) WFP and FDRC should rationalise and radically simplify the existing complicated set of WFP monitoring checklists to enable Emergency Officers to more effectively monitor and provide programme support; and (iii) WFP should begin working with the Government to identify those DPRK monitoring systems which by agreement could replace those devised by WFP.

(xiv) There have now been five emergency EMOP phases since December 1995, and at the time of the mission (April 2000), the start of a pilot PRRO was overdue and a sixth EMOP phase was under preparation. The pilot PRRO incorporated the transition in DPRK to a greater emphasis on food-for-work activities. The mission recommended that this transition from relief to recovery-based activities should be substantially strengthened.

Generic Lessons Identified

(xv) For emergency food programmes, a simplified targeting with nutrition emphasis needs to be put in place at the beginning of the operations. Needs, feasibility and cost-effectiveness for local processing must receive special attention.

(xvi) Impact assessment should be undertaken using hard data whenever possible. Whether or not data is available, circumstantial and anecdotal evidence is also valuable. Geographical targeting based on vulnerability should be initiated as soon as possible in close collaboration with the Government.

(xvii) Rehabilitation activities within emergency operations should be integrated as much as possible with existing development programmes to benefit from strategic framework planning and technical assistance. For recovery and reduction of vulnerability, comprehensive approaches for the reconstruction of productive assets should be privileged. Collaboration with UN and NGO partners needs to be sought systematically to optimize WFP interventions.

(xviii) A monitoring strategy needs to be defined in close consultation with the Government to strengthen mutual understanding and should have a broad long-term view on programme development. The monitoring system should be operated jointly by WFP staff and local technicians.



1. BACKGROUND

A. Country Background

Physical features

The Democratic People's Republic of Korea (DPRK) covers 122,762 km² or about 55 percent of the Korean peninsula. In the north, the country borders on China, in the extreme northeast on Russia and in the south on South Korea. DPRK is intersected by three major rivers: the Amrok, the Tuman and the Taedong (on which the capital Pyongyang is located). Over 80 percent of the country is mountainous and, although there is little scope for agriculture, in recent years food shortages have spurred unsustainable annual cropping in marginal hill areas. Flat land used as irrigated rice paddies spreads mostly through the central western coastal areas. Much of the lower lying areas are also interspersed with untterraced uplands. The landscape is typically a mosaic of rice paddies and maize fields with lower hillsides devoted to permanent crops. Upper hills and mountains are mostly wooded but as much as a quarter of the non-agricultural hilly and mountainous land is bare.

Climate

Apart from limited arable land resources, a feature of agriculture in DPRK is its short growing season and harsh climate. During winter, the average temperature is -5.5°C and frost can be expected for four to six months. During the short rainy summers, temperatures average 24°C . Rainfall ranges between 600 mm and 1,400 mm per year, mostly falling in the period May to September. Although absolute rainfall is adequate for a variety of crops, its uneven distribution and unreliability makes irrigation necessary to mitigate the risk of crop failure and to achieve optimum yields. Temperatures also place major constraints on crop production. The short growing season and risk of early frosts require careful timing of critical operations, such as rice and maize transplanting and, where at all feasible, planting of winter cereals. Uncertain rainfall in spring can make growing rainfed crops difficult. Heavy rains in July and August can damage crops and increase erosion.

Population

The population in 1998 was estimated at 22.6 million with a growth rate of 1.3 percent. About two-thirds of the population is urban, one-third rural. Some 14 percent of the population lives in the capital. Urbanization appears to have decelerated since 1995. The active labour force is 11 million or about 50 percent of the population indicating a relatively low dependency ratio. Employment is distributed as follows (1993): industry (31%); construction and mining (4%); agriculture (37%); services and other (28%).

Recent history

The division of Korea into two states after 1945 left DPRK with a major part of the mineral wealth but with limited areas of agricultural land. Following the state philosophy of self-reliance (*juche*), DPRK is committed to an independent economy based on domestic raw materials, technology and management. The country's past development was characterized by



fast industrialization and high intensity of agriculture. The collapse of the former USSR in 1990 and economic liberalization in China and other transition economies have led to difficulties in DPRK's international relations, which are in part responsible for the ongoing economic decline. These changes have seriously lowered productivity and output in all sectors, including agriculture. Domestic production and imports of inputs such as fertilizers, pesticides, fuel and spare parts, as well as of raw materials for their production, fell sharply. Since 1995, DPRK has experienced a series of natural disasters that seriously affected agriculture and the rural sector. After two successive years of floods in 1995 and 1996, in the summer of 1997 the country was affected by a severe drought and a destructive typhoon, both of which extensively damaged crop production. These events compounded the country's food shortage which had progressively worsened since the break-up of the Soviet Union. As a result, production of rice and maize, the major food crops, fell sharply. According to the Agriculture Commission (AC), cereal production in 1990 stood at over 8 million tons. By 1994, it had declined to 7 million tons; thereafter, it dropped to 3.5 million tons in 1995, 2.5 million tons in 1996 and 2.6 million tons in 1997.¹ In addition, the setbacks of the three years of 1995-1997 also caused serious damage to rural infrastructure, including irrigation and drainage systems.

B. Economic Features

A governing principle of the economic organization of DPRK is socialist ownership of the means of production. Private property is derived only from socialist distribution, that is, from income and benefits granted by the state and society to individuals. To the extent that such property is a productive asset, the products of it also belong to the private individual. The state protects its own property and that of cooperative organizations and individuals. From historical experience, DPRK places heavy emphasis on economic self-reliance and food self-sufficiency (Juche philosophy). The country was almost entirely destroyed by the Korean War (1950-53). The economy achieved very high growth rates shortly after the war as it embarked during the mid to late 1950s on a programme of rapid industrialization, mainly in heavy industry. Industrial growth rates in the range of 30-40 percent per annum and above were achieved between 1954-60. In the 1960s, annual growth rates of around 13 percent were still attained in industry. Agriculture and consumer goods received more attention in the 1970s and the 1980s. A combination of internal and external shocks, including the world recession, accompanied by increased oil prices and falling prices for DPRK's raw material exports, lowered economic performance during that period. However, until 1990, overall, DPRK was successful in meeting people's basic needs and eliminating absolute poverty. From 1990, the economy suffered a slowdown and had difficulty meeting planning targets. With ageing industrial plants, little new investments, loss of most of its traditional trading partners, and economic sanctions from the Korean War still in place, the economy has been under severe strain, compounded by three years of natural disasters.

DPRK has a traditional vocation for mining and heavy industry. Industry still mainly includes iron, steel, chemicals, machine tool making and cement but increasingly also textiles, food processing and other light industry. Historically, the abundance of mineral resources and derived industries has been central to the economy. DPRK is rich in coal (70 million tons

¹ Agriculture Commission, DPRK.



output annually, 70-90 billion tons reserves), iron ore (8.5 million tons annually), lead, zinc, copper, gold, silver and various non-ferrous metals such as magnesite (the world's largest deposits), graphite, fluorite and pyrite.

Traditional exports include iron, steel, gold, lead, zinc, magnesite and barytes, textiles and fabrics, and cement. The country's principal imports are crude oil, wheat, chemicals, transport equipment, high-grade iron and steel products and advanced machinery. Trade with the former Soviet Union, China and other centrally planned economies (e.g. COMECON members) was instrumental for DPRK's past economic performance. It provided access to petroleum products, capital goods and technology and an assured market for exports. As prices were set by governments, unrelated to markets, trade was conducted on barter terms between national trade organizations operating through trade monopolies under which commodity exchange ratios were administratively decided.

Agriculture is a major contributor to GDP. Because of difficulties with valuation of inputs, outputs and currency, the precise shares of different sectors are difficult to gauge. It appears, however, that in 1992 agriculture contributed 37 percent of the national economy, valued at US\$22 billion. As agriculture may have declined by about 50 percent, from US\$8 billion to US\$4 billion between 1992 and 1996, its share in the national economy, presently estimated at around US\$10.6 billion, could still be close to 40 percent. Other estimates indicate agriculture's contribution at not more than 20 percent of GDP.

Whatever its share in the economy, agriculture is given high policy priority in DPRK. In the Third Seven-Year Plan (1987-93), an annual growth rate for agricultural output of 7.9 percent was envisaged, though not achieved. For the subsequent three-year transitional period (after the death of the country's founding father), for which no development plan exists, the Government renewed its policy priority to agriculture. The outstanding objective in the agricultural sector remains self-sufficiency in food with special emphasis on rice and maize.

C. Agriculture

Land use

Arable land in DPRK is limited by topography. Approximately 80 percent of the country is mountainous and 20 percent flat. The main land use systems comprise: i) annual cropland; ii) perennial cropland; iii) permanent meadows and pastures; iv) forests and woodlands. About 1.85 million ha of land are used for agriculture, of which 300,000 ha are under permanent crops (fruit, mulberries), 600,000 ha are used for paddy, 650,000 ha for maize and 200,000 ha for vegetables; and of the remaining area, 50,000 ha are under wheat, buckwheat and barley, and 40,000 ha under potatoes. The shortage of arable land and the policy of foodgrain self-sufficiency have led the country to adopt high intensity agriculture. However, soils are poor (pH 5-7, organic matter 0.5 percent) and the risk of erosion in uplands is high. The area under the two main cereals covers over 80 percent of the arable land compared with 60-65 percent in neighbouring countries.

The winters are harsh and the growing season is short. Soils are poor and the risk of erosion in the uplands is high. Food grains, rice and maize, are the principal staples. Traditionally, cereal



crop yields have been high but obtained by an exceptionally intensive chemical fertilizer application. Scarcity of inputs, soil exhaustion, and the spreading of pests and diseases have reduced yields to about half of the former average. In efforts to cope with food shortages, the population has adopted practices that impact negatively on long-term food security, such as cultivation on sloping hills. Large-scale harvesting of forests for household energy needs is a major concern.

All flat or terraced land is irrigated for paddy. Sloping land below 16° is generally planted to maize and other field crops; land above 16° is planted to mulberry and fruit trees. Hilltops are forested. Housing and other buildings in the rural areas should be constructed, whenever possible, on the least productive uplands. Each rural household is entitled to a plot of up to 100 m² for its own use which is intensively cultivated with beans, potatoes, salad and maize and often also supports small livestock.

Crop Performance - Input supply

The limited potential for area expansion and climatic constraints have favoured intensification through irrigation, mechanisation, chemical inputs and electricity. However, after the 1995/96 floods, a number of irrigation structures were damaged and there has been a decline in the provision of other services to agriculture. Fertilizer consumption has fallen as imports of petroleum products and of fertilizer have declined. Much farm machinery remains idle due to obsolescence, lack of fuel and spare parts. Electricity supply for various farm operations has declined due to a fall in generating capacity. The combined effect has been strongly reduced productivity, as agriculture has become more dependent on manual labour, animal traction and organic fertilizers.

The country has three fertilizer (ammonium sulphate) plants: at Namhung in the southwest and at Hungnam and Aoji in the east/northeast. At full capacity, 400,000 tons of nitrogen nutrient could be produced, that is, self-sufficiency in N fertilizer. In 1997, around 150,000 tons of urea were distributed of which less than 50 percent was domestically produced. It is estimated that 75 kg/ha of nitrogen nutrients were applied to rice and maize in 1997 against a recommended rate of 150 kg/ha. P and K fertilizer were not applied at all in 1996 and 1997. Substantial investment in plant rehabilitation would be needed to restore the nitrogenous fertilizer factories to their design capacity.

Forestry and natural resources

The hill and mountain areas of DPRK cover 80 percent of the country or over 10 million ha. The multiple functions of these areas must be integrated into an agricultural and natural resources management strategy. Pertinent issues include: maintenance of mixed forest despite growing economic pressures for mono-culture of fast growing, often exotic, species; watershed management to allow irrigation and flood protection; sustainable agroforestry for food security; pasture development in suitable hill areas for the restoration and expansion of the ruminant herd.

Cereal production



Foodgrains, rice and maize, are the principal staples and are foremost in the Government food security strategy. Traditionally, cereal crop yields in DPRK have been impressively high. Pre-crisis yields in the mid-1980s were 5.6 tons/ha for paddy and 4.1 tons/ha for maize on a national average, with peaks up to 8-10 tons/ha under field conditions. This was achieved by exceptionally high, possibly uneconomic, chemical fertilizer application. Since, the combined effects of soil exhaustion, the spreading of pests and diseases and the scarcity of inputs as well as the natural calamities in the years 1995-97 have reduced yields to about half the former average.

Paddy is grown in lowlands under normal flooded basin irrigation, maize in uplands with partial furrow or sprinkler irrigation. Paddy varieties are open pollinated, maize varieties are hybrids (3-way crosses) up to 600 meters altitude, above which open pollinated varieties are used. Both cereals are transplanted as relatively tall seedlings to make best use of the short cropping season.

The most serious sustainability problem of agriculture in DPRK is mono-cropping. Some 87 percent of arable land is devoted to cereals (60-65 percent in neighbouring countries) and 95 percent of cereals are of two types, paddy and maize, both with a restricted number of varieties from a narrow genetic base. The absence of crop rotation, together with lack of organic matter in the soil, unbalanced chemical fertilizer use (due to foreign currency shortages only N, no P or K fertilizers have been distributed in recent years), shortage of organic manure and lack of renewal of cereal varieties have led to build-up of pests and diseases, exhausted soil fertility and destroyed soil structure.

To increase foodgrain production in the face of current shortages, the Government is engaged in an ambitious double cropping programme. Double cropping, so far, has mainly involved the planting of spring barley followed by a main crop of maize and paddy. The aim was to achieve an extra foodgrain crop in June, before the main harvest in October/November and, in this manner, improve food security. The Double-Cropping Programme, which was initiated by FAO/UNDP, has significantly increased food production. FAO also supported additional agricultural production through a winter crop/double cropping programme with \$2.5 million in fertilizer and seeds. Overall, about 241,000 tons of additional food was produced in 1999.

Sector institutions and management

At the national level, the agriculture sector is directed by the Agriculture Commission (AC). The AC is in charge of planning, management and technical guidance of production and is composed of 20 departments. At the provincial and county levels, the AC is represented by the Provincial Rural Economy Committee (PREC). The PREC is directly responsible for the production and management of state farms and supervises agricultural production of cooperatives through District/County Farm Management Committees (CCFMC). DPRK has over 200 districts/counties where CCFMC are entrusted with production planning and management of cooperative farms.

Agriculture, like other sectors in DPRK, is part of the command economy that was common in the former eastern bloc to which DPRK was economically and politically closely linked. The main features of sector management are: central planning; mandatory production targets



handed down from the central Government through provincial and country Management Committees to cooperative farms; administered prices for inputs and produce; socialist (collective) property of land and productive assets; state monopoly of procurement and input supply; and a culture of thinking in terms of physical rather than financial or economic performance.

The main productive unit is the cooperative farm. The cooperative farms are distributed throughout the country over 180 counties and 12 provinces. At each level (central, provincial, county, cooperative) of the agricultural planning system, there is a Management Committee composed of management and technical specialists in different disciplines. A typical county encloses some 20 cooperative farms. Each farm has a size of 500-1000 ha. A cooperative farm comprises typically the land of 10 to 20 hamlets or villages, each of which constitutes a work team responsible for a particular type of activity. Normally, a cooperative farm has 10 to 20 work teams of which about two thirds are concerned with cereal production and the others with other activities including vegetables, livestock, orchards and machinery maintenance.

The Agricultural Recovery and Environmental Protection Programme (AREP) was formulated by UNDP/FAO in order to build a bridge to fill the gaps between humanitarian emergency assistance with direct food aid and development assistance through recovery activities. There is close collaboration with WFP, which provides complementary food-for-work, and with IFAD which has funded a successful micro-credit programme. In the political dimension, the overall AREP strategy is to support and encourage the newly opened contacts and dialogue between the Government and the international community. Unfortunately, the AREP Action Plan did not receive the required donor contributions and so its impact was much less than it might have been with full donor support.

D. The operations as designed

Flooding in mid-1995 in three provinces of the Democratic People's Republic of Korea (DPRK) displaced 500,000 people and affected over five million. The floods followed five years of decline in agricultural production, due in large part to the collapse of concessional trade relations with the former USSR and with China, and turned a food deficit situation into a humanitarian crisis. Additional floods in 1996 and a drought in the summer of 1997 exacerbated the crisis.

A series of FAO/WFP crop and food assessment missions, undertaken since 1995, have confirmed that the combination of natural disasters and chronic economic difficulties in DPR Korea has seriously compromised national food security. The Government has had insufficient food to distribute through its Public Distribution System (PDS). While large amounts of food aid and general humanitarian assistance have been delivered, the low level of commercial food imports and the limited agricultural output mean that there is an increasing concern for the nutritional stability of the whole population and in particular vulnerable groups. A joint UNICEF/WFP/EU nutrition survey carried out in collaboration with the Government in September 1998 also concluded that there was a serious malnutrition situation in the country. WFP responded to the 1995-1997 crisis with Emergency Operation (EMOP) DPRK 7510, including two expansions. The commitment totalled \$208.3 million with some 494,300 tons of commodities.



In early 1998, the WFP Executive Director and the Director-General of FAO jointly approved a significantly expanded operation (DPRK 5959), targeting in particular young children and other vulnerable groups. One third of the commitment was intended for food-for-work activities, mainly related to rural infrastructure rehabilitation. The operation was for 12 months, from April 1998 to March 1999 but was later on extended in time until end June 1999. The original request covered the entire country but was subsequently revised downwards to reflect the fact that some regions were not accessible to WFP monitoring staff. The total commitment for EMOP 5959 was \$345.8 million for a total of 602,972 tons, after the above mentioned scale-back. According to the WFP resourcing update of 24 February 2000, contributions of 730,157 tons of commodities had by then been confirmed.

This operation was subsequently expanded with the approval of EMOP DPRK 5959.01 in 1999. The total cost to WFP for this phase was \$260.3 million for a commitment of some 585,000 tons of commodities. The duration was one year, from July 1999 to June 2000. As of 24 February 2000, contributions of about 400,400 tons had been confirmed. A further expansion of this emergency operation is under consideration. If extended until 31 December 2000, the WFP emergency operations would be fully harmonized with the cycle of the Consolidated Appeal Process (CAP).

A protracted relief and recovery operation, DPRK 6157, was approved by the Executive Board in October 1999. The total cost to WFP is \$33.6 million. The commodity basket comprises only cereals (92,000 tons). The duration of the operation is two years with January 2000 as the planned starting date. However, there have been delays with regard to the signing of the Letter of Understanding. It is for the moment not possible to say with any certainty when activities under the Protracted Relief and Recovery Operation (PRRO) will start. Confirmed contributions as of 24 February 2000 are reported at 30,400 tons, i.e. one third of the request.



Overview of the Emergency Operations

EMOP	Duration	Title	Food Cost (US\$)	Total Cost (US\$)	Tons Appeal/Delivered (%)
5710	10/95-03/96	Emergency Food Assistance for Flood Victims	6,648,000	8,848,860	87
5710.01	06/96-03/97	Emergency Food Assistance for Flood Victims and Children under Five	20,127,500	25,905,664	102
5710.02	04/97-03/98	Emergency Food Assistance following Floods	104,812,601	141,495,020	146
5959	04/98-03/99	Emergency Assistance for Vulnerable Groups	262,931,880	378,208,543	91
5959.01	07/99-06/00	Emergency Assistance for Vulnerable Groups	165,391,980	260,342,389	

E. Objective of WFP assistance

The overall objective of the WFP assistance is to prevent the present food shortage from developing into a famine situation. More specifically, the intention is to: maintain and/or improve the health/nutritional status of children, expecting women, nursing mothers, handicapped people and hospital patients; and support agricultural rehabilitation and reconstruction through food-for-work activities.

The following population groups receive food assistance under this operation:

- all children under 5 years of age in nurseries, numbering about 1.8 million, will receive full rations;
- all children aged 5 and 6 years in kindergartens, numbering about 800,000, will also receive full rations;
- all 1.6 million primary school children 7 to 10 years of age and 0.8 million secondary school children aged 11 and 12 years will receive a daily snack;
- orphans, up to 17 years of age, numbering 10,000 and living in children's centres, will receive full rations;
- some 10,000 physically/mentally handicapped people cared for in institutions will receive full rations;

Hospitalized patients will receive full rations. Based on available information, it is assumed that about 30,000 hospital beds are available. Assuming an average stay of three weeks, the number of patients receiving WFP rations during a year will be around 500,000.



Food-for-work activities have been included in the DPR Korea emergency assistance. Such activities are intended to provide employment mainly for peri-urban and rural non-agricultural workers in under-utilised industrial sectors.

F. Purpose and Scope of the Evaluation

The purpose of the evaluation was to examine the achievements against the objectives of EMOPs 5959/5959.01 as described in Section E above. The key issues to be examined by the mission were the following:

Food security situation of the country through a review of food balance estimates, available data on domestic production and annual imports – commercial and in the form of food aid. The Mission will also review data/estimates of food available to the population through the Public Distribution System, directly in connection with the harvest for collective farm workers, and through alternative mechanisms;

Needs assessments through an appraisal of the validity and usefulness of needs estimates in the form of regular FAO/WFP food and crop assessments and similar exercises by the Government and other players;

Nutrition by reviewing and assessing available information on the nutritional status of the population, including two surveys supported by WFP in 1997 and 1998. The Mission will also analyze the adequacy of WFP food rations with regard to the stated objectives of saving lives and maintaining nutritional stability;

Targeting through an assessment of the efficiency and effectiveness of the criteria used for the selection of beneficiaries;

Coordination by assessing the effectiveness of the cooperation mechanisms between the various partners involved (WFP, other UN agencies, the Government, NGOs, donors). The Mission will also review the use of the Consolidated Appeal Process (CAP) and the role of the Office for the Coordination of Humanitarian Affairs (OCHA);

Monitoring by examining the effectiveness of the monitoring and reporting procedures established for this operation. This will take into consideration any limitations that the environment may impose on monitoring abilities, particularly in terms of representative sampling, information collection, accuracy of counterpart reporting and the reliance on Government appointed translators and guides. The mission will in this context examine and evaluate WFP progress in improving its ability to identify and address beneficiary vulnerability, food aid tracking and food aid impact. Issues to be covered will include, but not be limited to, WFP access in geographic and information terms, staffing levels and expertise; cooperation and collaboration with national counterparts at national, provincial and county levels; data collection, collation and reporting formats; and mechanisms for follow up with counterparts at national level.

Logistics by analyzing a number of related items: arrangements for receipt of commodities arriving by sea or by rail; inland transport, storage, handling and distribution; experiences of



the consignment note system in use, progress on plans to establish logistical support offices on the Chinese border; *pipeline management* from a review of Bureau and Country Office records on receipts and movement of food to the various distribution points;

Relationship between WFP and the Government and efficiency of counterpart structures by examining existing arrangements between WFP and the Flood Damage Rehabilitation Commission (FDRC), the Ministries of Food Administration, Foreign Affairs, Public Health, Education and the Agricultural Commission;

Working conditions for staff assigned to the WFP Country Office and sub-offices, including a description of existing arrangements within WFP and with counterparts, assessment of workloads and the impact on staff morale and performance of any detrimental factors;

Appropriateness of undertaken food-for-work activities in relation to the stated objective of supporting agricultural recovery. In this connection, the mission will also assess the extent of possible quality changes in the food-for-work activities during the two years of assistance under EMOPs 5959/5959.01. The extent to which environmental concerns have been addressed will also be examined;

Provision of essential non-food items to supplement the WFP food aid by the Government, other UN agencies, NGOs and by WFP itself. In this connection the Mission will look also at the experience gained from some new WFP initiatives, like local processing of blended foods from imported raw materials operational since late 1998), biscuit manufacturing (since early 1999) and the establishment of noodle plants;

Gender by an assessment of the impact the EMOPs 5959/5959.01 have had on the situation of women. The mission will in this context look at the role played by women in the WFP operation, as beneficiaries but also as participants in the management and distribution of the food. The mission may in this context refer to Dr. Hazel Smith's gender report of December 1999, prepared for the WFP Country Office in DPR Korea.

2. ASSESSMENT OF THE RATIONALE FOR WFP INTERVENTION

A. Food Security Situation

The food security situation in DPR Korea remains highly precarious. Food deficits are no longer the result of emergency circumstances. Lack of foreign currency to purchase food, agricultural inputs and raw materials for domestic processing as well as deferred maintenance, obsolescence and power shortages have rendered most of the agricultural machinery and some irrigation equipment non-operational. The cereal supply/demand balance over the past five years, based on annual FAO/WFP crop and food supply assessment missions undertaken since 1995, shows that DPRK has a substantial food gap with an yearly average shortfall (uncovered import requirements) of about 1.2 million tons.

During the period 1995-1999, the difference between the estimated cereal deficit and food aid was never covered by commercial imports. At the height of the crisis in 1996/97, taking into



account actual food aid, net domestic production and reported imports, the estimated cereal availability per person was around 25 percent below requirements. Agricultural production during the last two years has slightly increased but it appears that DPR Korea has entered an era of relatively low-input low output agriculture. Food aid remains an essential requirement for the country's food security as the Government's capacity to import commercially remains extremely limited.

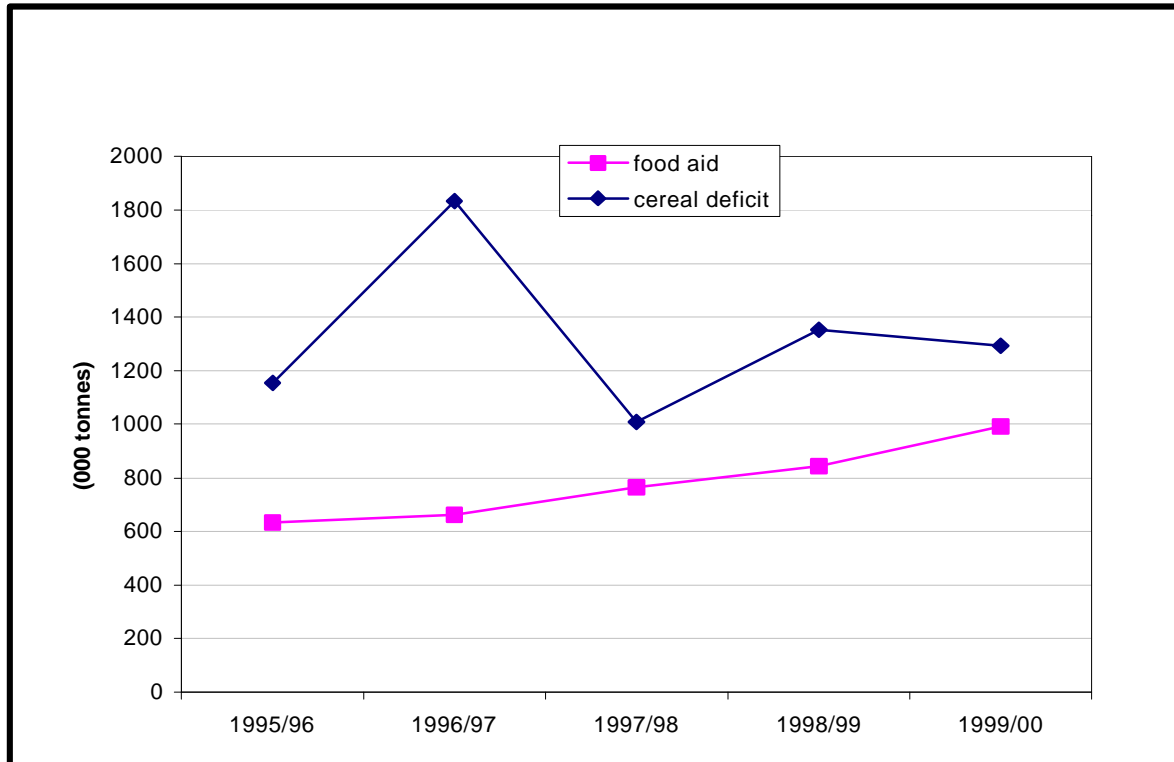
Cereal Supply/Demand Balance 1995-2000 ('000 tons)

	1995/96	1996/97	1997/98	1998/99	1999/2000
Total Availability	4,077	2,995	2,663	3,481	3,472
Production	4,077	2,837	2,663	3,48	3,472
Stock draw-down		158			
Total Utilisation	5,988	5,359	4,614	4,835	4,765
Food Use	3,688	3,798	3,874	3,925	3,814
Feed Use	1,400	600	300	300	300
Other uses, seed and post harvest loses	900	645	440	610	651
Closing stocks		316			
Import Requirement	1,911	2,364	1,951	1,354	1,293
Commercial imports	700	500	700	300	300
Uncovered import requirement	1,211	1,864	1,251	1,054	993

Source: Compiled from Special Reports of FAO/WFP Crop and Food Assessment missions to DPRK



Chart 1: Food Aid Compared to the total Estimated Cereal Deficit 1995-1999



Source: FAO/WFP Crop and Food Supply Assessment Mission to DPRK. Special Report. November 1999.

B. Food Consumption Pattern

The traditional DPR Korea menu consists of a substantial amount of fruit and vegetables. Normally this provides approximately one third of the daily energy intake. Cabbage/kimchi, potatoes and other root crops (sweet potatoes) and cereals (rice and maize) account for approximately 50 percent of the energy. The remainder consists of pulses, in particular soybean products, fish, meat and other animal products, and dairy products. Dairy products are generally consumed by groups with specific nutritional needs, particularly young children. If this menu is consumed in sufficient quantities to meet energy requirements, it is also adequate in terms of protein and most micronutrients for the majority of the population.

In principle, cereals including rice and maize are distributed through the Public Distribution System (PDS) to the non-farming population (about 63 percent) at heavily subsidised prices. PDS allocation of cereals was based on energy needs on the one hand, with quantities depending on age, gender, and labour intensity, and special entitlements on the other hand. Due to cereal shortages, the system has been simplified and decentralised from central to county level. Quantities have been reduced from a maximum of approximately 600 grams per person per day throughout the year to between 150 and 350. In some counties, no allocation is given during the lean season. Potatoes have recently been included in the PDS. In addition cereal-based products such as complementary foods for infants manufactured by the children's



food processing factories are also sold through the PDS. Parents can obtain such products at subsidised prices with a voucher from a health facility. Cabbage for winter kimchi is distributed through a system similar to but not part of the PDS. Instead of families going to the PDS store, trucks full of cabbage go to each neighbourhood where every family regardless of the number of persons receives a similar quantity.

Fresh foods such as vegetables, roots, fruit and others, as well as condiments including salt and soy-paste, are sold in (Dong/Ri) shops, where only those belonging to that particular neighbourhood can buy. With a voucher from a health facility, women on maternity leave (2 months before and three months after delivery) have priority access to fresh fruit and vegetables sold at the Dong shop for the duration of the maternity leave. This system still exists but its purpose has been defeated with neighbourhood shops virtually empty during most of the year.

Traditionally, farming communities were not provided for through the PDS but, instead, received part of the harvest in kind while the surplus went to the State. The amounts retained were sufficient to provide institutions (nurseries, kindergartens and schools) in farming areas with food as well. Food provided by agricultural communities apparently included locally processed (dried and ground) vegetables and/or fish which, as a powder, is mixed with rice flakes into a food for young children, similar to the industrially processed one.

All neighbourhoods, Ris and Dongs alike, have small processing facilities where grains can be milled and processed into noodles and, as reported by beneficiary households and institutions, peas can be converted into curd. Although these depend on electricity (as do nearly all processing facilities in the DPRK), operating capacity is, and presumably has been throughout, sufficient to cater for households' needs to process cereals (maize, rice or wheat) and pulses into ready to cook commodities that require relatively little cooking time.

The Government's official policy is now to encourage households to grow their own vegetables (and some cereals and pulses). To this end, plots for kitchen gardening, the equivalent of about 100 square metres, have been allocated wherever land is available in all rural areas and the outskirts of cities. Food is grown everywhere, including in many greenhouses in and outside towns. Other coping mechanisms include (increasingly) buying from farmers markets, raising animals (pigs, goats, chickens and rabbits) at household level², gathering wild foods and the production of alternative foods. Alternative foods - reportedly produced by mixing cereals with edible bulbs, grasses, stalks, etc., and processing it into bars or noodles - are essentially stomach fillers with limited nutritional value. By contrast, wild foods, such as acorns, chestnuts, brackens, mushrooms, roots, weeds, seaweed, algae and fish, add taste and are quite nutritious as well.

Also, the majority of nurseries, kindergartens and orphanages have kitchen gardens where they grow vegetables (spinach, cabbage, sweet potatoes) and maize inter-cropped with beans, while some also have fruit trees. Mushrooms are cultivated in practically every cellar. Many institutions keep goats for milk, pigs, rabbits and/or chickens. In addition, parents contribute in kind (or through vouchers) eggs, milk, rice and, in rural areas, other commodities such as

² The latter is also frequently practiced in cities as is evident from the ubiquitous noise of awakening animals at dawn, even in the middle of Pyongyang.



coal. Lastly, there is (some) direct provision by the children's food processing factories of special food commodities for children, at least as observed by the mission in Pyongyang and confirmed by the factory. Reportedly, these factories, of which there is one in each province, previously provided some 10 percent of the nurseries' food requirements directly.

According to a Multi-indicator Cluster Survey (MICS), in September 1998 during the last 24 hours preceding the date of the household visit, the main items given to children were vegetables and staples. Foods consumed included vegetables like pumpkins, sweet potatoes, cabbage and kimchi, fruit, bean curd ("tofu"), beans and chestnuts in combination with rice and noodles (from maize), and fish. Children ate on average 3.5 meals per day. In March 2000, the food intake of interviewed beneficiaries and hospital attendants consisted mainly of vegetables and staples as well, although the type of vegetables was slightly different (cabbage/kimchi, spinach, cucumber, potatoes and mushrooms). Alternative foods according to WFP monitors were still produced and distributed but on a limited scale.

C. Nutritional Aspects

In 1997, a nutritional study was carried out among nearly 4,000 children in selected nurseries and kindergartens by a team led by WFP, with the participation of FAO, UNICEF and Save the Children Fund (SCF) UK in collaboration with national authorities. The study provided the first quantitative data confirming what had become increasingly evident to observers, that a substantial percentage of children were malnourished. Among children below seven years of age who were attending the institutions on the day of data collection, global acute malnutrition (wasting) was 16.4 percent (and nearly 18 percent among under fives). Children aged between 6 and 24 months suffered nearly twice as much from acute malnutrition as older children. Also, nearly 40 percent of the children were stunted, that is short for their age as a result of chronic malnutrition. Shifts in the distribution curves of both wasting and stunting indicated that the nutritional status of nearly all children was below international standards. This suggests that most children suffered from food shortages (acute malnutrition) and other factors contributing to malnutrition including lack of micronutrients, poor health and/or insufficient care.

A strong point of the study was its attempt to analyse underlying factors of malnutrition, in line with international recommendations of good practice. In comparing malnourished children with a control group, malnourished children were significantly more likely to have been recently hospitalised, to suffer from diarrhoea, skin disease or acute respiratory problems (ARI), to have only one parent, a sick mother or to be cared for at home by someone other than their mother.

As mentioned in the report, an important limitation of the survey was that the sample was not a random representative one. First, the survey was carried out in selected institutions instead of randomly selected ones; second, only children attending were measured, with attendance rates varying from 21 to 100 percent, and third, registration of children in nurseries (60 percent of the sample) is voluntary and the proportion of children not registered unknown. Data was thus neither representative for the country or age group as a whole nor for children in nurseries and kindergartens in general.



In 1998, a random sample nutrition survey was conducted jointly by UNICEF/WFP/EU and the Government. The survey carried out in all 130 accessible counties (representing 61 percent of all counties) and covering 71 percent of the population measured a total of 1,800 children aged 6 months to seven year from randomly chosen households. Overall prevalence of global acute malnutrition was 15.6 percent among children age seven years or below (and 18.8 percent among under fives). Again, in line with results from the vast majority of random and less random representative surveys, acute malnutrition among children aged 6 to 24 months was nearly twice as high (26.7 percent) as among older children. Uncharacteristically, boys were nearly twice as much likely to be wasted as girls. The prevalence of stunting was over 60 percent. Skewed distribution curves of both wasting and stunting as compared to international standards indicated that nearly all children had suffered or were still suffering from malnutrition.

The survey was carried out using a standard statistical methodology, a strong point in convincing anyone about the validity of the data and seriousness of the situation. Upon closer scrutiny, the survey was, however, not free of selection bias, because although randomised at all stages, the use of probability proportional to size (PPS) ensuring that all children had an equal chance of being chosen was only successful at the first stage, that is, in the selection of counties. In the selection of Ris (rural communities) or Dongs (urban communities), PPS was used assuming about 1500 households in every Dong and 1000 in every Ri. Survey findings indicated, however, that the average number of households per Ri was only 811 (ranging from 210 to nearly 7,000), whereas the mean number of households per Dong was 1974 (varying from 910 to 10,277). As a result, the sample was substantially biased towards rural areas, with children in rural areas having 60 percent more chance to be included than urban children were. Because no attempt was made to compare findings with those from a parallel analysis using the coverage rate³, chances that results are not representative cannot be ruled out.

Another weak point was that the agencies involved did not seize the opportunity to unite under UNICEF's global approach to gather relevant baseline data by means of a Multi-indicator Cluster Survey (MICS). As a result, the nutrition survey and the MICS were and are to date perceived as different surveys. In fact, the 1998 nutrition survey included the collection and analysis of anthropometric data in combination with a few demographic data. All of these are also routinely collected in a MICS. This impression was further re-enforced by separate publications of findings regarding the nutrition status and other data. Moreover, an opportunity was lost to further increase credibility and build mutual confidence within the humanitarian community as well as with DPRK counterparts by the separate publication of survey results in and outside the DPRK⁴, the latter prematurely.

Although UNICEF initially planned to merge anthropometric data with other data from the MICS for further analysis, this analysis has yet to materialise. Nevertheless, findings from the MICS suggest that health and care factors - including best practice - might well be (important) underlying causes of malnutrition.

³ Although UNICEF's MICS report refers to the creation of such a new variable and of the implication of the difference between the assumption and findings, no further explanation is given.

⁴ Moreover, results of the survey differ in publications in Europe and DPRK regarding among other sample size (1,800 versus 3,600), number of teams participating (14 and 18 respectively) and stunting (64,7% as compared to 63,2%).



The MICS findings indicated that over 20 percent of children had suffered from diarrhoea during the last two weeks prior to the survey, and some 16 percent from ARI. In addition, nearly one third of the under 7 years was anaemic, but there were no cases of severe anaemia. Mean haemoglobin values were on average sufficient, but only marginally above the cut-off level. Iodine deficiency disorders were found in slightly over 5 percent of female and 3 percent of male children, while children aged five and above were nearly three times as likely to have visible goitre as children up to 60 months. As is common elsewhere, goitre was geographically localised.

Less than 40 percent of the children were vaccinated against measles and DTP3 (Diphtheria Tetanus Polio). Although no accurate information is/was available on the consequences of this low coverage, global data indicate that polio, tetanus, TB and measles will resurface under such circumstances and negatively impact the health and nutritional status of young children.

Although, women had regular and frequent access to antenatal care, this did not result in desired effects in terms of good health of mother and child. Over one third of the pregnant women in the sample suffered from anaemia and one severely. In addition, the number of new-borns having a low birth weight was 9 percent, but if babies with a birth weight of 2.5 kg were included, this figure rose to 23 percent. The MICS attributed this to poor quality of services; limited familiarity on the part of health providers with the use of modern drugs and treatment, especially referral; and lack of routine vaccination and micronutrient supplementation.

Nearly all (over 99 percent) of children were breastfed, starting on average four hours after delivery. The duration was significantly longer in rural areas. Mothers of children less than two years of age who had stopped breastfeeding did so when children were, on average, 9 months of age. In the majority of cases, complementary food was introduced when infants were 7.5 months old, but 13 percent of children under 6 months also received such food. Quantity and diversity of complementary food were found inadequate, having a low energy density that was inadequate to meet dietary needs⁵. When infants suffered from diarrhoea, more than half of the mothers stopped or reduced feeding, and nearly one third failed to give additional fluids.

Low birth weight in combination with lack of appropriate breastfeeding practices such as starting breastfeeding immediately after delivery, exclusive breastfeeding, timely introduction of appropriate complementary food and adequate coping during illness of infants could be identified as possible (and probable) contributing causes of under two malnutrition. The MICS data shed no light on a possible explanation for the significantly higher prevalence of malnutrition among boys than girls found in the 1998 nutrition survey. WFP could consider requesting UNICEF to pay special attention to this phenomenon when anthropometric and MICS data are further analysed.

In summary, although the nutrition study of 1997 had its limitations - it was neither random nor representative - the outcome strongly supported WFP's commitment to further increase

⁵ Own observations and MICS findings indicate, however, that limited access and/or availability of food neither at present nor in 1998 would have been a decisive factor for inappropriate complementary feeding of infants.



food assistance as well as to continue its focus on children in institutions. The results of the 1998 nutritional assessment indicated a level of malnutrition justifying blanket supplementary feeding of the most nutritionally at-risk, children under five years of age and pregnant and nursing women (pregnant and nursing women), thus confirming the rationale in WFP's inclusion of the latter group in EMOP 5909.

In 1998, by limiting the nutrition survey to the collection of anthropometric data, an opportunity was lost to build on the 1997 approach and findings in order to better understand the underlying causes of malnutrition, further improve targeting and programming of humanitarian assistance and - in follow-up surveys - measure impact. To this aim, it is evident that the humanitarian community should continue to pursue ways to institutionalise regular (annual) nutrition assessments with international participation using a globally accepted, statistically and scientifically sound methodology.

3. ASSESSMENT OF THE OPERATIONS

A. Vulnerable Group Feeding

Children's Institutions

In 1996, WFP initiated vulnerable group feeding to compensate for DPR Korea's increasing problems to provide children's institutions with adequate food. In targeting nurseries and kindergartens, the programme aimed to capture the most vulnerable and, at the same time, ensure that the food reached the intended beneficiaries through on-the spot feeding.

In 1997, orphanages were included as well. "Orphanages" include baby homes for children under five, orphanages for children of kindergarten age, and boarding schools for schoolchildren. Strictly speaking, the vast majority of children attending these institutions are not orphans, although some miss one parent, but rather children whose parents cannot – temporarily – care for them. In total, 34 orphanages are covered, more or less one of each type in every province.

The caseload initially consisted of 1.8 million under fives in nurseries and 0.8 million children in kindergartens, but has been adjusted, based on attendance rates in institutions and numbers of under fives found during the nutrition survey. At present, the programme serves 1.3 million children in nurseries and 625,000 in kindergarten. In addition, some 7,000 children in orphanages are covered.

Attendance rates in nurseries and kindergartens, which were reportedly at around 50 percent before WFP food aid, increased to some 70 percent in 1996 and stabilised at some 80 percent from 1997 onwards⁶. Children under two are under-represented, with children aged three, four

⁶ An INGO, however, reported persistent low attendance of 50 percent in 1998 and 1999. Lists with the names of all nurseries and kindergartens plus the number of children registered as requested by the humanitarian community have as of yet to be provided by the authorities.



and five, present for part of the year only, accounting for more than 70 percent of the attendants.

Rations for children evolved from a supplement of 150 grams of Corn Soya Blend (CSB) in 1996 (providing about 40 percent of the energy requirements and 100 percent of most micro-nutrients) to enhanced rations, under EMOP 5710.02, meeting some 80 percent of energy needs. Under EMOP 5959, the food basket was further adjusted, taking into account the different nutritional requirements of the three groups and increasing quantities to provide 100 percent of energy needs. The ration is presently the same.

Hospital Feeding

Hospital feeding started in 1997 initially aimed at 1 million hospital patients a year, for ten days on average. This translates to about 28,000 at any given time. Assistance was targeted to hospitals that were adequately staffed and had access to other essential inputs such as medicines, medical materials and other necessary resources such as heating, water and electricity. Since then, the caseload has substantially increased through inclusion of more hospitals. Although in EMOP 5959, 30,000 patients at any given time were planned for, the actual number was 128,000. Under EMOP 5959.01, in order to cover hospitals at all levels including Ri level, the planned caseload of 120,000 was augmented to nearly 200,000. Recently, the caseload has been revised to 138,000.

Previously, because hospital admittance cannot be planned and people were in principle provided with food through the centrally planned and controlled PDS, food was in general not provided to hospitals. As observed by the mission, cooking facilities in hospitals often appear insufficient in terms of volume and ability to cater for in-patients on an institutional basis (but can be used to cook food brought by staff and/or some patients). This is in line with field information from WFP monitors indicating that in a substantial number of hospitals there is no or little evidence of food preparation or consumption covering all the stated patients. NGOs assisting hospitals with non-food items have reported similar findings. Rations for hospital in-patients consist of cereals, pulses and oil that now provide nearly 2,000 kcal per person per day and 55 grams of protein.

The food basket for vulnerable groups in hospitals and institutions for small children is highly sophisticated and is adequate in terms of energy, protein and, by and large, micro-nutrients. The inclusion of CSB in rations for hospital patients, in particular for those in paediatric hospitals, would have further improved the nutritional value of this ration. Further details on rations are provided in Table 11.

Food Supplies

Due to generous cereal availability, WFP was able to meet energy and protein requirements according to plan, despite the usual constraints in matching requirements and (in kind) pledges. Low availability of oil, however, allowing WFP to distribute under EMOP 5959 only one fifth of the requirements in nurseries is of concern, because small children are less capable of substituting a compact energy source like oil with comparatively bulky cereals. If in short



supply, oil should be distributed with priority to nurseries. Gaps in the supply of CSB are unlikely to have resulted in insufficient supply of micro-nutrients because 84 percent of the needs were met, while vegetables and kimchi were also provided in institutions.

Supplies of oil and pulses have considerably improved under EMOP 5959.01 and requirements are presently met. Please refer to Table 12 for an overview of commodities distributed as compared to requirements. Table 14 provides calculations of the nutritional value of rations per beneficiary per vulnerable group, based on actual caseloads.

In EMOP 5959, school children were included, because of evidence of malnutrition among this group. The initial caseload consisted of 1.6 million 7-10 years old in primary schools plus 0.8 million children aged 11-12 in secondary schools. Because targeting only the first two classes of secondary schools proved somewhat problematic, all secondary school children were included in EMOP 5959.01. Current caseloads are 1.3 million children in primary schools and 1.9 million in secondary schools.

Initially, targeted school children were to receive 100 grams of (partially locally produced) fortified biscuits in combination with cereals and sugar to be provided as a hot cereal drink. The ration would provide about one quarter of daily energy and nearly half of micro-nutrient requirements. Due to lack of heating and cooking facilities in schools and delays in the local production of biscuits, rations were not provided as planned and cereals and CSB were distributed to pupils instead. It is unlikely that such distribution would exclusively benefit schoolchildren, because these commodities need to be prepared at home. WFP delivery of biscuits under EMOP 5959 was only 2.5 percent (or less than one biscuit a day) of requirements to primary schools and none to secondary schools. Cereal and CSB for primary school children were sufficient to meet envisaged energy and protein needs (150 percent of the requirements), but less successful in meeting fat and micro-nutrient requirements. Rations distributed to secondary school children were less than planned in all respects, but were useful in filling the gap during the lean season.

To date, under EMOP 5959.01, primary schools have received 13 percent of the total planned amount of biscuits and secondary schools none at all. With no compensation in terms of cereals and other commodities, a mere 12 percent of the energy requirement has been met. In addition, observed and reported distribution at midday - when one shift ends and the other one starts - is unsatisfactory in terms of ensuring that biscuits are actually consumed by the target group. WFP plans to distribute a ration of 250 grams of cereals to teachers and students during the lean season (from April until the harvest). Again, such distribution is likely to supplement the household supply and, although useful as such, is less effective in addressing micro-nutrient needs among children.

Under EMOP 5959, in addition to children, pregnant and nursing women and, during the latter half of the operation, the elderly were included. Distribution to elderly and pregnant and nursing women is through the PDS. Women are scheduled to receive food six months before and six months after delivery.

Beneficiary numbers of pregnant and nursing women were based on the 1993 census, adjusted for access, but numbers were scaled down from 320,000 to 201,000 in response to publication



of UNICEF's MICS statistics. Numbers have recently been increased to 350,000 again however, based on data provided by the Government.

WFP planned to provide pregnant and nursing women with (250 grams of) locally processed fortified noodles, in view of expected large in kind donations of wheat on the one hand and the need to provide this group with additional micro-nutrients (to be provided by UNICEF) on the other hand. With the rehabilitation of local noodle processing facilities lagging behind schedule, rations for pregnant and nursing women consisted (and continue to consist) of cereals, oil and pulses.

Rations provided under EMOP 5959 consisted of ample cereals (130 percent of noodle equivalent requirements) and reasonable amounts of pulses (plus CSB) that altogether provided more than 1100 kcal of energy and adequate amounts of protein. However, this ration was less successful in meeting additional micro-nutrient requirements. Under EMOP 5959.01, substitute distribution arrangements achieve an even more impressive record of actual output including over 185 percent of cereals, 87 percent of pulses and 117 percent of oil distributed already. Such output is in line with WFP's programming decision to double cereal rations for pregnant and nursing women in view of their sharing rations with other household members and thereby diluting the impact. WFP's aim to substitute this ration by a more (cost and nutritional) effective ration remains fully justified, although the proposed means raises some questions regarding viability.

Nearly a quarter of the persons included in vulnerable group feeding are elderly. These are essentially urban elderly lacking support from other family members and not having a kitchen garden. Rations for the elderly consist of cereals only, but will include oil and pulses during this year's lean season.

Overall, vulnerable group feeding now includes over 6 million people in 8 different target groups, who altogether receive seven different rations. Rations are nutritionally adequate and in general WFP has managed to deliver according to requirements in terms of energy and protein, but less effectively in terms of fat and micro-nutrients, at least for schoolchildren and pregnant and nursing women. Currently, the provision of fat is adequate, although the provision of micro-nutrients is satisfactory only for children in nurseries.

The Malnourished

Although not targeted as a separate group, malnourished children in nurseries and kindergartens continue to be included by WFP. Medical staff, usually from the nearest clinic, identifies malnourished children. In some institutions, there is permanent medical staff present. Reportedly, children in nurseries are weighed once a month, children in kindergartens every three months. Records are kept in the clinic. For children identified as malnourished, WFP and other agencies provide additional food with a high nutritional value to be consumed on the spot until the child is no longer malnourished. Malnourished children, who do not attend, supposedly receive this food as a take-home ration.

Initially, commodities provided for the malnourished - estimated at 10 percent - were CSB (replacing a corresponding quantity of cereals) and an additional 100 grams of high-energy



biscuits (or Dried Skimmed Milk (DSM) as available). Under EMOP 5710.02, less than 30 percent of the biscuits were delivered, but CSB and DSM amply compensated in terms of nutrients. However, DSM was not supplied as part of a pre-mix that necessitates cooking, in line with international recommendations to reduce health risks associated with distribution of milk-powder.

Under EMOP 5959, 125 grams of high-energy biscuits (HEB) were foreseen for malnourished children. The number of malnourished was again estimated at 10 percent, despite the fact that the first nutrition survey in nurseries and kindergartens had revealed a rate of malnutrition under fives of 18 percent. Provision of HEB is inadequate in terms of energy and is difficult to target because of their perceived quality, that is rather as a cookie than a nutritious supplement. In any case, the effects of this intervention are negligible, because WFP only distributed 4 percent of the requirements and did not make counter-balancing provisions.

Under EMOP 5959.01, malnourished children, estimated at some 16 percent in line with the findings of the 1998 nutrition survey, are to be provided with 100 grams of HEB. To date, however, no biscuits have been delivered, although CSB has been distributed to hospitals, nurseries and orphanages as an alternative commodity.

Observations indicate that at no time did the number of malnourished in institutions match expectations based on the prevailing malnutrition rate. In 1997, earliest reports indicated an average of nearly 13 percent malnourished in nurseries, but only 3 percent in the period December 1997 to March 1998. In kindergartens, the rate of malnourished decreased over the same period from 7.6 to 3.2 percent. In 1998, the rate further decreased to 1.5 percent. WFP figures for the period July 1999 to February 2000 are 2 percent in kindergartens and 3 percent in nurseries. Children under two are more than twice as likely to be malnourished, according to figures from 1999 onwards when a distinction was introduced between children under two and others in nurseries. In baby-homes, the number of malnourished was and remains substantially higher with current rates of 9 percent in general and 25 percent among children under two.

Figures are based on reports by the staff in institutions and observations of WFP monitors during field visits. WFP staff receives information from the staff of institutions but cannot check actual records that are kept in the clinics. Thus, during monitor visits, WFP staff can only verify (second hand) the information by physically checking children on the spot. Nevertheless, figures reported by WFP are similar to those found by an INGO (International Non-Governmental Organization) which actually measured children. In 1998, only 0.4 percent of the (over 3,700) children measured in nurseries were malnourished, and in 1999 this figure was 0.9 percent.

While WFP would be providing for the moderately malnourished in all kindergartens and nurseries, the severely malnourished are by arrangement provided with High Energy Milk (HEM) by UNICEF and INGOs⁷. UNICEF's programme covers baby-homes (orphanages for children under five), provincial paediatric hospitals and orphanages.

⁷ EMOPs consistently erroneously mention severely malnourished, instead of moderately malnourished



A review of the programme by UNICEF showed that HEM is distributed not only to malnourished, but also to well-nourished children. Staff were unsure about how to assess severe malnutrition and were therefore giving HEM to the wrong children. In addition, they gave HEM only, even if the children were recovering and in need of other food. Other findings include the use of feeding bottles for many young children when water is scarce, thus potentially increasing infection rates and the very low caregiver to child ratio which fails to ensure that staff spend sufficient time with the severely malnourished.

Other alternatives to treat the severely malnourished in hospitals have not been entirely successful either. An INGO, that set up therapeutic feeding centres in paediatric wards in over 40 hospitals in 1998, did not manage to attract credible numbers of severely malnourished children, although technical support, materials and HEM were provided and medical staff at Ri level trained in recognising and referring the severely malnourished. Reasons for the low number of children in the centres included lack of heating, lack of general feeding in hospitals, distance to the centres (one per county) and mothers not wanting to stay in the hospital because of having other children at home.

UNICEF is presently considering to further extend nutrition rehabilitation by assisting the DPRK in strengthening growth monitoring at community level in Ri clinics, screening children not only in institutions but also in Ri clinics, and establishing treatment facilities for the severely malnourished in Ri clinics.

B. Targeting

In times of almost ubiquitous food shortages, blanket targeting of designated institutions is effective in terms of maintaining or improving the nutritional status because the issue of reaching the most food insecure is less relevant. The mission observed, however, that the efficiency of existing arrangements to reach the sick and malnourished - who are less likely to be able to attend designated institutions - could not be confirmed.

Schools were targeted because of evidence of malnutrition among primary and secondary school children. Because children of this age are not the nutritionally most vulnerable, blanket feeding of this group in order to reduce acute and/or chronic malnutrition is not based on accepted nutrition principles and is usually not considered efficient. However, it may have been justified in this case on account of the emergency circumstances. The effectiveness of targeting hospitals appeared less convincing, in that appropriate in-patient facilities appear to be lacking.

Targeting of pregnant and nursing women is a traditional practice in the country and using clinics for identifying beneficiaries is particularly effective and efficient as virtually all such women regularly attend clinics. Criteria for the selection of the elderly seems effective in terms of justification - only those in urban areas, without access to kitchen gardens and support from children - but, in view of its short existence, a full assessment is not yet possible.

There has been an official gender focal point in the WFP Country Office since 1998 and gender considerations were included in EMOP 5959.01. WFP's commitment to women gained further momentum in the latter half of 1999, when the position of the gender focal point was assigned



to a staff member in programming and a special consultancy reviewed all programmes and activities from a gender perspective. The first DPRK Gender Action Plan drafted in February 2000 aims to incorporate a comprehensive gender dimension pro-actively at all stages of programming. A fair amount of gender specific data collected in previous years has been useful in the formulation of activities, targets and outcome indicators in the Gender Action Plan.

In vulnerable group feeding, 55 percent of the beneficiaries are female and women's participation in food management is high. This appears to be the result of targeting vulnerable groups in general rather than of a policy to specifically target women. The Gender Action Plan suggests several strategies to more explicitly facilitate women's access to resources, among others through micro food-for-work (FFW) projects. In ongoing FFW activities, gender policy is being enhanced by supporting pilot women-run projects with specific work norms for women, by reviewing women's requirements for non-food items, and by an increase in the level of resources earmarked for women-run projects.

C. Local Food Production

Since 1997, WFP has developed various initiatives to locally process foods. WFP has played a crucial role in boosting the local production of blended foods worldwide by providing essential equipment and technical know-how. The objectives of local food production in the DPRK are to: (i) increase local availability of food fortified with micro-nutrients for vulnerable groups and stopgap possible breaks in the pipeline; (ii) save significant (20 to 50 percent) costs as compared to imported products; (iii) increase Government capacity by rehabilitating existing factories; and (iv) increase partnership and collaboration with Government, UN agencies and INGOs. Each partner is to provide a set of inputs as follows: factory facilities, storage, transport, manpower, management, energy and equipment by the Government; micro-nutrient premixes by UNICEF; all other raw materials, packaging materials, spare parts and (part of) the equipment by WFP; and technical and monitoring support by INGOs.

In the DPRK, the production of CSB in the Pyongyang Children's Food Processing Factory started with a trial production in 1998 and regular production in March 1999. Although the capacity is 7,500 MT per year (in units purchased in Italy), production during the first year was only half of this, and part was not fortified due to delays UNICEF faced in the procurement and delivery of micro-nutrients. In addition, production is sometimes interrupted as a result of regular and increasing power cuts.

WFP plans to extend CSB production to two other cities in similar factories, bringing the total local capacity to 22,500 MT per year. In addition, there are plans to produce Cereal Milk Blend (CMB) in two of these factories (with an annual capacity of 12,000 MT each) and Rice Milk Blend (RMB) in the factory in Pyongyang (annual capacity: 300 MT).

The recipe for CSB has changed several times and now includes besides maize, soybean, sugar, minerals and vitamins, 15 percent of DSM (replacing a similar amount of soybeans) and 2 percent of oil. The present cost is US\$475 per MT, as compared to US\$350 of the variety without DSM (but with oil) and US\$315 purchased internationally (FOB, 1999). DSM



improves the palatability somewhat, but the nutritional value of CSB with or without DSM is similar, although the former scores a little better in protein quality.

Cereal Milk Blends do not contain soybean, but only DSM as a protein source, wheat instead of maize but otherwise the same ingredients. The estimated unit cost would be approximately US\$600 per MT. Processing units have been ordered from Italy and are expected in June. Production of RMB to be processed using existing processing equipment (that also produces the local complementary food consisting of rice and fish/vegetable powder) will begin as soon as rice arrives. Unit costs will be about US\$750. RMB is to be mainly used for severely malnourished, but can/could also serve as a complementary food for infants. In either case, it replaces more expensive milk-based fortified blends.

Strong points in favour of WFP's initiatives to support local processing of blended foods include lesser dependency on the pipeline for CSB and good opportunities for targeting and marketing because products are processed in Children's Food Processing Factories. For CSB, previously unknown in the DPRK, there is a clear niche as a fortified product. Also, prospects for the sustainability of CSB and RMB are reasonable because of DPRK's increasing ability to provide part of the raw materials locally (maize, rice, soybeans, fish powder). The sustainability of CMB consisting entirely of imported ingredients appears rather uncertain. This would be of lesser importance if CMB were to be exclusively earmarked for malnourished children.

Regarding the use of CSB, concerns were and are to date expressed over the taste of CSB and the possibility that it causes diarrhoea in young children. In addition, observations by the mission and monitors (both WFP and UNICEF) confirm that the staff of institutions for children are still often at a loss on how to prepare CSB. The fact that it requires at least 10 minutes of cooking does not seem to be commonly known, nor its qualities as a supplement for the malnourished or as a complementary food for infants above six months.

Although these concerns were already noted in 1997 and intentions were expressed to compile education materials, a CSB recipe book was ready only in early 2000 and is now being distributed to nurseries. A simple instruction sheet on how to use and prepare CSB has not accompanied deliveries of either imported or locally produced CSB.

Local production of High Energy Biscuits (HEB) for the malnourished and school children began in May 1999 in the Pyongyang Bakery Complex with an annual capacity of 10,000 MT. As of March, 3,340 MT had been produced, again lower than expected due to delays in micro-nutrient delivery and lack of power supply. WFP plans to extend local production of HEB to bakeries in four other cities, with a capacity of between 3,000 and 8,000 MT. If all five factories were fully operational, total capacity would be around 29,000 MT per year.

HEB consist of the usual ingredients of biscuits plus DSM and vitamins and minerals. With a lower fat content than some other HEB, 100 grams of locally processed HEB provide about 400 kcal. The current unit price is around US\$500, as compared to US\$1,300 (FOB), the cost of internationally procured HEB.



An attractive aspect of the local production of HEB is that existing facilities and equipment can be used with some low cost adjustment to allow fortification. However, difficulties in targeting, which are amply documented in other emergency operations and similarly evident in the DPRK, combined with a high dependency on (imported) wheat, cast some doubt on the wisdom of further extending local production without a careful evaluation of the strengths and weaknesses experienced during the last two years.

In 1998, plans to provide pregnant and nursing women with fortified noodles were first launched, following the successful pioneering of an INGO in low cost noodle production. The advantages would be that the anticipated problem of utilisation arising with future assistance in the form of wheat could be solved and that at the same time the additional micro-nutrient requirements of this group could be met. In total WFP plans to rehabilitate 10 noodle processing units each with a capacity of 2,400 MT annually. A major disadvantage is that existing plants need to be up-graded/rehabilitated with Chinese-made equipment, which is neither readily available nor likely to be affordable.

The mission is less convinced about the need, feasibility and cost-effectiveness of locally producing noodles. As outlined before, traditionally every neighbourhood has low cost simple noodle processing facilities where families take (any kind of) cereals to be processed into noodles. WFP has limited experience with the production of these commodities and lacks the highly specialised technological expertise, both at field and headquarters levels, required to successfully implement this project. An additional concern is the fact that noodles are not self-targeting. In order to provide pregnant and nursing women with essential micro-nutrients, CSB could be provided. Two hundred and fifty grams would suffice to this end.

D. Food-for-Work Activities

WFP started FFW activities in DPRK in 1996 under EMOP 5710/1. Since the beginning of WFP emergency operations in the country, a substantial amount of resources - about 228,000 MT - has been utilised directly by WFP to undertake these activities. Justification of FFW projects within the context of DPRK emergency operations lies primarily with the necessity to provide employment for the peri-urban and rural non-agricultural workers in under-utilised industrial sectors. Urban workers have been among the hardest hit by the food shortages, as many are entirely dependent on the Public Distribution System (PDS). Workers participating in FFW activities receive a daily ration of 2kg of cereals per family (one worker plus two dependants) from the PDS centres.

The overall objectives of the FFW component are to address some of the root causes of vulnerability and food insecurity. In addition to providing relief assistance to food insecure households, FFW interventions have contributed to promoting agricultural rehabilitation which increases overall food security and helps to restore the ecological balance. Among the 15 different types of FFW activities undertaken, the most prominent ones are: (i) recovery and rehabilitation of disaster-affected protective and productive infrastructure such as damaged sea dikes, destroyed irrigation and drainage systems, and land re-zoning; and (ii) prevention or reduction of vulnerability to future disasters by activities such as excavation of silted river banks and canals for irrigation and afforestation.



FFW projects have been implemented as a subset of the emergency operations. However, the mission noted that the Government of DPRK at all levels places a high priority on FFW projects from a recovery perspective. FFW fits well within the usual communal practice in the country to mobilise labour as required.

In the project selection process, the Government plays a critical role since project proposals are channelled through the Flood Damage Rehabilitation Commission (FDRC) from the county to the province and then to the central level in Pyongyang. WFP and FDRC then undertake a joint field assessment, conclusions of which are presented to the Project Review Committee, co-chaired by FDRC and WFP. Project proposals are relatively well documented. The Committee pays attention to vulnerability and rehabilitation needs. However, selection criteria remain somewhat unclear.

WFP Emergency Officers have access to the entire area of the project site prior to, during and after implementation. Monitoring visits to project sites, observation of food distributions, interviewing workers and visits to families by WFP monitors are met with no limitations except perhaps for some reforestation schemes. Evaluations of the completed projects are also carried out. While monitoring visits of FFW projects appear satisfactory, the mission noted however that visits are made separately by local FDRC staff and WFP Emergency Officers with little exchange of information.

Two promising projects have been implemented jointly by WFP, UNDP, and UNICEF to rehabilitate salt pans to produce 150,000 MT of iodised salt. The main objectives of these projects are to support the Government to: (i) prevent and eliminate Iodine Deficiency Disorders (IDD) through Universal Salt Iodisation; (ii) ensure adequate quality and quantity of locally produced coarse salt through rehabilitation of salt works; (iii) upgrade washing/refining facilities; and (iv) protect lives through the rehabilitation of sea dykes.

A needs assessment for tools and equipment required for FFW activities is normally carried out while appraising project proposals at the county level. Distribution plans of these non-food items are made in consultation with the Government with an aim to eventually improve the quality of performance in the implementation of the FFW projects. The mission noted, however, that although carry over stocks of non-food items available from EMOP 5959 were utilised, no new equipment has been distributed under the present phase due to delays in the procurement process.

A number of workshops were held in Pyongyang and in several provincial headquarters with an aim to increase understanding among Government officials on project identification, preparation and implementation. The primary objectives of these workshops are: (i) to plan more viable and sustainable FFW projects; (ii) to build up further awareness of the responsibilities and commitment to the programme itself and to enhance common understanding between WFP and counterpart staff; and (iii) to upgrade skills for effective implementation of FFW projects. Workshops appear to be of great importance for conducting FFW projects.

Summary of FFW Projects implemented



Project Type	Number	No of Workers	Female (%)	Average (days)	% of Resource	Primary Benefits
EMOP 5959						
Embankment	14	63,109	53	73	19.5	9,950 ha arable land protected
Excavation	35	194,111	53	68	53.7	22,205 ha arable land protected
Rural road	3	20,055	51	59	5.4	19 km paved road
Reforestation	4	29,571	50	40	4.4	4,570 ha reforested
Reservoir	2	13,452	55	63	2.0	water supply for 95,000 families
Rehab. Agric. Land	1	2,732	55	90	1.1	350 ha protected land
Salt pan	3	14,832	45	105	4.9	15,450 MT of salt per year
Top soil laying	2	6,350	70	78	2.5	344 ha reclaimed
Factory	1	22,092	50	90	2.9	Roof repaired, factory flood-protected etc.
Fish pond	3	10,731	50	60	3.5	266 MT of fish & 40 MT of mussels per year
Total	68	377,035	53	73	100	
EMOP 5959/1 as of 2 April 2000						
Embankment	8	39,999	50	52	7.17	2,445 ha arable land protected
Excavation	28	132,837	49	61	28.83	8,315 ha arable land & 18,315 households protected
Top soil laying	8	23,394	53	69	5.12	1,008 ha reclaimed
Reforestation	24	80,615	53	32	9.22	6,804 ha reforested
Fish pond	17	75,558	55	65	16.89	6,201 MT of fish & 4.56 million fingerlings production
Land development	12	58,871	57	62	14.91	5,168 ha developed & 23,845 MT of crop production
Water canal	7	35,587	50	48	6.74	8,434 ha protected & 24,598 MT of crop production
Reservoir	3	9,926	75	67	2.52	10,420 ha irrigated
Rural road	5	29,115	71	54	4.1	32 km paved road
Salt pan	2	8,668	53	68	2.3	4,965 MT of salt production
Sea dyke	1	3,920	50	150	2.2	8,800 ha protected
Total	115	498,490	56	66.2	100	

Prospects for Transition from Relief to Recovery

While fully concurring with the design and Executive Board approval of the pilot PRRO 6157 in October 1999, the Mission questioned why, after four years, the EMOP had not been transformed into a PRRO in accordance with the Executive Board policy that such a transition should normally occur after two years. The resourcing policies of donors may have been the key to this decision. However, although the EMOPs have continued for longer than usual, the Country Office has taken advantage of the experience it gained and is now able to give the kind of attention to strategic planning which is the critical difference between EMOPs and PRROs. The transition from a relief to a relief and recovery operation category could be further complicated by the inability of WFP and the Government to reach a formal agreement on the number of additional and differently skilled staff required for the design and management of the more recovery oriented activities of the pilot PRRO.

E. Gender Issues

In 1998, an official gender focal point was appointed by WFP DPRK; gender considerations were included in EMOP 5959.01 and the PRO. Monitoring and reporting forms include gender-disaggregated data and the office has at its disposal more than 10 indicators that measure how programme outputs benefit women. Among these are the percentage/proportion of female beneficiaries per activity; percentage of women in food management committees; percentage and amount of individual FFW project resources targeted to women; and number and types of assets created and who benefits.

In institutions targeted in the vulnerable group feeding (VGF) programme, about half of the beneficiaries are female, while nurseries, kindergartens and orphanages are almost exclusively staffed and managed by women. Overall in VGF, the proportion of female beneficiaries is at



present approximately 58 percent due to the inclusion of pregnant and nursing women and the elderly of which some 62 percent are women.

In FFW, female participation was 53 percent under EMOP 5959. The number of female team-leaders was however only 23 percent, while no more than 2 percent of the project managers were women. Also, an overwhelming 94 percent of workshop participants were men. Although primary benefits do not specify how many women profited from these FFW projects, only some 9 percent of the projects seem to more than proportionally benefit women in the long term. These include reforestation and establishing a water supply through reservoirs, both alleviating women's household tasks.

Under EMOP 5959.01, WFP's commitment to women significantly gained momentum. In the second half of 1999, the position of the gender focal point was assigned to a staff member in programming and a special consultancy reviewed all programmes and activities from a gender perspective. The first ever DPRK Gender Action Plan (GAP) was drafted in February 2000, aiming to incorporate a comprehensive gender dimension pro-actively at all stages of programming.

For VGF, the GAP suggests *inter alia* to further improve access to appropriate and adequate food by investigating the status of housewives, single-headed households and the chronically ill and by gathering information on gender related patterns of food management and consumption at household level. Also, several strategies to more explicitly facilitate women's access to resources, such as through micro FFW projects for staff of institutions, are also recommended.

In FFW, the number of women participants increased to 56 percent. Also, a specific gender policy stipulates that: (i) 5 percent of resources be earmarked for women-run projects; (ii) pilot women-run projects with specific work norms for women be supported; (iii) women's requirements of non-food items be considered in procurement and distribution; and (iv) new types of FFW projects more appropriate for women be explored by WFP and FDRC at the central and county level. An inventory has already been made and ideas from the FDRC include maintenance of tree nurseries and newly-planted trees, of hatcheries and fishponds; food processing (noodle, soybean paste, and seaweed); food for training; handicrafts and textile work.

In terms of increasing international female staff, WFP has made significant progress from 34 percent in 1999 to 43 percent to date and expecting to further increase this year to 49 percent. The number of women in middle and senior management positions is disproportionately small however, in particular in programming. Although currently more than half of the 21 staff in this unit is female, only one holds a management position, that of (acting) team leader. The proportion of national female staff in 1999 was only 11 percent. Despite WFP's relatively limited influence - national staff are seconded - a gradual increase to 18 percent in 2000 is planned in close dialogue with the FDRC.

F. Institutional Aspects

Government Counterpart Structure



WFP has now been working for more than four years with the FDRC, a temporary committee with representatives of the Ministry of Foreign Affairs and other Ministries as its principal counterpart. It took some time for a common understanding to develop between WFP and FDRC. The steady and deliberate increase in knowledge and acceptance of each other's position and procedures over the last two years has been critical to the establishment of the much more constructive working relationship that exists today. The central FDRC structure has been replicated at the provincial and county levels and, with the establishment of five WFP sub-offices, the opportunity for building a common understanding at the field level was significantly enhanced.

Mode of implementation

The Flood Damage Rehabilitation Commission (FDRC) and the Ministry of Food Administration (MFA) are the executing agencies for the implementation of the operation. The MFA is responsible for the handling, storage, transportation and distribution of the commodities. The FDRC liaises with the WFP Country Office with regard to the planning, implementation and overall management of the various activities.

The Ministry of Public Health (MPH) assists in the implementation of the components involving nursery children, the younger children at children's centres, and pregnant/nursing women. The Ministry of Education (ME) is involved in the operation's components referring to children in kindergartens and schools as well as children aged five and over at the children's centres, while the Ministry of Labour is responsible for the welfare of handicapped people. The Agricultural Commission coordinates activities under the food-for-work component.

Food allocations to institutions are based on enrolment records. Receipts by the institutions and utilization are monitored in connection with visits by WFP Emergency Officers from either a nearby sub-office or the Pyongyang main office. Pregnant women/nursing mothers will at their visits to the clinic pick up a voucher for rations to cover their needs until the next scheduled consultation. The vouchers will be redeemed at the local PDS centre. WFP Emergency Officers will have access to records both at the clinics and the PDS centres.

A workplan is agreed upon in advance for each food-for-work activity by WFP and the Government. A contract is drawn up specifying the activity, number of workers and workdays needed and the required food quantities. WFP Emergency Officers visit regularly and confirm the satisfactory completion of the work before final payment. Food is distributed through the local PDS centre, where ledgers are kept, listing participants, the rations and quantities received.

The number of WFP staff required for the execution of this operation (46 international plus 60 national staff) has been agreed to between the Government and WFP prior to the signing of this submission. The intention is to have staff in place by the time of the first shipment is called forward. The establishment of project implementation units in the technical ministries implementing WFP activities is proposed. These units would be used for technical consultation regarding project implementation and given responsibilities for reporting, in particular with regard to technical outputs.



The Public Distribution System (PDS) is the central mechanism through which all basic foods should be provided to the entire population. Prices are heavily subsidized. Only collective farm workers and their families, totalling about six million, are ineligible to receive rations through the PDS. They receive their annual food grain allocations in one instalment immediately after the harvest. The ration system through the PDS used to be highly sophisticated with a multi-tiered system of food allocations related to the demands of work. Because of the crop shortfalls, rations over the last few years have been drastically reduced with low allocations to everyone regardless of type of work.

The PDS is used by WFP as a channel to reach selected target groups. In such cases, the Programme monitors the receipt of WFP commodities by district-level PDS centres and their distribution to beneficiaries. Records kept at the centres are available to WFP. In view of the current shortfall of food for general distribution through the PDS, and the Government's limited resources for commercial imports, bilateral programme food aid in support of the population at large will also be required.

Coordination

The UN country team recommended that the role of the UN should be to propose a common vision, policy and strategy based on our long term presence in the field and the first hand access we have to local authorities and people:

- maintain and strengthen the UN's presence and continue a policy of constructive engagement with a view to building trust and improving access to information and areas;
- emphasize the humanitarian principles and indicators and establish benchmarks to allow for a full understanding of the humanitarian situation and to ensure accountability of donor contributions;
- strengthen donor consultation and coordination mechanisms for both the development and humanitarian programmes in order to:
 - focus on strategy, consensus and support-building;
 - facilitate a unified approach for humanitarian and development assistance;
 - review the programmes and adjust if necessary;
 - widen the resource base;
- increase donor understanding of the situation and needs through more frequent donor visits.

Harmonization

Regular consultations took place among the Heads of Agencies in order to standardize practices. UNICEF and UNDP have agreed to synchronize the programme cycles of the two agencies which will be for three years, 2001-2003. The UN agencies jointly organized briefing sessions for many visiting donor delegations including high level dignitaries from the US Government (Dr. William Perry and Congressman Tony Hall).

Periodic meetings of Operations Officers from the agencies helped in resolving many common administrative and operational issues and to bring in some uniformity. It is expected that further progress will be made to achieve better harmonization of administrative procedures.



An interagency Medical Advisory Board was established to coordinate medical care for staff members. Medical assistance has been extended to NGO staff on a reimbursable basis.

The UN Humanitarian Coordinator headed the weekly “Inter Agency Meeting” where emergency related matters are discussed by UN agencies, NGOs and other humanitarian organizations. This meeting has been taking place regularly. When the Humanitarian Coordinator has been absent, the UNICEF Representative has usually chaired this meeting. Sub-committees of the interagency group meet regularly to deal with agriculture, food aid, health, water and sanitation.

The UN Consolidated Appeal and the interagency consultative process leading up to it was the main tool to arrive at an agreed humanitarian strategy. In 1999, the CAP was facilitated by an OCHA-facilitated inter-agency workshop held in September to train participants, brainstorm issues, priorities and reach consensus on strategy. Issues that were mainstreamed included gender, capacity building and disaster preparedness. UNICEF reports that donor comments on the mid-term review of the current Programme of cooperation were taken into consideration in finalizing operational objectives and goals.

UNDP established an interagency editorial committee to produce a quarterly UN publication to inform donors and to generate interest in DPRK. The first issue was released in November of last year. A Security and Evacuation Plan is in place supported by the warden system, with UNDP providing the Field Security Coordination Unit. Access to data and information remained problematic for all agencies and NGOs. Physical access to the country remained much as it had been in 1998, but some slight improvements were noted in the availability of information, particularly at the local level.

Over the last two years there has been a dramatic increase in inter-agency coordination and collaboration. The new UN Humanitarian Coordinator, who also holds the positions of UN Resident Coordinator, WFP Representative, and UNDP Resident Representative, has exercised very effective leadership in this area and has been successful in encouraging the various agencies to see themselves as part of an integrated UN system in DPRK.

WFP’s collaboration with NGO partners, as well as the working environment for all humanitarian agencies, has been adversely affected from time to time by the well publicised departure of some of the NGOs working in DPRK. In general, these departures have been based on a particular interpretation of DPRK history and culture, and a belief in specific standards for relief or recovery assistance. However, the five UN agencies, seventeen NGOs and two donor agencies involved in DPRK at the end of 1998 issued a consensus statement on humanitarian principles in support of which the majority are still working in DPRK.

Working Conditions

It is common knowledge that the strength of an organisation lies in its staff. As staff commitment and performance are critically dependent on the environment in which they work, the working conditions of WFP international and national staff continue to be of the highest priority for the WFP management in Pyongyang. In many respects, the living conditions of foreigners have become easier over recent years, although the separation from family, the



limited availability of accommodation for new staff, the need for medical support, and medical evacuation facilities are still problematic.

WFP has taken a number of steps over recent years to overcome the relative isolation of international staff on assignment. Significant efforts have been made to enhance the orientation of new staff. More frequent R&R breaks, the encouragement of an activities programme, and the establishment of a peer support system are a further indication of the changes which have been introduced to advantage. Approaching the issue of staff morale from a different direction, there appears to be an unreasonable amount of pressure on senior management in terms of both office management overall and personnel management in particular.

In terms of increasing international female staff, WFP has made significant progress from 34 percent in 1999 to 43 percent to date. The number of women in middle and senior management positions is disproportionately small, however, in particular in programming. Although currently more than half of the 21 staff in this unit is female, only one holds a management position.

G. Monitoring and Evaluation

The WFP monitoring systems in DPRK date back to when the knowledge and understanding within WFP and DPRK of each other's approaches and procedures was minimal. In the absence of a common understanding, WFP was obliged to introduce and expand its monitoring procedures in an endeavour to convey to its Executive Board an assurance of the effectiveness of the emergency programme.

Over the last four years, WFP has developed monitoring checklists for each of the eight components of the operation to a level of detail that has been seen in few other emergency operations. Over the same period, agreement was reached with the Government for an expansion of the establishment of international staff from the 3 in 1995 to 46 today. Twenty five of those are Emergency Officers involved in programming who spend a significant amount of their time out of Pyongyang in the five sub-offices visiting families, institutions, Public Distribution Centres, and FFW sites.

Since the start-up of operations in 1995, there have been significant changes in the way WFP and the Government have come to work together. With the international staff now able to travel to more than three-quarters of the counties, geographical access is no longer as serious a problem as it was two years ago, but it is still a significant issue. Vehicles have replaced trains for field staff travel and five residential sub-offices have been opened. Telephone communications have improved dramatically although they are still problematic. The number of field visits with family interviews has increased markedly.

For a range of cultural and ideological reasons, the data obtained through the formal WFP monitoring systems are often subject to interpretation. More important at this time are the impressions gained by field staff of the situation that the country and the people are facing. The aggregation of these impressions is important for WFP to be able to review from time to time the assessment of needs, to make suggestions on ways to improve the effectiveness of the



activities, and to provide that accountability to the Executive Board on which the continued support of the international humanitarian community depends.



WFP access from 1996 to 2000

Constraints	Actions/Achievements
Access to:	
1. Counties: 19 (1996) - 37 assisted counties out of total 211	163 (March 2000) - 171 planned to be assisted out of 211
2. No List of Beneficiary Institutions	Number of institutions Sharing between agencies Increased direct involvement of the line ministries
3. Records at county level/basic data – Limited	Access increased at the county warehouse, PDS and institutions; Sharing data with other sister agencies and NGOs (sub-group meetings involving all humanitarian agencies)
4. High fluctuation of number of accessible counties	Stability achieved in terms of visits to accessible counties
5. Excessive centralization	Efforts to put some responsibilities at provincial level. Weekly meeting with Central FDRC/Provincial FDRC Provincial workshops Joint FFW workshops at the provincial level
6. Donor constraints (unbalanced commodity mix)	Increase cereals ration, prioritize available oil & pulse, FALU goes for missing commodity
7. Limited access to WFP food stock	No restrictions for physical verification for WFP food stock
8. FFW projects: a. Restricted access to project sites, b. Non-existence of Project Review committee c. No formal project documents agreed and signed by WFP and FDRC	a. No limitation to project site; b. WFP can approve/reject Government submitted FFW projects after joint appraisal; c. No restrictions on interviewing workers and beneficiary families
Monitoring	
1. No random visits	Some flexibility at county level Increased access to new institutions at county level
2. Pre-selected Institution/families	WFP can select institutions and families on most occasions.
3. Language (no Korean speaking international staff)	Requested for two Korean speaking international staff
4 No video, no photographs	Reuters reporter allowed for video and photo; WFP staff can take photographs with the consent of county officials
5. Limited Communication a. Sub-Office/HQ Pyongyang b. No VHF, Radio communication, Walkie-talkie	a. Considerable improvement (controlled access to telephone, fax, e-mail) b. Repeated consultations with the Government but no improvement yet
6. Restricted number of field visits	Number of field visits increased, from 165 in October 1998 to 324 in June 1999
7. Unreliable monitoring information because almost all field visits planned in advance	Double-checking, watching for set-ups, using cases where transparency and spontaneous sharing occurring; increased involvement of national officers.
8. Limited number of vehicles (1 in 1996)	Number of vehicles increased to 35



Logistics	
1. Lack of proper port facilities	Port Rehabilitation Project - US \$ 800,000 Discharge rate increased, for example, in Nampo port from 1,000 Mt to over 2,000 Mt per day; Discharge capacity in other ports increased
2. Insufficient capacity and quality of transport provided by Government for food distribution	Improvement in quality and diversity of mode of transportation. Shorter discharge time.
3. Restricted Travel by Road for WFP staff In the past, WFP was allowed to travel by road in only five provinces.	Improvement of travel by road (to sub-offices) WFP is allowed to travel by road in all twelve provinces, which includes travel from Pyongyang to all sub-offices
Administration	
1. International Staff limited	Increased to 43
2. Limited and inexperienced local support staff (only 2 in 1996)	Number of national staff increased to 49. More experienced national staff joined.
3. Visa for international staff	Visa duration increased from 2 months to 4 months
4. Non-availability of banking facilities	Adequate banking facilities with the facility of issuing checks
5. Inadequate medical facilities	UN doctor in Pyongyang, but not in the field
6. Restricted movement in Pyongyang and surroundings	Increased movement within Pyongyang and surroundings
7. Limited and formal interaction with FDRC in 1996	Increased understanding and meetings; Greater exchange of information under a more collegial tone at FDRC/WFP meetings; Reduced misunderstandings between WFP and DPRK government; Three major programming workshops with FDRC involving all WFP staff

H. Logistics

WFP is responsible for the pre-planning, coordination and monitoring/supervision of the Port operations. This involves daily contacts with HQ/OTS, Local Port Administration, Port Authorities, Agents and Inspection companies. Ships/rail shipments are monitored and reports distributed on a daily basis, Shipping Documents distributed and Inspection Reports collected for final reporting/analysis. WFP intervenes in case of any irregularities in operations or reported damages or losses of commodity, seeks to maintain a safe and functional Fleet for personnel transport and assists with any technical requirements in the Main and Sub-Offices.

The DPRK operation is exceptional not only because of its size but also because of the logistics arrangements which are, by agreement with the Government, limited to port operations and rail shipments via China. The main volume of commodities arrives by sea in bulk for bagging at the ports. The Government is formally responsible for discharge, storage and transport. For bagged and unitized products, the situation is clear but for the bulk to be bagged, WFP has, through their bagging contractors, taken over the responsibility of discharge and bagging and actually the food is delivered ex bagging machines' conveyors. A minor portion arrives at the Chinese port of Dalian in containers where the cargo is transferred onto



railcars for delivery to Sinuiju as the 'Port of Discharge'. The Dalian/Sinuiju transport is arranged either through the WFP appointed Forwarding Agent or by the Carrier on a Through Bill of Lading. From the 'Port of Discharge', Sinuiju for rail, the Government arranges the transport to the county level where the WFP monitoring system is involved through the PDS.

Nampo port is the main port for the WFP operations in DPRK; about 500,000 MT have so far been handled under the current EMOP. The maximum size of ships entering is about 55,000 MT. The port infrastructure has suffered from the economic crisis and equipment/facilities lack maintenance and spare parts. During the last year, however, some visible improvements have taken place, partly supported by WFP. A total of US \$ 1 million has so far been invested by WFP in DPRK ports for generators, forklifts, electrical machines, steel for repair of barges and cranes, wires, cables, ropes, pallets, tarpaulins, tires, spare parts, etc. A major investment programme is needed in the near future to enable the port to efficiently handle larger volumes during the recovery period and in view of a future increase in commercial activity. Both road and railway transport has similarly suffered from a shortfall of funds. Not only trucks and trains, but also road and railway networks are in urgent need of upgrading.

The majority of WFP commodities arrive in bulk with accompanying empty bags. The bagging units are located alongside the ship and bags will be loaded directly onto transport, on pallets for warehousing and in nets for lifting on rail cars and barges. Under perfect conditions, about 3,500 MT/day can be discharged, bagged and despatched. Due to transport limitations, the average daily production remains under 2,000 MT. Having only one berth with sufficient draft for this size of tonnage and limited warehouse capacity also affects discharge operations. The bagging is performed by a British/Canadian joint operation paid by WFP as part of the ocean freight. This arrangement saves significant amounts and allows faster deliveries at load ports. Bagged and containerized shipments arrive on smaller ships and can be handled in other parts of the port either for direct delivery or temporary storage. Due to insufficient milling capacity, the silo has not been used by WFP; minor quantity of CFGB cargo has been handled through the mill.

The main constraints to logistics are: the poor standard of operating equipment such as port cranes, trucks, and trains; the limited warehouse facilities which keep the daily handling capacity well below what could be achieved; the lack of coordination between the authorities concerned; and limited communications facilities. Overall logistical problems are created by non-scheduled resourcing. This has created congestion, delays, additional costs and storage with a risk of loss of commodities. No losses of commodities have, however, been reported.

There has been a documented improvement in logistics over the past few years. The main areas where progress is still possible are: i) upgrading of vehicles allocated for the transport of food aid (the standard of some of the domestic rail cars and barges is a serious cause of damage to bagged commodities; ii) improved handling and storage of food aid in accordance with advice given by WFP gained during years of operation in this particular field of transport; (iii) more transparency in areas such as distribution and evaluation of Port equipment, spare parts stocks and repair facilities; (iv) allocation of sufficient, skilled labour for efficient dispatch of ships; (v) better utilization of WFP supplied generators for port operations; (vi) improved efficiency and accuracy of Agents, Tally and Inspection Organizations. In the long term, in order to improve



both internal and external efficiency and credibility, FT Port Operation posts should replace the short-term consultancies.

4. RECOMMENDATIONS

Vulnerable Group Feeding

There is a need to reflect on ways to simplify targeting without jeopardising the aim to maintain and improve nutritional stability. WFP should consider meeting additional nutrition requirements of pregnant and nursing women and children under five with a special focus on those under two years of age through one comprehensive distribution system involving health clinics and distribution to women. The moderately malnourished could be included as well. As elsewhere, the recommended commodity would be CSB for both groups. If such a system proves to be effective, and given adequate time for its establishment, it would strengthen attention to health factors and, over time, render the provision of CSB to nurseries superfluous, paving the way for standardisation of cereal, oil and pulses rations in nurseries and kindergartens.

Because food distribution to hospital patients is only justified if in-patient facilities function satisfactorily, the targeting of hospitals should be done on a case by case basis. WFP is encouraged to explore possibilities to contribute to the rehabilitation of hospitals through food-for-work. In view of the considerable non-food requirements, joint needs assessments by all actors, including NGOs, are recommended.

To further maximise the impact of local processing of blended food, efforts to increase awareness about its use and nutritional qualities should be further intensified and expanded to, among others, health clinics. The mission questions the feasibility and cost-effectiveness of local production of biscuits and noodles. A review of achievements regarding the production of biscuits and noodles and their effectiveness in reaching intended beneficiaries and meeting nutritional requirements is recommended.

WFP has put considerable efforts in targeting using vulnerability criteria. To simplify the process, WFP might consider differentiating between nutritional vulnerability of those with extra nutritional requirements and those who do not have access to food in sufficient quantities even to meet energy requirements (geographically vulnerable).

Methods and channels not traditionally used for the provision or distribution of food should be reviewed for appropriateness and feasibility of reaching intended beneficiaries and if neither, phased out. In institutions that traditionally cater for its attendants, more attention should be paid to local capacity to provide food.

Although inclusion of school children may have been justified on account of emergency circumstances, micronutrient deficiencies should be addressed - if there is a need - through national programmes (such as salt iodisation) while sufficient food intake is best ensured by adequate household food availability.



Because existing arrangements to reach malnourished children in institutions seem not very effective and insufficient to reach all, WFP should positively respond to any request for blended food and other commodities by UNICEF or INGOs to use in a more comprehensive feeding programme that also addresses possible other underlying causes such as health and care. DSM should only be provided as part of a pre-mix that requires cooking.

Food-for-Work Activities

In the 1999 lean season, agreement was reached with the Government on specific geographical targeting in the northeast of the country. Since WFP is not in a position to respond to all the requests made for FFW projects, a similar prioritisation exercise based on vulnerability and technical criteria should be initiated. The mission recommends that the relative vulnerability and rehabilitation needs of counties be established in close collaboration with the Government (FDRC) to determine which counties should have priority regarding FFW project implementation.

In view of the importance of a framework approach to programming using technical criteria to guide the identification and selection of projects, the mission recommends that the Project Review Committee be strengthened. Local technical expertise should be present and, in order to gain coherence with the Agricultural Recovery and Environmental Protection (AREP) programme, a technician involved in AREP monitoring should be part of the Project Review Committee. FAO technical assistance (civil engineering, forestry, agronomy) foreseen under the pilot PRRO should be utilised for all WFP/FDRC projects in order to support the design and review of project activities. In addition, collaborative projects like the rehabilitation of the Namyang Salt Pan undertaken jointly by UNDP, UNICEF, WFP and FDRC should be further expanded.

Monitoring of FFW projects are done separately by FDRC and WFP. In order to further improve mutual understanding between the Government and WFP, ways of exchanging monitoring findings should be established. The mission recommends that, to the extent possible, joint monitoring visits be organised. In addition to the workshops already organised, study tours for WFP staff and project implementing officers from counties and provinces should be organised by WFP.

At peak times around harvesting and planting of double crops, due to the climatic constraints of the country there is often insufficient labour to cover farm requirements. The mission recommends that particular attention be paid to the programming of FFW projects in order to avoid diversion of labour from essential farm activities especially when cooperative farmers are employed. The mission further recommends more comprehensive approaches, for example not limiting a WFP intervention to the excavation of a silted reservoir but also including soil and water measures for complete watershed management works. For the larger projects, a more elaborated cost/benefit analysis should be undertaken to substantiate project selection. Finally, the mission recommends that WFP-Pyongyang take measures to expedite the procurement process of non-food items in order to supply beneficiaries before physical implementation of a given project.



Within the DPRK, there have now been five EMOP phases since December 1995, and at the time of the mission (April 2000), the start of a pilot PRRO was overdue and a sixth EMOP phase was under preparation. The pilot PRRO incorporated the transition in DPRK to a greater emphasis on food-for-work activities. The Mission recommends, regardless of the operation category being used, that this transition from relief to recovery-based activities should at least be continued, if not substantially strengthened.

Although female participation in FFW has gradually increased, there is a need to further involve women as team leaders and project managers, for example by setting targets for the number of female participants in FFW workshops. WFP should also consider increasing female staff involvement at the level of project identification, formulation and implementation and to further identify projects that specifically benefit women in the longer term.

Monitoring and Evaluation

While considerable progress has been made in developing monitoring systems, the evaluation mission recommends that: (i) as it moves into the sixth emergency operation phase, WFP should clearly define its monitoring strategy for the medium term; (ii) WFP and FDRC should rationalise and radically simplify the existing complicated set of WFP monitoring checklists to enable Emergency Officers to more effectively monitor and provide programme support; and (iii) WFP should begin working with the Government to identify those DPRK monitoring systems which by agreement could replace those devised by WFP, for example WFP's Consignment Note monitoring system.

The overriding objective behind these recommendations is that DPRK and WFP should continue to build on the level of confidence which the Government, WFP and the WFP Executive Board have in the monitoring system being used. The Mission would encourage all parties to take a broad long-term view rather than a detailed short-term view on the development of appropriate monitoring methods.

The impact of the WFP emergency operations cannot be determined conclusively; assessments can only be circumstantial and anecdotal rather than indicator based. Evidently the food situation has improved and, given the volume of food provided by WFP, this is likely to be attributable to WFP interventions. The nutrition survey system that has been introduced, if carried out regularly, provides a rough indication of changes in nutritional status but is not able to directly link changes to WFP interventions. To better measure impact and further improve targeting and programming, WFP should explore possibilities to carry out follow-up surveys under the umbrella of UNICEF's global multi-indicator cluster surveillance (MICS) system.

Institutional and Staffing Aspects

The Consolidated Appeal Process (CAP) does not appear to be as effective as it might be given the disjunction in timing between the Government's financial year, the issue of the Consolidated Appeal and the WFP EMOP. The CAP and WFP appeals should be harmonised to maximise the effectiveness of both channels for advocacy and humanitarian assistance to DPRK.



WFP should continue to expand its efforts to undertake collaborative initiatives with its UN and NGO partners. As WFP interventions have become more focused on recovery, there has been more direct involvement of DPRK technical expertise in the areas of food administration, public health, education and agriculture in the planning and implementation of the various interventions. The continuing shift towards recovery activities will necessitate the further involvement of these and other technical experts for greater effectiveness.

Currently it is DPRK policy for the Government to both second and designate the placement of national staff in the WFP-DPRK Office. There would be considerable advantages for both DPRK and WFP if, on a trial basis, some national staff were seconded after consultation between FDRC and WFP. In addition, for the proper functioning of the WFP Office, it is essential for the understanding between WFP and FDRC to explicitly reflect a WFP management responsibility for all staff, both international and national.

Given the importance of building quickly a common understanding between new international staff and their DPRK hosts, it is essential that staff continue to choose to be assigned to DPRK. Consideration could be given to diversifying the responsibilities of Emergency Officers in particular, perhaps building on and expanding the existing “focal point” concept.

A country programme of the size of that in DPRK should be managed by an establishment which includes at least a Deputy Country Director at the P-5 level. Moreover, while recognising that a key role of managers is the management of personnel, in an office with 46 international staff and some 50 national staff in a country as unique as DPRK, there could be very good grounds for also including among the senior management group a personnel officer at the more experienced P-4 level. The Country Director should be able to exercise his delegated responsibility for the establishment and rotation of local staff in his office and, in close consultation with the Government, make any changes he considers necessary.

DEMOCRATIC PEOPLE’S REPUBLIC OF KOREA

EVALUATION OF EMERGENCY OPERATIONS 5959 AND 5959/1

“EMERGENCY ASSISTANCE FOR VULNERABLE GROUPS”

FULL EVALUATION REPORT

TABLES AND MAPS

Table 1: Child Institution Visit Checklist

County/District: _____ C/D Ref. No. Type of institution:

Province/City: _____ Name of institution: _____

Date of the visit: Is this the first in this institution? YES NO Name of principal: _____

WFP Officials: If not, date of the previous visit:

NURSERY									
	NUMBER OF CHILDREN ENROLLED			NO. CHILDREN PRESENT	NUMBER OF STAFF MEMBERS				
	TOTAL	BOYS	GIRLS		MALE	FEMALE	TOTAL	RECEIVING WFP FOOD	
All children									
Under 2 years									
NO. OF CHILDREN REPORTED AS MALNOURISHED:					<input style="width: 50px;" type="text"/>				
(IN NURSERIES & BABY HOMES) NO. OF THOSE MALNOURISHED CHILDREN WHO ARE YOUNGER THAN 2 YEARS:					<input style="width: 50px;" type="text"/>				
WERE THE HEIGHT AND WEIGHT RECORDS OF CHILDREN PRESENTED?					<input type="checkbox"/> YES / <input type="checkbox"/> NO		FOR HOW MANY CHILDREN?		<input style="width: 50px;" type="text"/>
INTERVAL BETWEEN LAST TWO MEASUREMENTS (months):					<input style="width: 50px;" type="text"/>				
NUMBER OF CHILDREN WHOSE WEIGHT WAS REDUCED OR SIGNIFICANTLY INCREASED BETWEEN THE TWO LAST MEASUREMENTS:									
				Age group	Under 2 years	2 to 4 years	5 years or more		
				Those who lost weight					
				Those who gained at least 600 g					

PRIMARY SCHOOLS, SECONDARY SCHOOLS AND BOARDING SCHOOLS:								
SCHOOL TYPE	NUMBER OF CHILDREN ENROLLED			NO. CHILDREN PRESENT	NUMBER OF STAFF MEMBERS			
	TOTAL	BOYS	GIRLS		MALE	FEMALE	TOTAL	RECEIVING WFP FOOD
PRIMARY								
SECONDARY								
NO. OF CHILDREN REPORTED AS MALNOURISHED:					<input style="width: 50px;" type="text"/>			
WERE THE HEIGHT RECORDS OF CHILDREN PRESENTED?					<input type="checkbox"/> YES <input type="checkbox"/> NO			
Grade			Primary 1	Primary 2	Primary 3	Primary 4		
Total number of boys reviewed								
Height limit in cm			114.0	119.5	125.0	130.5		
Number of boys below the height limit								
Grade			Primary 1	Primary 2	Primary 3	Primary 4		
Total number of girls reviewed								
Height limit in cm			113.0	118.5	124	129.5		
Number of girls below the height limit								
Grade			Secondary 1	Secondary 2	Secondary 3	Secondary 4	Secondary 5	Secondary 6
Total number of boys reviewed								
Height limit in cm								
Number of boys below the height limit								
Grade			Secondary 1	Secondary 2	Secondary 3	Secondary 4	Secondary 5	Secondary 6
Total number of girls reviewed								
Height limit in cm								
Number of girls below the height limit								

ALL INSTITUTIONS:

Was the staff receiving WFP food in the past? YES / NO

OTHER SOURCES OF FOOD THAN WFP:

Own production: YES / NO County: YES / NO Farm: YES / NO Other: YES / NO

NUMBER OF MEALS SERVED A DAY:

NUMBER OF SNACKS SERVED A DAY: WAS PREPARING OR CONSUMING OF FOOD SEEN? YES / NO

ADEQUACY OF STORAGE CONDITIONS: GOOD / FAIR / POOR

SOURCE OF WATER: TAP / WELL / TANK / RIVER / LAKE / OTHER

OBSERVATIONS: _____

Table 3: Family Visit Checklist

County/District: C/D Ref. No. Province/City:

Date of visit: Is this first visit? YES / NO Date of previous visit:

WFP officials:

Occupation of the head of the family: Total number of household members:

Parents in the family: BOTH / MOTHER ONLY / FATHER ONLY The family member who collects food from PDC is: M / F

Age group	Total number	No. of beneficiaries	No. of weak/sick	Age group	Total number	No. of beneficiaries	No. of weak/sick
Infants under 6 mos.				11 through 16 years			
0.5 through 4 years				17 through 59 years			
5 through 6 years				60 years and over			
7 through 10 years							

SCHOOLCHILDREN

Age:

Sex: M / F M / F M / F M / F

No. of days of absence from school during the last 3 months:

Number of meals and snacks served to the children at home a day:

PREGNANT WOMAN

Time left till the expected birth of the child : months or weeks

Time between the registration for antenatal care and the monitoring visit: months or weeks

Current weight of the woman (kg):

Was the food receipt card of the woman seen? YES / NO Was it clear and updated? YES / NO

Time from the first receipt of WFP food by the woman to the day of the visit: months or weeks

Number of meals the woman eats a day:

NURSING MOTHER

Was the food receipt card of the woman seen? YES / NO Was it clear and updated? YES / NO

Time from the first receipt of WFP food by the mother to the birth of the baby: months or weeks

Number of meals the woman eats a day:

The birth date of the baby/babies:

Age of the baby/babies (weeks):

Birth weight of the baby (kg):

Sex of the baby: M / F

In case of twins, birth weight of the second baby (kg):

Sex of the second twin baby: M / F

Is the baby currently breastfed? YES / NO If not, why: _____

Has the baby been breastfed earlier? YES / NO If yes, how long? months

TABLE 3 Continued

FFW BENEFICIARIES

FFW Project Number: Age of the participant in the FFW project: years
 Sex of the participant in the FFW project: M / F

Type of work performed by the FFW participant: EARTH WORK / PLANTING / NURSERY WORK / OTHERS

Distance travelled to FFW worksite (one way): km

Months from the first receipt of FFW food: Number of meals the family has a day at home: months

OTHER BENEFICIARIES

Type of beneficiary:	SCS / HS / EP / O	SCS / HS / EP / O	SCS / HS / EP / O	SCS / HS / EP / O
Age (years):				
Sex:	M / F	M / F	M / F	M / F
Time (in months) from the first receipt of WFP food:				
Number of meals the beneficiary eats a day:				
Number of days the beneficiary was unable to work during the last three months:				

OTHER THAN WFP FOOD CONSUMED DURING THE LAST THREE MONTHS:

Commodities	Cereals	Pulses	Oil/Fat	Fish/Meat	Potatoes	Veg./Fruits	Alternative foods
Source 1							
Source 2							
Source 3							

Family food supplies are secured for days after the visit

SOURCE OF WATER: TAP / WELL / TANK / RIVER / LAKE / OTHER

OTHER OBSERVATIONS:

Table 4: County & District Visit Checklist

C/D Ref. No.

County/District: _____ Province/City: _____

DATE OF VISIT:
DATE OF PREVIOUS VISIT:

WFP OFFICIALS:
NAME OF COUNTY OFFICIAL:

POPULATION DATA (to be filled in only for updating when necessary)

TOTAL POPULATION: No. of Farmers and their Household Members:
No. of Workers/Officials and their Household Members:

WFP TARGET GROUPS

No. of Pregnant & Nursing Women: No. of People working in FFW:
No. of Elderly People: (60 years and over)

	No. of Institutions	No. of Children		No. of Institutions	No. of Beds
Nurseries	<input type="text"/>	<input type="text"/>	County/District Hospitals & above:	<input type="text"/>	<input type="text"/>
Kindergartens	<input type="text"/>	<input type="text"/>	Ri Hospitals & equivalent:	<input type="text"/>	<input type="text"/>
Primary Schools	<input type="text"/>	<input type="text"/>	Clinics:	<input type="text"/>	<input type="text"/>
Secondary Schools	<input type="text"/>	<input type="text"/>			

AGRICULTURAL DATA (to be filled in only for updating after harvest)

Crops grown	Area 1998 (ha)	Harvest 1998 (mt)	Yield 1998 (mt/ha)	Area 1999 (ha)	Harvest 1999 (mt)	Yield 1999 (mt/ha)
RICE	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
MAIZE	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
BARLEY & al.	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
POTATO	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
VEGET. & FRUITS	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
THE REST	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
TOTAL	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

	1998	1999
Total grain given to farmers from harvest (MT):	<input type="text"/>	<input type="text"/>
Annual farmers' grain ration per person (kg/yr):	<input type="text"/>	<input type="text"/>

FOOD SUPPLIED UNDER PDS (GVT)

NO. OF FOOD DISTRIBUTION CENTRES IN COUNTY:

FOODS DISTRIBUTED DURING THE LAST THREE MONTHS: (Record only those of the 3 months that give new information)

Month-Year	Type of food	Ration per person	Number of days	Total quantity (MT)
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

ALTERNATIVE FOODS:

Month-Year	Type of food	Ration per person	Number of days	Total quantity (MT)
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

GRAIN WILL
LAST UNTIL:

OTHER OBSERVATIONS

Table 5: FFW Project Monitoring Report

A. GENERAL INFORMATION					
Project Number:		Project Title:			
Province:		County:			
Date:		Date of previous visit:		WFP Officials:	

B. PIC (Project Implementation Committee) OFFICIALS MET	
Name (Mr./Ms.)	Title

C. PROJECT WORK INFORMATION			
Date of Project Work Commenced:			
	Number of Workers	Number of Workdays	Number of Mandays
Planned			
To date			

D. FOOD TONNAGE INFORMATION							
	Approved	Allocated 1	Received 1	Distributed 1	Allocated 2	Received 2	Distributed 2
Date							
Qty.(mt)							
Total of all distribution to date (mt)							

E. PROJECT RECORD INFORMATION	
a.Attendance Register of Worker Maintained	YES NO
b.Work Measurement Book Maintained	<input type="checkbox"/> <input type="checkbox"/>
c. Food Receipt and Distribution Register Maintained	<input type="checkbox"/> <input type="checkbox"/>
d. List of Beneficiaries Families Maintained	<input type="checkbox"/> <input type="checkbox"/>

F. WORK COMPLETION INFORMATION	
Estimated Percentage of Work Completed to Date:	<input type="text"/> %

TABLE 5 CONTINUED

G. WORKERS INFORMATION			
a. Percentage of project area actually seen:		%	
b. Estimated number of workers observed:		% male	% female
c. Estimated number of workers observed by age group:	<17 years:		>45 years:
d. Percentage of women team leader:		%	
e. Organization and implementation of work:			
- Work allocation :	Section / Plot / Group		
- Tools used :	Hoes / Shovels / Pick axe / Hammer / Basket		
f. Tools:	Adequate / Inadequate		
g. Supervision:	Adequate / Inadequate		
h. Quality of work:	Good / Fair / Poor		
H. OTHER OBSERVATION			
I. SUGGESTED RECOMMENDATIONS			

Table 6: Monitoring Checklist for County Warehouse/PDC

Project No:		Project Title:				
Province:						
County:		Date:		WFP Officials:		
A. COUNTY WAREHOUSE						
1. Total quantity of food received to date:	Quantity (MT)	Wheat	Maize	Other		
2. Where is the food stored?	County Warehouse	PDC				
3. Food receipt and distribution register maintained?	Yes	No	Good	Fair	Poor	
4. Have there been any losses?	Yes	Quantity	No			
5. What future deliveries are you expecting?	Commodity	Quantity	Date:			
B. PUBLIC DISTRIBUTION SYSTEM (PDC)						
Information Items	PDC - I		PDC-II		PDC-III	
1. Quantity of food received to date:	MT	Date	MT	Date	MT	Date
2. Quality of food:	Good	Fair	Good	Fair	Good	Fair
3. No. of distributions made:						
4. Quantity of food distribute to date:						
5. No. of workers received food:						
6. List of beneficiary families observed:	Yes	No	Yes	No	Yes	No
7. Have there been any losses?	Yes	NO	Yes	NO	Yes	NO
8. How does the recipient acknowledge receiving the food?	Sign	Stamp	Sign	Stamp	Sign	Stamp
9. Records of distribution:	Good	Fair	Good	Fair	Good	Fair
C. OTHER OBSERVATION:						

Table 7: FFW Monitoring Checklist for Worker/beneficiary Families

Project No:		Project Title:	
Province:			
County:	Date:	WFP Officials:	
Beneficiary/Worker's Name:			
Age:		Ri/dong:	
1. No. of family members in your family:			
2. Who is the worker in your family?			
Self	Husband	Wife	Son/Daughter
Parent			
3. What types of work have you performed?			
Earth Work	Planting	Nursery	Others
4. How much food have you Received to date?			
Wheat (kg)	Maize (kg)		
5. Who received the food ration?			
Self	Husband	Wife	Son/Daughter
Parent			
6. Have you/family members received food from other sources?			
Yes	Source:		No
7. How the project will help you or the community?			
Flood Protection	Irrigation	Increase Yield	Transportation
Other			
OTHER OBSERVATION:			

Table 8 : Number of Monitoring Visits

Month	Total Number of visits	FDRC Office	PDC	Child Institutions	Hospitals	Families
July 1999	221	69	10	76	27	39
August 1999	195	65	3	52	31	44
September 1999	276	88	3	85	33	67
October 1999	293	94	7	97	35	60
November 1999	331	106	7	108	34	76
December 1999	266	92	5	75	26	68
January 2000	223	82	5	71	20	45
February 2000	211	68	3	61	24	55
March 2000	245	84	6	76	21	58
VGF visits (avg/mo)	251	83	5	78	28	57
FFW visits (avg/mo)	50					
Total visits (avg/mc)	301					

Table 9: Access and No Access Counties under WFP Operations in DPRK as at 29 February 2000

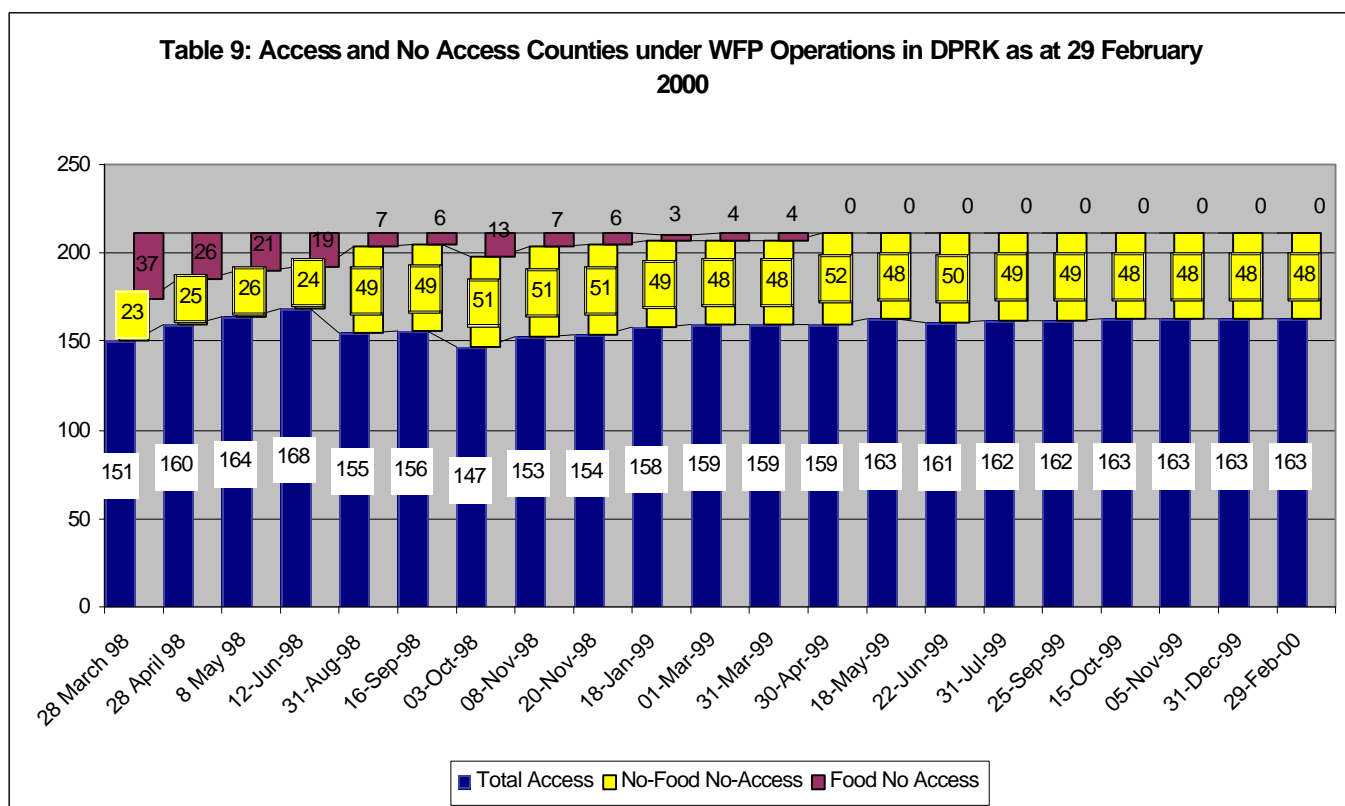


Table 10: Summary of Monthly Monitoring Reports - February 2000

PROVINCE	COUNTIES Km traveled	FOOD DELIVERIES	BENEFICIARIES	CROPS	PDS	OTHERS
North Hamgyong	4 counties were visited.	Food was received as planned. Only few discrepancies were observed. Veg. Oil from O. Marilyn to be stored was distributed.	Attendance rate in child institutions remained high because of food supply. No malnutrition. Occupancy rate of hospital beds was reported as 93%. WFP beneficiaries reportedly were excluded from PDS rations.	Nothing to report.	PDS distributed cereal ration on 300g/p/day. Grain will last till June with deduction of ration gradually.	8 institutions/ families were visited. All institutions were reported as first visit by WFP and half of them were in Ri area.
South Hamgyong	10 counties were visited with 4,958 km run.	Discrepancies between food receipts and distribution plan were found in two counties. Break-in-pipeline of cereals was reported by most of the institutions visited. Stored CSB and rice were distributed in all counties visited.	Food was distributed to the families of kindergarten children during winter vacation. Attendance rate in the nurseries remained high. No. of malnourished patients in hospital was 13% of total inpatients. WFP food was found useful in dealing with food shortages at households of PNW.	Production of rice in 1999 increased substantially compared to 1998, varied from 65 to 208%.	Maize and rice were distributed at ration of 250g/p/day for entire month. Many counties have enough food until June.	24 institutions/ families were visited. Out of 15 institutions visited, 11 were first visit by WFP.
Ryanggang	4 counties were visited.	Food delivered to all counties in accordance with distribution plan.	In one county, ration for elderly was reduced by 50%. Low attendance was observed in all institutions visited due to severe cold. Lower attendance at institution due to inadequate heating. Food in hospital has run out.	Food production in 1999 was better than 1998 but cannot meet food needs.	250g/p/day were distributed in February. Plan distribution until June with imported food from other provinces.	9 institutions/ families were visited. New visit by WFP consists of 78% but Ri-level visit was low due to bad weather.
North Pyongan	11 counties visited with 2,359 km run.	All counties visited received food from vessels of Advantage and Eastern Sky. Food was distributed to target groups according to distribution plan soon after receipt. SI numbers were written on all consignment notes.	Attendance rate of children institutions was on average 95%. Health status was generally reported good. No malnourished children were reported, but 7% weak children continued to exist. Food was received at institutions and can last until April or May. There were few malnourished children in a school visited. Food supply to schools has been suspended for some time and should be resumed soonest.	Harvest data of 1999 for all counties have been provided.	PDS distributed food in February on average of 250g/p/day. No AF was produced.	21 institutions/ families were visited. Only one was a repeat visit. Ri-level visit is 70%.

PROVINCE	COUNTIES Km traveled	FOOD DELIVERIES	BENEFICIARIES	CROPS	PDS	OTHERS
South Pyongan	No counties visited as no WFP food was provided.					
North Hwanghae	9 counties were visited with 1,630 km run.	Food from eight vessels was received at counties.	Fewer children than the number reported have actually been in the institutions. Preparation and serving of food was observed. No malnutrition has been reported. However, 20- 40% was below the standard height and weight for age. Stunting was apparent among children seen. In one hospital visited, occupancy was 33% due to poor heating in winter.	Figures on grain amount and ration for farmers were collected in 6/9 counties. The ration was much higher than last year.	Food distribution in February was 250g/p/d for 29 days. No A.F production in all counties.	14 institutions/ families were visited. First visit by WFP is 93% and 57% at Ri-level.
South Hwanghae	No counties visited as WFP suspended food aid there.					
Nampo City	4 districts were visited.	All the districts have received their food allocation as planned.	Children were lively and appeared healthy, although stunting was apparent. Food stock at institutions could last to end March or April. Average occupancy rate at hospital was 77% and 13% of them were malnourished. Food preparation was seen. PNW and elderly received food aid.	Nothing to report.	PDS ration has been reduced to 150-250g/p/day for 30 days. A.F was distributed to urban dwellers.	7 institutions/ families were visited. First visit by WFP is 86% and only 14% at Ri-level.
Kaesong City	3 districts were visited with 515 km run.	WFP food receipts shows no discrepancy.	Attendance rate was high but no heating. No children reported to be malnourished. Food stock could last to April. Occupancy rate at a Ri-hospital was low. No food was seen in stock.		PDS ration 300/p for 30 days. No A.F due to electricity problems.	9 institutions/ families were visited. 55% of new visits and no Ri-level visits.
Kangwon	3 counties were visited with 900 km run.	WFP food deliveries according to distribution plan had been received and were correct.	Attendance rate in the nurseries and kindergartens was between 93 - 97% while in the hospitals 60% occupancy rate reported.	Harvesting of main crops completed, but agriculture data has not been completed due to electrical shortages.	PDS rations in Feb. is 300g/p/d.	4 institutions/ families were visited. Half of them were at Ri-level.

PROVINCE	COUNTIES Km traveled	FOOD DELIVERIES	BENEFICIARIES	CROPS	PDS	OTHERS
Pyongyang City	13 districts were visited.	Food received in February matched with distribution plan and distributed accordingly. There were some stocks in W/H. Food stock in institutions could last to April.	No serious health problem was reported. Malnourished rate was 1.2% and weak 2.2%. Children seen were all healthy but few weak. Attendance reported high, 94% in nursery and 89% in kindergarten. Cases of malnutrition were still found in hospitals. Decrease in number of malnourished children was reported. Also poor heating facilities affected attendance of children. CSB is not suitable for babies. Occupancy rate of hospital beds was reported as 95%. 8.2% of them were malnourished.	Agriculture data for 1999 harvest has been completed in some districts visited; other counties are still working on it.	Food distribution at rate of 250 g/p/day. No. of days varied by districts. AF was distributed in some districts.	All institutions/families were first visited by WFP.
Chaggang	No counties visited.					

SUMMARY OF MONTHLY MONITORING REPORTS- February 2000

HIGHLIGHTS:

- Overall monitoring coverage declined compared to previous month. This is mainly due to the absence of many international staff members who have not returned from leave and difficulties in access due to poor road conditions and heavy snow. 97 counties/districts and 180 institutions/families/ FFW sites were visited. However, percentage of visits to new institutions and Ri-areas has increased from the previous month, 96% of institutions/ families were visited by WFP staff for the first time. But Ri-level visits have reduced to 32% due to unfavourable road and weather conditions.
- Food from different vessels arrived in the counties and was distributed to beneficiaries. In several counties, food stocks at institution or household level have run out.
- Attendance rate at most child institutions visited was low due to lack of heating in the cold winter. Poor heating facilities also affected the occupancy rate in the hospitals. Despite the severity of winter conditions, the health status of children has improved as reported. In almost all counties visited, the number of malnourished and weak children (nurseries & kindergartens) was reported as low.
- Distribution of cereals through PDS took place in most of the counties visited at 250g/p. Only a few counties/districts visited still produced and distributed alternative foodstuffs.

- As of 29 February 2000, WFP has approved 49,967 MT of cereals under the FFW programme for 106 projects. WFP has approved two FFW (rural road & rehabilitation of embankment and irrigation canal) proposals to be implemented and managed by women in North Pyongan province and Nampo City. These projects will be the first women pilot projects under WFP assistance. WFP has issued the purchase order for several NFIs worth \$300,346. The second round of NFI purchases is under process. The 4th PRC meeting has approved 8536.34 MT of food for 19 projects. The progress of work implementation in the FFW projects during the reporting month was slow due to the severe winter and, in many work sites, the earth was completely frozen. Despite the severe winter and difficult working conditions, 12 projects have been completed. The completed fishpond project in Waudo district, Nampo City, is a successful project under WFP assistance.
- Enough raw materials have been supplied for production of CSB and dispatched to all the identified factories in Pyongyang, Sinuiju, Chongjin and Hamhung. However, frequent power cuts severely interrupted CSB production during the reporting month. In February, 598 MT of biscuits have been produced, which represents an achievement of 75% of the targeted monthly production. Given the power shortage problem, this is a better result than in previous months. UNICEF announced the arrival of PREMIX in the country but it has yet to be delivered to the factory. An Australian Delegation visited the CSB and Biscuit factories in Pyongyang. The mission members were very appreciative of the local food production initiative. They praised the factory in operation and were happy to see the Australian contribution being utilized effectively.

Table 11: Target Groups, Proposed Rations and Justification by EMOP

	Beneficiaries	Proposed rations	Days (persondays)	Justification/Nutritional considerations
EMOP 5710 12/95-5/96	*100,000 flood affected displaced farmers and 400,000 family members (5/family)	*450 g rice 15 g oil	90	*Severe damage to agricultural land and production; farmers not eligible for PDS
EMOP 5710.01 6/96-3/97	*100,000 flood affected displaced farmers and 400,000 family members	*450 g cereals	150	*Extend support to flood affected farmers not eligible for PDS until next harvest (Oct)
	*525,000 under 5 y (25% of total outside capital most vulnerable areas)	*150 g CSB	150	*Cuts in food deliveries to kg/nur; signs of malnutrition becoming evident. Support until next harvest (Oct)
	*125,000 collective farmers (FFW) plus 3,4 dependents in two provinces	*2,000 g cereals (450 g/p/day)	100 (12,5 Mio)	*Recovery of arable land/rehab of agric infrastr/injection of food to flood affected areas in slack agr. period (Oct-March)
EMOP 5710.02 4/97-3/98	*2,6 Mio under 7 y (= all)	*250 g cereals ¹	360	*Compensate for reduction in state food provision; health and nutritional status critical
	-in nurseries	*20 g pulses	365	
	-in orphanages	*15 g veg oil	250	
	-in kindergartens			
*1 Mio hospital patients (or ± 30,000 beds)	*400 g * 30 g * 30 g	10 (10 Mio)	*Targeted to those hospitals which are adequately staffed and have access to other non-food inputs (medicines)	
*250,000 farmers and workers and 850,000 family members (4,4/family)	*2,000 g cereals	160 (40 Mio)	*Recovery of arable land/rehab + agricultural infrastructure/mitigate effects of future floods (Oct-March)	

¹ CSB for babies and malnourished; plus 100 g of HEB (or DSM, as available) for malnourished

EMOP 5959 4/98-3/99	*1.8 Mio under 5 y in nurseries	*160 + 90 ² * 30 g pulses * 30 g veg oil * 10 g sugar	360	*Nutrition survey of under 5 y (n=4,000) revealing high rates of malnutrition, in particular wasting among 6-24 months and stunting in all age groups; CSB to meet micro-nutrient needs plus special biscuit to facilitate targeting of malnourished
	*0.8 Mio 5-7 y in kindergartens	*350 g cereals * 40 g of pulses * 30 g of oil	250	*Provision of kimchi and other side dishes to ascertain that micronutrients needs are met, so no need to include CSB.
	*1.6 Mio 7-10 y in primary schools plus 0.8 Mio 11-12 y in secondary schools	* 25 + 10 ³ *100 g biscuits	250	*Biscuits and CSB to ascertain micro-nutrient supply
	*0.5 Mio hospital patients (30,000 beds) *10,000 orphans *10,000 handicapped	*450 g cereals * 50 g pulses * 25 g oil	± 3 weeks 365 365	
	*450,000 PNW	*100 g cereals * 40 g pulses * 25 g oil	365	*Decreasing birth weight suggesting declining nutritional situation of women in child bearing age (source: UNICEF)
	*0,5 Mio workers in FFW and 2 dependants	*1,650 g cereals *150 g pulses * 70 g oil	240 (120 Mio)	*Provision of employment for peri-urban and rural non-agricultural workers. As elderly are normally cared for within the family, ration is based on the assumption that workers have one elderly relative in the household.

² 160 gram of cereals and 90 gram of CSB plus 125 grams of fortified biscuits for malnourished estimated at 10% of total

³ 25 gram of CSB and 10 gram of oil for a hot cereal drink

EMOP 5959.01 7/1999-6/2000	*1,47 Mio under 5 y in nurseries	*160 + 90 * 30 g pulses * 30 g veg oil * 10 g sugar (*100 g HEB)	360	*Nutrition survey of under 7 y (n=1,762) revealing 16% of wasting (peaking at 30% among 6-24 months) and stunting in all age groups; CSB to meet micronutrient needs plus HEB for the severely malnourished (16%) as in between meals snack.
	*0.665 Mio 5-7 y in kindergartens	*350 g cereals * 40 g of pulses * 30 g of oil (*100 g HEB)	250	*See above
	*1,36 Mio 7-11 y in primary schools plus *1,947 Mio 12-17 y in secondary schools	*100 g biscuits	250	*Evidence of malnutrition among primary and secondary school aged children. As schools have no cooking facilities, a midday snack as feasible alternative
	*120,000 hospital patients } *10,000 orphans }	*450 g cereals * 50 g pulses * 25 g oil	365 365	*Hospitals and relatives find it difficult to supply basic foods *Orphaned children wholly dependent on these institutions
	*320,000 PNW	*250 g cereals ⁴	365	*Acute malnutrition in 18% of infants indicating insufficient food intake by PNW (interagency/DPRK survey)
	*500,000 elderly	*450 g cereals	365	*Household interviews and consultations with officials indicate high degree of food insecurity, particularly for elderly lacking family support
	*1,65 Mio workers in FFW and 2 dependents	*2,000 g cereals	120 (198 Mio)	*Develop sustainable relief and rehabilitation strategies/ promote agricultural rehabilitation which increases overall food security; provide food to under-employed urban workers with no access to land and rural industrial workers who are nutritionally at risk

⁴ cereals to be used to prepare noodles that will be distributed at the stated per capita daily rations

Table 12: Achievements per Commodity

(Main Beneficiary Groups)

	Beneficiary Category	Caseload		Actual Distribution/Requirements (%)							
		Target ⁵	Actual (%)	Cereals	Pulses ⁶	Oil	CSB	Biscuits	Sugar	DSM	Total
EMOP											
5710	Flood affected	500,000	100*	90		0					87
5710.01	Flood affected	500,000	100	97							97
	FFW	125,000 x 4,4	100*	108							108
	VGF	525,000	100*				93				93
	Total	1,150,000 (1,575,000)	100*	103			93				102
5710.02	FFW	250,000 x 4,4	229	245							245
	VGF	2,630,000	105	128	88	71	148	61		212	124
	Total	2,880,000 (3,730,000)	113 (135)	161	88	71	148	61		212	153
5959	FFW	500,000 x 3	75	92	0	0,4					81
	VGF	5,490,000	110	185	51	31		2	3		
	Total	5,990,000 (6,990,000)	107 (103)	141	34	24	94	2	3		103
5959.01 ⁷	FFW	550,000 x 3	91	40							40
	VGF	6,394,000	94	63	88	87	102		10		52
	Total	6,944,000 (8,044,00)	94 (93)	56⁸	88	87	102		10		59

* no data on actual number of beneficiaries available

⁵ In brackets: including dependants of FFW participants

⁶ Includes tinned fish

⁷ Until March 2000

⁸ Higher if outstanding loans and distribution to factories are taken into account

Table 13: Achievements by Commodity and Beneficiary Group

EMOP	Beneficiary Category	Caseload		Distributed/Requirements (%)						
		Target	Actual (%)	Cereals	Pulses ⁹	Oil	CSB	Biscuits	Sugar	DSM
5710	Flood affected	500,000*	100	90		0				
	Total	500,000*	100	90		0				
5710.01	Flood affected ¹⁰	500,000*	100	108						
	FFW ¹¹	125,000*	97	97						
	Nurs/k.g.	525,000*	100				93			
	Total	1,150,000	99	103			93			
5710.02	FFW	250,000 ¹²	229	245						
	Nurs/kin	2,600,000	101	128	88	72	148	61		212
	Hospitals	30,000 ¹³	124	115	100	26				
	Total	2,880,000	113	161	88	71	148	61		212
5959	FFW	500,000	75	92	0	0,4				
	Nurseries	1,800,000	76	143	38	19	84	4	3	
	Kindergartens	800,000	79	100	150	30	[]			
	Orphanages	10,000	67 ¹⁴	28	49	8	[]			
	Prim. schools	1,600,000	80	145 ¹⁵			33	2,5	0	
	Secon. schools	800,000	230	184			59	0	0	
	Hospitals	30,000	426	328	287	177	[]			
	PNW	450,000	82	130	71 ¹⁶	13	[]			

⁹ Includes tinned fish

¹⁰ 100,000 farmers plus 4 family members through FFW

¹¹ Family members not included; because the number of dependents has changed over time, taking into consideration other target groups, total number of direct and indirect beneficiaries is not entirely comparable.

¹² Flood affected families; an additional 320,000 families in other areas were later included in FFW

¹³ At any given time

¹⁴ Partial delivery due to limited access

¹⁵ Replacing equivalent quantities of biscuits

¹⁶ Pulses plus CSB

		5,990,000	107	141	34	24	94¹⁷	2	3	
595901 ¹⁸	FFW	550,000		40						
	Nurseries	1,470,000	88	58	67	72	45		20	
	Kindergartens	665,000	91	59	111	77	[]			
	Orphanages	10,000	67	44	81	42	[]			
	Prim. schools	1,362,000	96					13		
	Secun. schools	1,947,000	95					0		
	Hospitals	120,000	150	86	150	108	[]			
	PNW ¹⁹	450,000	71	186	87	118	[]			
	Elderly	500,000	86	35						
	Total	6,944,000	94	56	87	102	62	4	10	

¹⁷ CSB was also distributed (unscheduled) to groups in brackets

¹⁸ Until March 2000

¹⁹ Instead of foreseen noodles: similar ration as previous year

Table 14: Nutritional Value of Rations

EMOP	Beneficiary Category	Energy (kcal)		Protein				Fat			
		plan	Actual ¹	Gram plan	Gram actual	kcal% plan	kcal% actual	Gram plan	Gram actual	kcal% plan	kcal% actual
5710	Flood affected	1750	1460	32	28	7	8	17	2	9	1
5710.01	Flood affected ²	1575	1710	45	49	11	11	11	12	3	3
	Nurs/k.g.	570	530	27	25	19	19	9	8	14	14
5710.02	Nurs/kin	1075	1280	29	36	11	11	21	19	18	7
	Hospitals	1770	1440	46	42	10	12	40	16	20	10
5959	Nurseries	1300	1500	38	49	12	13	39	20	27	12
	Kindergartens	1625	1880	43	60	11	13	30	21	22	10
	Orphanages	1965	? ³	55		11		37		17	
	Prim. schools	485	735 ⁴	15	22	12	12	10	6	19	7
	Secun. schools	485	333 ⁵	15	10	12	12	10	2	19	5
	Hospitals	1965	1420	55	41	11	12	37	20	17	12
	PNW	1055	1150	28	36	11	13	30	11	26	9
5959.01 ⁶	Nurseries	1300	850	38	24	12	11	39	30	27	32
	Kindergartens	1625	1185	43	33	11	11	30	32	22	24
	Orphanages	1965	1375	55	40	11	12	37	16	24	15
	Prim. schools	450	55	11	1.5	10	10	10	1	22	22
	Secun. schools	450	0	11	0	10	0	10	0	22	0
	Hospitals	1965	1225	55	37	11	12	37	25	17	18
	PNW	1055 ⁷	1650	28	44	11	11	30	39	26	21
	Elderly	1575	650	45	18	11	11	11	5	6	3

¹ Per beneficiary, based on actual caseload; for calculations for cereals: protein on average 10%; fat 2,5%

² 100,000 farmers plus 4 family members through FFW

³ Partial delivery because limited access during the year

⁴ Instead of foreseen biscuits: equivalent amount of cereals

⁵ Instead of foreseen biscuits: equivalent amount of cereals

⁶ Until March 2000

⁷ Instead of foreseen noodles: similar ration as previous year

Administrative Map



TC17/00-172/NKOREA-2/9