

Emergency Operation (EMOP 200266)

Emergency Food Assistance to Vulnerable Groups in the Democratic People's Republic of Korea

DPR KOREA EMOP 200266	
Number of beneficiaries	3,546,000
Duration of project	12 months (April 2011 - March 2012)
Food tonnage	310,532 mt
Cost (United States dollars)	
WFP food cost	131,584,458
WFP cash/voucher cost	-
Total cost to WFP	209,471,671

EXECUTIVE SUMMARY

The Democratic People's Republic of Korea (DPRK) is facing large food shortages due to a series of recent shocks including extremely heavy rainfall in 2010, a particularly harsh winter which contributed to high post-harvest losses and significant milling losses due to high moisture content and immature grains.

Following a formal appeal for emergency food assistance made by the DPRK Government to WFP in January 2011, an inter-agency rapid food security assessment (RFSa) was carried out from 20 February-11 March 2011. The mission, comprising WFP, the Food and Agriculture Organization of the United Nations (FAO), the United Nations Children's Fund (UNICEF), non-governmental organizations (NGOs) and donors, estimated an uncovered food deficit of 886,000 mt for 2010/11 (November/October).

Even with a gradual reduction in rations and inputs from early crops, Public Distribution System cereal stocks will be severely depleted by end-April/early-May, just at the start of the lean season, according to the Government. Given the already high prevalence of chronic malnutrition across the population, any significant reduction in government distributions would have an immediate adverse impact on the nutritional status of the most vulnerable, especially in the five most food-insecure provinces of the north and east.

WFP will scale up ongoing food assistance to support over 3.5 million vulnerable people through a 12-month Emergency Operation (EMOP), primarily for women and children, incorporating and expanding activities under a Protracted Relief and Recovery Operation (PRRO) launched in July 2010. The PRRO will be suspended for the duration of the EMOP.

The RFSa identified as especially vulnerable pregnant and lactating women, children, and elderly people. Women and children constitute almost 90 percent of the beneficiaries of the EMOP. Pregnant women will receive fortified blended food and cereals during their pregnancy and for 12 months of the subsequent nursing period. Children under 2 years in nurseries and baby homes will be similarly supported. Infants are of particular concern, since inadequate nutrition during the 1,000 days from conception has life-long negative consequences. This careful targeting is designed to ensure the provision of essential nutrients throughout the critical 1,000-day window of opportunity, when the risk of stunting – mental as well as physical – is highest, and the consequences of it are most damaging.

In line with WFP Strategic Objectives 1 (“Save lives and protect livelihoods in emergencies”) and 5 (“Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase”), this Emergency Operation aims to: i) provide nutritional support to

chronically undernourished children and women and other vulnerable groups and thereby stabilize and reduce acute malnutrition; and ii) support the Government's strategy to reduce hunger and undernutrition by supporting the production of locally fortified food.

The operation supports Millennium Development Goals 1 (Eradicate extreme poverty and hunger), 4 (Reduce child mortality), and 5 (Improve maternal health).

The EMOP is underpinned by a Letter of Understanding signed by WFP and its government counterpart, the National Coordinating Committee (NCC), that provides for significant improvements in operating conditions, including those governing access to beneficiaries and the monitoring of assistance. The improvements include greater randomness in monitoring and a minimum number of Korean-speakers as WFP international staff members.

During formulation of this operation, key stakeholders including the Government, United Nations agencies, non-governmental organizations and donor representatives were consulted and their feedback taken into consideration. The EMOP covers only part of the overall food and nutritional needs of the population, and is targeted to the most vulnerable population groups and geographic areas. WFP response will be complemented by other partners, including a consortium of non-governmental organizations.

In a joint statement issued on 22 March 2011 a number of international agencies working in the DPRK raised concerns about the deteriorating food security situation and urged donors to act in accordance with the humanitarian imperative: saving lives, reducing human suffering and reaching those in need, regardless of politics, religious belief or ethnicity.

SITUATION ANALYSIS AND SCENARIOS

The overall context

1. The Democratic People's Republic of Korea (DPRK) continues to be affected by very limited economic growth, food insecurity, high undernutrition rates and economic problems. Aid and foreign investment have remained far below the levels that the DPRK requires to revive key sectors of the economy and to restore basic social services to pre-1995 levels.
2. With a population of 24 million according to the 2008 census, the DPRK experiences recurrent natural disasters which frequently disrupt the agricultural, environment and energy sectors and further compound the challenging economic and food security situation.
3. A lack of diversification, limited economic growth and access to the latest innovations in policy and technological know-how are constraining increased trade and investment. Insufficient availability of energy has been a major constraint for sustainable economic growth and social welfare.¹
4. In addition to geographical and climatic constraints, production during both the early and main agricultural seasons is severely limited by input shortages. In recent years, food imports (both commercial and food aid) to offset the cereal production shortfall, have been reduced, thus creating further challenges for vulnerable groups in the country. All these challenges underscore the need for structural reform.
5. Overseas development assistance to the DPRK is currently estimated to be US\$9 per capita, which is very low compared with other countries of similar undernutrition characteristics. According to the 2010 Global Hunger Index (GHI) report jointly published by the International Food Policy Research Institute (IFPRI), Concern Worldwide and German Agro Action (GAA), the GHI for the DPRK for 2010 is 19.4, which is classed as "serious".² The GHI fell by 5.4 percent compared with 2009 and by 20 percent compared with 1990.
6. Following a government request, WFP launched a protracted relief and recovery operation (PRRO 200114) "Nutrition Support to Women and Children in the Democratic People's Republic of Korea" in July 2010 with a view to provide assistance to 2.53 million beneficiaries in 65 counties in 7 provinces.
7. However, following crop damage caused by flooding in the second half of 2010 and the harsh 2010/11 winter, combined with reduced food imports, on 21 January 2011 the DPRK government made a formal appeal to WFP for emergency food assistance. In response, a rapid food security assessment (RFSA) by WFP, the Food and Agriculture Organization of the United Nations (FAO), the United Nations Children's Fund (UNICEF), non-governmental organizations (NGOs) and donors was undertaken from 20 February to 11 March 2011. The objective was to update the assessment of the cereal import capacity and requirements for the 2010/2011 marketing year (November/October) made by the FAO/WFP

¹ United Nations agencies and DPRK government, Strategic Framework for Cooperation between the United Nations and the Government of the Democratic People's Republic of Korea 2011-2015, 2010.

² IFPRI, 2010 Global Hunger Index: The Crisis of Child Undernutrition.

crop and food security assessment mission (CFSAM) in October 2010 and estimate food assistance needs.

8. According to the RFSA,³ the series of shocks included: i) heavy rainfall in 2010 that damaged crops and in many cases forced re-planting; ii) heavy rains that caused post-harvest losses; iii) significant milling losses due to high moisture content and immature grains; iv) substantial reductions in the late-2010 cabbage and radish harvests; and v) a severe winter that damaged up to 70 percent of the potato crop, and reduced production levels of winter wheat and barley.
9. Heavy rains in August and early September also resulted in cabbage and radish seedbeds being washed away and replanted several times, negatively affecting the 2010 harvest. Vegetable production was reported at 2.33 million mt in 2010, a reduction of 44 percent from the 4.14 million mt harvested in 2009 and a 34 percent reduction from the 3.63 million mt reported for 2008.
10. The winter of 2010/11 was colder and more prolonged than usual. The European Commission's Joint Research Centre (JRC) indicated that the temperatures during the period November 2010 – February 2011 were unusually low compared to the last 15 years average. Minimum values were registered in the southern regions of Kangwon, Kaesong, North Hwanghae, South Hwanghae, and Pyongyang.
11. Extremely low temperatures, combined with unusually wet conditions during September and October and insufficient snowfall from November to February, compromised the survival of winter wheat, reducing germination. The prolonged low temperatures also damaged potato seeds stored for the 2011 spring and main crops. This affected potatoes buried underground (i.e. in traditional storage facilities of the co-op farms), as well as those in household storage rooms. A substantial proportion of potato seed in winter storage was damaged.
12. The country's commercial import capacity has also been reduced, for two main reasons: i) high international food and fuel prices; and ii) reduced export earnings. For 2011, the likely scenario is for a significant drop in export earnings, coupled with a rising import bill largely due to higher fuel prices. Therefore, the DPRK will not be able to import significant quantities of cereals to meet the expected food shortages.

³ WFP/FAO/UNICEF, Rapid food security assessment (RFSA), Democratic People's Republic of Korea, 24 March 2011.

The food security and nutrition situation

13. The recent RFSA estimated the total cereal import requirement in 2010/2011 at 1,086,000 mt, which is 219,000 mt above that estimated by the 2010 CFSAM. Based on the expected/estimated commercial import capacity, the uncovered food deficit is estimated at 886,000 mt, equivalent to 21 percent of the national food consumption requirement.
14. The uncovered food deficit corresponds 3.68 months of Public Distribution System (PDS) rations for the entire nation. Even with a gradual reduction in rations and inputs from early crops, PDS stocks will be severely depleted by the start of the lean season in May, according to the government.
15. The RFSA data indicate that a large number of households interviewed depend on a carbohydrate based diet with exceptionally low protein, fat, and micronutrient content. Affected households reported adopting negative coping strategies to deal with food shortages, including reducing portion size at meal time; reducing the number of meals consumed per day; relying on the support of relatives living on cooperative farms; and increasing consumption of wild plants.
16. The RFSA identified as especially vulnerable pregnant and lactating women, children, and elderly people. Infants are of particular concern, since inadequate nutrition during the 1,000 days from conception has life-long negative consequences. Elderly people who have a reduced PDS entitlement (only 80 percent of normal rations) are strongly affected by rising food prices as their pensions have been stagnant and they often suffer poor health. Any interruption in the PDS food distributions will substantially increase the risk of undernutrition for these population groups, particularly in food-deficit counties.
17. Food insecurity has led to a high prevalence of undernutrition, particularly among women and children. Due to funding shortfalls, international food assistance to DPRK was insufficient in the recent years to make a significant impact on the nutritional status of the targeted population. The results of a multiple-indicator cluster survey (MICS)⁴ supported by UNICEF in October 2009 indicated high rates of undernutrition compared to other countries in the region.⁵ Data from the 2009 MICS indicates a 32 percent rate of stunting, 19 percent rate of underweight and 5 percent rate of wasting for children under 5. The provincial aggregated data shows stunting levels ranging between 23-45 percent, underweight ranging from 14-25 percent and wasting ranging between 2-8 percent. Around 26 percent of women aged 15-49 are undernourished, with a mid-upper arm circumference (MUAC) of less than 225 mm.
18. A report released by the World Health Organization (WHO), UNICEF, the United Nations Population Fund (UNFPA) and the World Bank indicates high maternal mortality rates (250 per 100,000 in 2008);⁶ this shows a marginal improvement (-7 percent) compared with the 1990 figure (270 per 100,000). Similarly, UNICEF estimates the infant mortality rate to be 26 per 1,000 live births in 2010 compared with 23 per 1,000 live births in 1990.

⁴ Central Bureau of Statistics/UNICEF, "Multiple Indicator Cluster Survey 2009", December 2010.

⁵ The prevalence of underweight and stunting in China and Mongolia is 6 and 5 percent and 15 and 27 percent respectively according to WHO reference population.

⁶ UNFPA/UNICEF/WHO/World Bank, "Trends in maternal mortality: 1990 to 2008", 2008.

Scenarios

19. This Emergency Operation is based on the findings of the October 2010 CFSAM and the March 2011 RFSA. The DPRK is in need of significant food assistance for the period April–October 2011 (i.e. up until the main harvest) and nutritional assistance for the full period of the EMOP. A critical period will be the May–July 2011 “lean” season when stocks from both the main and spring harvests will have been depleted. Additional well-targeted food assistance will be crucial to prevent a further deterioration in the food security and nutritional status of the most vulnerable groups.
20. Food shortages could extend into the next agricultural year (2011/12). Continued vulnerability to natural disasters and extreme weather events could lead to the re-emergence of emergency food needs in 2012.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

21. The DPRK Government requested emergency food assistance from WFP and other potential donors in January–February 2011.
22. The Government also issued a directive in January 2011 advising provinces and counties that food security would be a critical challenge during the year, and urging that adaptive coping measures be taken at provincial, county and household level.
23. The supply of fertiliser to the agricultural sector in recent years has been insufficient to ensure adequate yields and production. This is likely to continue to be the case in 2011. The Government’s response is to increase the support being provided through organic compost, but this is insufficient replacement for chemical fertilizer.

Policies, capacities and actions of other major actors

24. Six United Nations agencies work in the country under the United Nations Strategic Framework (2011–2015). They are FAO, UNDP, UNICEF, UNFPA, WFP and WHO. Activities focus on sustainable energy, environmental management, increased food availability and basic social services (public health, child and maternal health and nutrition, education, water and sanitation).
25. While UN agencies projects and programmes are well designed, they tend to be relatively small in scale and inadequately funded. Consequently, the impact of UN interventions, in relation to the magnitude of the problems they seek to address, is limited. Most UN agencies have received allocations from the Central Emergency Response Funds (CERF), confirming the humanitarian context of activities in DPRK.

26. UNICEF, FAO and WHO are implementing or planning activities in the areas of agriculture, health care and nutrition that will complement WFP EMOP interventions.
27. NGO activities will continue under the umbrella of the European Union Programme Support (EUPS). The International Federation of Red Cross and Red Crescent Societies (IFRC) and the Korean Red Cross will continue to play an important role.
28. On 22 March 2011, a number of international agencies in DPRK issued a joint statement on the deteriorating food security in DPRK and urged the donor community to act in accordance with the humanitarian imperative: save lives, reduce human suffering and reach those in need regardless of politics, religious belief or ethnicity.

Coordination

29. Under the chairmanship of the United Nations Resident Coordinator (UNRC), coordination of international assistance takes place through weekly meetings of several Theme Groups. WFP chairs the Food Security and Nutrition Theme Group. The Office for the Coordination of Humanitarian Affairs (OCHA) regional bureau for Asia is also actively involved.
30. United Nations' activities are coordinated and agreed with the Government under a United Nations' Strategic Framework 2011-2015, which is in line with national priorities to achieve progress towards the Millennium Development Goals, with a focus on four strategic priorities: i) Social Development; ii) Partnerships for Knowledge and Development Management; iii) Nutrition; and iv) Climate Change and the Environment.

OBJECTIVES OF WFP ASSISTANCE

31. In line with WFP Strategic Objective 1 ("Save lives and protect livelihoods in emergencies") and Strategic Objective 5 ("Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase"), this Emergency Operation aims to: i) provide nutritional support to chronically undernourished children and women and other vulnerable groups and thereby stabilize and reduce acute malnutrition; and ii) support the Government's strategy to reduce hunger and undernutrition by supporting the production of locally fortified food.
32. The operation supports Millennium Development Goals 1 ("Eradicate extreme poverty and hunger"), 4 ("Reduce child mortality"), and 5 ("Improve maternal health").

BENEFICIARIES AND TARGETING

33. This EMOP will have a significantly wider geographical coverage than the PRRO, with 109 targeted counties versus 65 counties under the PRRO. Key vulnerable groups will be supported in eight provinces: Ryanggang, North Hamgyong, South Hamgyong, Kangwon, North Hwanghae, South Hwanghae, South Phyongan and Nampo. Among those, WFP will give top priority to the most food-insecure counties in the north-eastern provinces (including Ryanggang, North Hamgyong and South Hamgyong).

34. The counties have been selected based on the RFSA recommendations, with coverage expanded to counties in the northeast previously not accessible to WFP. The NGO consortium is expected to cover approximately 25 additional counties in two provinces, North Pyongan and Chagang.
35. Almost 90 percent of the beneficiaries of the EMOP will be women and children. The RFSA identified a number of population groups most at risk due to their specific needs and inadequate diet. The overwhelming majority of the beneficiaries of this EMOP are women and children and about 13 percent of beneficiaries are elderly men. WFP will provide food assistance to 2.1 million girls/women, constituting 60 percent of the total beneficiaries. While pregnant women will receive food assistance during their pregnancy and for an additional 12 months during the nursing period, young children (under 2 years) will also benefit at baby homes and nurseries. Targeting pregnant and lactating women and their infants will ensure that they receive the required nutrients during the critical 1,000 day window of opportunity from pregnancy to the age of 23 months, when children are at the highest risk of stunting. The special foods provided (see “Nutritional considerations and food basket” section below) will contribute to physical and mental development.
36. The following activities are envisaged:
- *Nutrition support to women and children* – WFP will provide food rations to all pregnant and lactating women and orphans (in baby homes, children centres and boarding schools). DPRK’s health care system includes large paediatric hospitals at provincial level and paediatric wards in county level hospitals. Cereals and blended food will be provided to child inpatients aged 6 months to 16 years at all paediatric hospitals and paediatric wards of county hospitals, with meals being prepared at the hospital. Accompanying caregivers of inpatients at paediatric hospitals will also receive a food ration.
 - *School children* – WFP will provide locally produced fortified foods, cereals and vegetable oil to young children in nurseries (6 months–4 years) and kindergartens (5–6 years). In the absence of adequate cooking facilities in most primary schools, WFP will distribute fortified biscuits to all primary school children (7–10 years) in targeted counties during each school day.
 - *Other vulnerable groups in north-eastern provinces* – Due to increased vulnerability to food insecurity in the north-eastern provinces, WFP will also provide take-home supplementary rations in about 63 counties to: i) elderly people (over 60 years of age) who are facing significant food gaps; and ii) children aged 7-10 years.

Contingency/relief activity – Given the country’s vulnerability to natural disasters (flooding, drought, harsh winter/cold), the EMOP will include provision for a contingency stock to respond to the urgent needs of up to 375,000 disaster-affected people for 120 days. Appropriate activities will be selected within the framework of the inter-agency contingency planning process.

TABLE 1 - BENEFICIARIES⁷ BY ACTIVITY TYPE

Activity	Beneficiaries		
	Male	Female	Total
Nutrition support to women and children			
Children in residential baby homes (below 5 years)	1,100	1,100	2,200
Children in residential children centres (5-6 years)	1,000	1,000	2,000
Children in boarding schools (7-16 years)	3,000	3,000	6,000
Inpatients in hospitals and paediatrics wards	49,000	72,000	121,000
Pregnant and lactating women		535,000	535,000
School children			
Children in day nurseries	341,000	328,000	669,000
Children in day kindergartens	179,000	172,000	351,000
Children (7-10 years) in day primary schools	426,000	406,000	832,000
Other vulnerable groups in north-eastern provinces			
Elderly people (over 60 years)	340,000	526,000	866,000
Children (7-10 years)	219,000	208,000	427,000
Contingency	183,000	192,000	375,000
Total	1,408,000	2,138,000	3,546,000

NUTRITIONAL CONSIDERATIONS AND RATIIONS

37. Food rations are designed on the basis of nutritional requirements of the targeted population groups as identified by the RFSA and previous assessments performed by WFP and its partners. These rations are aligned with experience gained in previous WFP operations. The most vulnerable groups (children and pregnant/lactating women) will receive locally produced fortified foods, including corn-soya milk (CSM) blend, rice milk blend (RMB) and cereal milk blend

⁷ The total number of beneficiaries was adjusted to avoid double-counting beneficiaries assisted through more than one activity. For example, children 7-10 years in the north-eastern provinces receiving both a school meal and a take-home supplementary ration.

(CMB). These highly nutritious and fortified foods, produced in 13 government-run factories using WFP supplies, have been used in DPRK for many years and have gained wide acceptance among target populations. WFP food rations will be closely coordinated with UNICEF's therapeutic feeding programme.

TABLE 2: DAILY FOOD RATION BY ACTIVITY (g/person/day)

Activity	RMB	Cereal	Pulses	Oil	Blended foods	Biscuit	Total	Kcal/day	Duration of feeding
Nutrition support to women and children									
Children in residential baby homes (below 5 years)	100	150		25	150		425	1,746	365
Children in residential children centres (5-6 years)		200		25	150	60	435	1,791	365
Children in residential boarding schools (7-16 years)		200	50	25	150	60	485	1,999	365
Inpatients in paediatric hospitals and wards	100	200			150		450	1,700	365
Accompanying mothers in paediatric hospitals		250					250	875	365
Pregnant and lactating women		400			150		550	2,000	Pregnancy plus one year
School Children									
Children in day nurseries		200		25	100		325	1,321	250
Children in day kindergartens		200		25	100	60	385	1,591	250
Children (7-10 years) in day primary schools						60	60	270	250
Other vulnerable groups in north-eastern provinces									
Elderly people (over 60 years)		400	50				450	1,608	180
Children (7-10 years)		300					300	1,050	180
Contingency		450					450	1,575	120

TABLE 3: FOOD REQUIREMENTS⁸ BY ACTIVITY (mt)

Activity	RMB	Cereal	Pulses	Oil	Blended foods	Biscuits	Total
Nutrition support to women and children							
Children in residential baby homes (below 5 years)	81	122		20	122		345
Children in residential children centres (5-6 years)		126		16	95	38	275
Children in boarding schools (7-16 years)		415	104	52	311	124	1,006
Inpatients in paediatric hospitals and wards	286	571			428		1,285
Accompanying mothers in paediatric hospitals		191					191
Pregnant and lactating women		51,322			19,246		70,568
School children							
Children in day nurseries		38,107		4,763	19,054		61,924
Children in day kindergartens		16,686		2,086	8,343	5,006	32,121
Children (7-10 years) in day primary schools						11,866	11,866
Other vulnerable groups in north-eastern provinces							
Elderly people (over 60 years)		64,980	8,122				73,102
Children (7-10 years)		19,206					19,206
Contingency		20,250					20,250
Total	367	211,977	8,226	6,937	47,599	17,034	292,139

⁸ Total food requirements in Annex I-A are higher than those presented in table 3 to take into account milling loss during local food production.

IMPLEMENTATION ARRANGEMENTS

38. A Letter of Understanding (LoU) outlining the parameters for implementation of WFP food assistance was finalized with the DPRK government counterpart, the National Coordinating Committee (NCC) prior to the implementation of this EMOP. As in the past, the NCC, acting under the Ministry of Foreign Affairs (MOFA), will be responsible for coordinating WFP assistance.
39. The NCC will facilitate the establishment of direct working relationships between WFP and other government ministries, institutions, departments and organizations relevant to the EMOP's implementation. The Ministry of Food Administration will, jointly with WFP and other relevant government ministries, coordinate the receipt, allocation and distribution of food assistance. NCC/MOFA will also facilitate a joint working partnership with the Ministry of Agriculture to develop a more in-depth understanding of food security and agricultural production issues and jointly work on solutions in low production areas.
40. Through this EMOP, WFP plans to provide assistance in around 109 counties. Assistance will be channelled to various institutions including primary schools, nurseries, kindergartens, paediatric wards/hospitals, and orphanages. The detailed list of those institutions will be handed over to WFP by the Government in the form of global implementation plan (GIP) prior to the start of the operation. The GIP will ensure better follow-up, enable integrated interventions and facilitate measurement of impact under different contexts. Rations to child institutions, paediatric wards and primary schools will be delivered directly from the county warehouse. Supplementary rations of cereals for pregnant and lactating women and elderly people, and take-home rations for primary school children, will be delivered through the PDS, with dedicated ration cards issued for the purpose. Public Distribution Centres will be monitored to ensure that WFP foods are stored and distributed separately from other foods.
41. Most of the employees involved in distribution, recordkeeping and cooking at the institutions are women. Women also constitute the major work force in the local food production (LFP) factories supported by WFP.
42. **Local food production** –The main objective of LFP is to transform WFP food assistance into nutritionally balanced, micronutrient fortified, value-added and easily digestible products for targeted beneficiaries (CMB, CSM, RMB, fortified maize/wheat flour and biscuits). Under this EMOP, WFP plans to expand this activity to produce approximately 4,700 mt of fortified food per month for approximately 2.5 million beneficiaries. A total of 13 factories should be operational by September 2011.
43. **Non-food items** – Most non-food item procurement will consist of spare-parts, micronutrient premix, packaging materials for LFP factories, tools and equipment.
44. **Partnerships** - WFP will partner with multiple line ministries, United Nations agencies and NGOs to bring in complementary inputs and maximize the impact of food assistance. Sectoral strategies will be worked out and joint programming will be explored with WFP supporting other agencies within their respective mandates.

45. In the event that a consortium of American NGOs begins operating a parallel food assistance programme, WFP will work closely with it.
46. **Logistics arrangements** - WFP will be responsible for the international transportation of commodities to the DPRK and endeavour to utilize entry points that are as close as possible to the beneficiaries. Anticipated entry points by sea are Nampo, Hungnam, and Chongjin; entry points by rail (if applicable) are anticipated to be Sinuju and Nampyang. Cereals are expected to arrive in bulk and other commodities will be delivered in break bulk or in containers. Commodities arriving in bulk will be bagged by WFP in the entry ports, making continued use of the services of international bagging contractors engaged on a retainer basis.
47. Since the only port in DPRK that can handle containers is Nampo, WFP is planning to establish trans-shipment points in Dalian (China) and Pusan (Republic of Korea) to enable the delivery of containerized goods to the provincial ports of Hungnam and Chonjin. This will ensure that cargo is landed in DPRK at the provincial level and the need for inland transport operations will thus be minimized.
48. The Government will be responsible for arranging port operations, clearances, storage, handling and transport from the main entry points to beneficiaries in accordance with WFP's distribution plans. WFP will reimburse part of the transport costs incurred by the Government by paying a fuel reimbursement levy of US\$12.30 per mt.
49. Provision is envisaged for storage and port handling upgrades as well as upgrades of the Commodity Movement Processing and Analysis System (COMPAS). A capacity development strategy of government counterparts is envisaged under this EMOP to ensure efficiency and cost-saving. This will include training in supply chain management procedures.
50. COMPAS will be extended to all WFP sub-offices, where dispatch and receipt data will be entered at provincial level. Operations at the port of Nampo will be captured in COMPAS by the station located in Pyongyang.
51. **Procurement plans** - It is envisaged that all commodities required for the EMOP will be imported. WFP will import blended foods and biscuits if local production capacity of fortified foods is insufficient to meet requirements. Cash donations at the outset of the operation for the purchase of cereals (and non-cereals) in neighbouring countries could significantly reduce delivery times.

PERFORMANCE MONITORING

52. Under the improved operating and monitoring conditions agreed with the Government, WFP will conduct monitoring missions to each county once or twice a month. Over 400 monitoring visits per month will be carried out to child institutions, households and hospitals and other food distributions sites. WFP will be able to more freely select sites

and interviewees. Monitoring will be greatly facilitated by the comprehensive list of beneficiary institutions jointly agreed upon in the GIP.

53. WFP will increase international staffing numbers from 10 to 59, which will include 12 Korean speakers. Close to 60 percent of staff will be regularly involved in field monitoring activities, working out of 6 sub-offices established in the eight targeted provinces. The recruitment strategy will emphasize a gender balance.
54. WFP will have access at all stages of the food supply chain from arrival of food in DPRK, through the provincial/county and LFP factory warehouses to the final distribution sites (to beneficiaries or institutions). WFP will ensure verification of stocks within a few days after arrival in the respective warehouses, and thus facilitate distribution to targeted institutions without delay. WFP will monitor multiple points of the supply chain including trans-shipment points, provincial and county warehouses, and PDS and school storage locations. WFP will have direct access to all locations where WFP commodities are stored. COMPAS is crucial to the tracking and reporting of commodities throughout the supply chain.
55. WFP will undertake field monitoring, interviewing county officials, and visiting households, institutions, hospitals, warehouses and PDCs through which WFP food assistance is distributed. Beneficiary contact monitoring (BCM) will be used to verify food receipts by the beneficiaries either at the household level or at children's institutions and to gather and monitor beneficiaries' perceptions of the programme.
56. In addition, WFP will work to engage the Government to strengthen availability of food security and nutrition data captured at local level that can be used to measure the impact of interventions. A food security M&E system will be implemented to assess the progress and impact of WFP activities. It will allow WFP to gain a better understanding of changing food security and market dynamics at the local and household level. In addition, FAO and WFP will assess the food security situation through a CFSAM mission in October 2011. To the extent possible, partners and donor observers will be involved in these missions. After consultation with the Government, WFP and partners will conduct measurement of MUAC on key beneficiary groups and a rapid nutritional assessment, including observational reports and secondary data collection at least once in 2011. A detailed list of monitoring indicators is presented in the logical framework (Annex II).
57. A during-action-review will be conducted in August 2011 which will focus on aggregating the results being achieved through the EMOP and providing real-time feedback to the ongoing operation. This during-action-review, which will be done in conjunction with sister United Nations agencies and NGO consortium partners, will ensure maximum efficiency and effectiveness. At the close of the EMOP, an evaluation will be conducted.

HANDOVER STRATEGY

58. The agricultural sector alone will not be able to meet national food requirements in the short-term and reforms are needed to promote sustainable food production and improved food access. WFP will continue its capacity-development efforts to ensure that advances made so far are maintained and support the eventual hand-over of activities to the Government. Specifically, WFP will strengthen government capacity in areas such as local food production and food management. WFP will advocate for the extension of kitchen gardens in different sections of society.
59. Relief food assistance must be complemented by more comprehensive interventions aimed at improvements in agricultural production.

HAZARD / RISK ASSESSMENT AND PREPAREDNESS PLANNING

Hazard and Risk Assessment

60. WFP will hold a consultation with its Executive Board on operational risks on 4 May 2011.
61. An adequate supply of food assistance from the outset of the EMOP is essential if the targeted vulnerable groups are to receive the vital nutritional support the operation envisages. Without sufficient funding/food resources WFP would have to reduce the number of feeding days and/or prioritize support to particular population groups. Direct nutritional interventions would be prioritized over take-home rations.
62. As is the case with all WFP operations around the world, it is vital, not least from a resourcing perspective, that agreed operating conditions are rigorously implemented. The Letter of Understanding signed by WFP and the NCC detailing the operational underpinnings of the EMOP provides for improved access to beneficiaries and a more robust monitoring regime. Compliance with its provisions will be closely monitored.

Preparedness Planning

63. DPRK is prone to natural disasters such as floods, droughts, and harsh cold weather. WFP and other United Nations agencies regularly review their level of preparedness within the framework of the inter-agency contingency planning process. In the event of higher needs as a result of unforeseen disasters, WFP will first use the contingency stock included under this EMOP and then prepare a budget revision to review the requirements if required.

SECURITY CONSIDERATIONS

64. The Government, through the Protocol Department of the Ministry of Foreign Affairs, takes full responsibility for the security of United Nations and other international staff, and has undertaken to provide logistics support in the event of a medical evacuation.

65. All WFP staff have undertaken the security awareness training. The permitted use of very high frequency (VHF) handsets and high frequency (HF) radios in vehicles has greatly improved both staff safety and operational efficiency. Special consideration will be given to the risk of car accidents and mitigating measures will be implemented with support from WFP regional bureau.
66. WFP country office in Pyongyang is compliant with the minimum operational security standards (MOSS), while sub-offices are expected to ensure MOSS compliance by using the vehicle-mounted HF communications to provide a primary emergency communications link to Pyongyang. In line with the United Nations Department of Security and Safety recommendations, WFP may consider establishing a “24/7” radio-room facility to provide appropriate field support and to respond to after hour emergencies.

RECOMMENDATION

67. The Executive Director of WFP and the Director-General of FAO are requested to approve the proposed Emergency Operation (EMOP 200266) – Emergency Food Assistance to Vulnerable Groups in the DPRK.

APPROVAL

 Josette Sheeran
 Executive Director
 United Nations World Food Programme

Date:

 Jacques Diouf
 Director-General
 Food and Agriculture Organization of the
 United Nations

Date:

ANNEX I-A

WFP PROJECT COST BREAKDOWN			
Cost Category	Tonnage (mt)	Rate per mt	Value (US\$)
Commodity			
Cereals	268,200	\$305.74	\$82,000,701
Pulses	13,462	\$717.29	\$9,656,220
Oil and Fats	10,343	\$1,425.41	\$14,743,049
Mixed and Blended Food	7,513	\$717.26	\$5,388,739
Other	11,014	\$1,797.33	\$19,795,750
Cash Transfer to Beneficiaries	-	-	-
Voucher Transfer to Beneficiaries	-	-	-
Total Commodity	310,532	\$423.74	\$131,584,458
External Transport			\$33,471,853
LTSH			\$5,993,268
ODOC-			\$7,312,666
Direct Support Cost (DSC)			\$17,405,672
Total WFP Direct Costs			\$195,767,917
Indirect Support Costs (ISC) 7%			\$13,703,754
Total WFP Costs			\$209,471,671

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Description	TOTAL DSC
Staff and Staff Related Costs	
International Professional Staff (P1 to D2)	12,788,265
International GS Staff	159,840
Local Staff - National Officer	82,478
Local Staff- General Service	134,665
Local Staff - Temporary Assist. (SSC, SSA, Other)	57,653
Local Staff - Overtime	0
Hazard Pay & Hardship Allowance	672,000
International Consultancy	60,000
Local Consultants	0
United Nations Volunteers	0
Commercial Consultancy Services	0
Travel	1,581,155
Sub-total	15,536,056
Recurring Expenses	
Rental of Facility	208,000
Utilities General	26,400
Office Supplies & Other Consumables	54,000
Communications & IT Services	294,480
Equipment Repair and Maintenance	19,840
Vehicle Running Cost and Maintenance	464,256
Office Set-up and Repairs	52,500
UN Organization Services	15,240
Sub-total	1,134,716
Equipment & Capital Costs	
Vehicle Leasing	285,600
Vehicle Acquisition ^{1/}	0
TC/IT Equipment,	420,600
Local Security Costs	28,700
Sub-total	734,900
TOTAL	17,405,672

ANNEX II: LOGICAL FRAMEWORK

Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
STRATEGIC OBJECTIVE 1: Save lives and protect livelihoods in emergencies		
Outcome 1: Improved food consumption over assistance period for target population	<ul style="list-style-type: none"> ➤ Household with poor Food Consumption Scores (FCS) reduced from 77% to 30%. 	No recurrence of major floods or droughts Sufficient funding to ensure WFP operations
Output 1.1: Distribution of food in sufficient quantities for targeted beneficiaries	<ul style="list-style-type: none"> ➤ Actual number of beneficiaries receiving food rations, by category, age, and sex as percentage of planned beneficiaries. ➤ Number of schools and pre-schools assisted by WFP ➤ Actual mt of food distributed by type of commodity as a percentage of planned distributions. 	Partners provide access to information/data Partners follow instructions to collect data disaggregated by sex
Outcome 2: Stabilized acute malnutrition in target groups of children	<ul style="list-style-type: none"> ➤ Prevalence of low mid-upper arm circumference (MUAC) among children under 5 stabilized at 5% of target group children. 	Restrictions to collect accurate field data.
Output 2.1: Food items distributed in sufficient quantity and quality to targeted beneficiaries	<ul style="list-style-type: none"> ➤ Number of timely food distributions as per planned distribution schedule 	Availability and timely distribution of food.
Output 2.2: Days of food rations distributed to targeted beneficiaries	<ul style="list-style-type: none"> ➤ Number of days rations were provided 	Availability and timely distribution of food.



STRATEGIC OBJECTIVE 5: Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase		
Outcome 3 : Increased local production capacity for fortified food	➤ 44% increase in production of fortified food including complementary food and special nutritional products	Timely distribution of raw material. Lack of inputs (material technical assistance, raw materials).
Output 3.1: Quantity of fortified food production	➤ 13 food factories supported with full production capacity increased from 3,256 mt up to 4,700 mt per month	Lack of inputs (raw material and spare parts). Lack of technical assistance.
Output 3.2: Number of people reached through LFP	➤ 2.5 million people reached through with fortified blended food.	Availability and timely distribution of food.



ACRONYMS USED IN THE DOCUMENT

BCM	beneficiary contact monitoring
CERF	Central Emergency Response Fund
CFSAM	crop and food supply assessment mission
CMB	Cereal milk blend
CSM	Corn-soya milk blend
COMPAS	Commodity Movement Processing and Analysis System
DPRK	Democratic People’s Republic of Korea
EUPS	European Union Programme support
FAO	Food and Agriculture Organization of the United Nations
GHI	Global Hunger Index
GIP	Global Implementation Plan
HF	high frequency
JRC	Joint Research Centre (EU)
LFP	Local Food Production
LOU	letter of understanding
MNP	Micronutrient Powder
MOFA	Ministry of Foreign Affairs
MOSS	minimum operating security standards
MUAC	mid-upper arm circumference
NCC	National Coordinating Committee
OCHA	Office for the Coordination of Humanitarian Affairs
OFD	Overview Funding Document
PDS	public distribution system
RFA	Rapid food security assessment
RMB	Rice milk blend
UNFPA	United Nations Population Fund
UNICEF	United Nations Children’s Fund
UNRC	United Nations Resident Coordinator
VHF	very high frequency
WFP	World Food Programme
WHO	World Health Organization



