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PROTRACTED RELIEF AND RECOVERY OPERATION—DPR KOREA 6157.00

Recovery Assistance for Vulnerable Groups in
the Democratic People's Republic of Korea

Number of beneficiaries 1,586,958
Duration of project Two years
(1 January 2000 to 31 December 2001)

Cost (United States dollars)

Total cost to WFP	33,632,152
Total food cost	11,960,000
Total project cost	33,632,152

ABSTRACT

WFP responded to the serious natural disasters and food shortages in the Democratic People's Republic of Korea (DPRK) in 1995. Since then, WFP assistance has been provided through four emergency operations (EMOPs). EMOP 5959.01, which will be completed by 30 June 2000, with 584,600 tons of food, is currently addressing the emergency needs of 8 million beneficiaries, including children in nurseries, kindergartens, primary and secondary schools, hospital patients and expectant and nursing mothers. For the first time, food assistance is also being provided to about 500,000 elderly people who are considered particularly vulnerable.

While emergency assistance must continue in order to assist the people of DPRK, WFP and its partners, working closely with the Flood Disaster Rehabilitation Committee (FDRC), have also embarked on a programme developed to implement a longer-term vision for assistance programmes in DPRK, paving the way for recovery. A 92,000-ton programme to be implemented over two years, protracted relief and recovery operation (PRRO) 6157.00 will run concurrently with EMOP 5959.01. However, WFP hopes that this new initiative will provide the vehicle for innovation in agricultural rehabilitation activities with a focus on disaster mitigation. Through pilot activities comprised in the PRRO, WFP will work directly with cooperatives for the first time. This grass-roots involvement will promote a greater decision-making role for cooperatives and encourage greater involvement with DPRK line ministries. This PRRO was formulated with inputs from a joint FAO/WFP mission (28 April–19 May 1999). FAO will also provide technical support for its implementation. Of particular note, WFP has worked closely with FDRC in finalizing this PRRO submission, and both are anticipating its joint implementation in 2000–2001.

NOTE TO THE EXECUTIVE BOARD

This document is submitted for approval by the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 066513-2641).



ACRONYMS USED IN THE DOCUMENT

AREP	UNDP Agricultural Recovery and Environment Programme
CHAP	Common Humanitarian Action Plan
DGVIII	Direction Générale VIII of the European Union
EDPs	Extended delivery points
FALU	WFP Food Aid Liaison Unit
FDRC	Flood Disaster Rehabilitation Committee
IFRC	International Federation of the Red Cross and Red Crescent Societies
NRCS	National Red Cross Society
PAC	Project Approval Committee
PDS	Public Distribution System
TCOR	Technical Cooperation Relief Operation
UNIFEM	United Nations Development Fund for Women



CONTEXT AND RATIONALE

Context of the Crisis

1. The rebuilding of the country after 1953 developed the Democratic People's Republic of Korea (DPRK) into an industrial-based country, with 60 percent of the population working in non-agricultural sectors. There were significant steps taken to improve economic and human conditions. A number of factors in the late 1980s/early 1990s halted these trends: the discontinuation of advantageous economic arrangements with the former Soviet Union; demands by Russia and China for payment in convertible currency; and economic disengagement from former allies. This has contributed to:
 - a) a fall in per capita income from US\$1005 to US\$481 from 1992 to 1996 (UNDP); and
 - b) a contraction in the economy of roughly 30 percent from 1991 to 1996.
2. A series of natural disasters in 1995/96 exposed these trends, environmental problems and a declining agricultural base unable to meet the population's basic food needs. While large amounts of food aid and general humanitarian assistance for vulnerable groups have been delivered, strengthening food production and supply remains linked to reversing the decline in economic production and food security. Of major concern is the continuing inability to import food to narrow the gap between supply and need.
3. The transport, mining and agriculture sectors are among those suffering severe medium-term decline. Estimates show that coal production has fallen to levels prevailing in the late 1970s and electricity production is currently lower than in the early 1980s. Factories are under-utilized, or closed. There are difficulties in maintaining public infrastructure, including roads, electricity, water and sanitation facilities. Hospitals suffer from a lack of medicines, heating fuel, equipment and food for patients. The agriculture sector is constrained by lack of seed, fertilizer, petrol and spare parts.
4. It is believed that agricultural production peaked around 1989 and both agricultural productivity and domestic food production have since been in decline. The International Federation of the Red Cross and Red Crescent Societies (IFRC) (1997) has estimated a 14 percent reduction in domestic food production between 1990 and 1994. Data indicate a systematic annual decline in agricultural production of 4 percent from 1989 to 1993 and suggest that this trend would have continued even under favourable climatic conditions. Government statistics indicate that cereal production, mainly rice and maize, decreased from over 8 million tons in the 1980s to not more than 3.5 million tons in 1997 and 1998.
5. Food insecurity has been further aggravated by breakdowns in the Public Distribution System (PDS), which had maintained a highly sophisticated, multi-tiered system of subsidized food and fuel allocations related to work output. PDS purchased surpluses from cooperatives for sale at highly subsidized prices. However, in the past three years, PDS has had to reduce its allocations in January to March and to virtually shut down in the lean-season months from April to October, except for occasional distributions linked to specific crop harvests.



6. Cooperatives are expected to produce the amount of cereal required for internal distribution to feed their own population, and to meet a planned figure for distribution to the State for redistribution through PDS. If cooperatives have insufficient irrigated acreage or experience crop failures, PDS is not able to meet shortfalls. Particularly affected are cooperative work teams that have failed to meet annual production plans for any reason (for example flood, drought, late frost, crop damage from frost, pest and disease) and these households may receive an average distribution that is half that for other members.
7. Urban workers have been severely affected by the country's economic difficulties. Many factories have decreased production targets or have ceased to function, leaving workers with reduced or no income. During lean periods, educational institutions in urban areas experience a reduction in attendance, as a certain percentage of urban families go for extended visits to relatives in rural areas, where access to food is more likely.
8. PDS shortages have led to increased reliance on a number of alternative strategies to obtain sufficient food: expanding areas under cultivation, including encroachment of forest areas; harvesting of alternative foods such as acorns, pine nuts and edible plants from forest areas; and supplying timber for cross-border trade. Heavy reliance on these strategies, while enabling cereal-deficit families to survive during the lean period, is causing a rapid deterioration in the resource base and undermining the future reliance upon these resources and their health. In other words, people are sacrificing future means of coping for food today.
9. Limited innovations, some with negative environmental consequences, are also emerging to respond to local food shortages: granting families or sub-teams responsibilities for and benefits from farming sub-plots; reducing limits on mobility to allow for the collection of more alternative foods and forest fuel and food products, and cropping of land away from dwelling areas; accepting the expansion of agricultural production onto steep slopes and forested areas, in some cases with the notion of a "user right"; greater decision-making at decentralized levels, and permitting greater use of farmers' markets. At the same time, significant restructuring in the agriculture sector has taken place locally: greater reliance on site-produced natural fertilizers and pesticides, and draught animals. These changes demonstrate an acceptance by authorities to allow food-insecure people to pursue strategies which will offset shortcomings in PDS and help them develop greater self-reliance in food production.
10. However, most of these innovations and coping strategies do not directly address the causes and consequences of prolonged, inadequate and unbalanced food intake. In addition, families are faced with sanitation, health, hygiene and overall difficult living conditions, specifically lack of fuel for heating in the winter, all contributing to a pervasive longer-term deterioration in health and nutritional status. In this PRRO, WFP will support activities conducive to improving household food security and better nutrition.
11. The events of the last decade are also taking their toll on the environment. Forest areas in DPRK have been exploited on an extensive scale in recent years to raise agricultural production, supply fuelwood and exchange forest products to earn foreign currency. The cultivation of these more marginal lands tends to be accompanied by an increase in the vulnerability of farmers and their crops to climatic shocks (flooding, drought and tidal surges). The demands for fuelwood are evident and substantial. Compounding the



problem has been the progressive loss of productivity from coal mines, a reduction of domestic coal supplies, and an additional strain on forests for fuel. These are major factors retarding the natural regeneration of cut-over forests.

12. In an effort to repair the extensive damage caused by the severe hailstorms in 1994, the floods in 1995 and 1996 and the drought in 1997, DPRK undertook a programme of rehabilitation, which had two serious consequences for the environment. The strict control of agriculture encroachment into forests was relaxed and people were even encouraged to bring land into cultivation. Consequently, large areas of forest have been cleared, often on steep slopes. Soil erosion appears to be an increasing problem.
13. To meet the urgency of rehabilitating mines, sea defence structures and houses, substantial quantities of wood were required, outside the normal harvesting plans of the Ministry of Forestry. It has been estimated that more than 100,000 ha of forest have been cleared and over 230,000 ha destroyed through natural means. The partial destruction of the forest nursery network has retarded the rehabilitation of degraded areas.
14. Increasing food insecurity has placed considerable demands on the natural resource base, demands that are undermining coping and survival mechanisms and threaten the local population's reliance on local foods. Thus the PRRO will support activities which will protect the natural resource base and at the same time promote greater access for local people to participate in the management of resources upon which they depend.
15. In DPRK, vulnerability to and risk of natural disaster are dependent on location and the interactions between human activities and nature. For example, reclaiming land from the sea may increase vulnerability to tidal waves and other sea-related phenomena. The tidal surge in 1997, which hit South Pyongan Province, destroyed protective sea barriers, causing the salinization of 30,000 ha of rice.
16. Land use, especially the annual cropping of steep land, choice of crops and their rotation, and the reduction in livestock in farming systems have contributed to lower yields and have reduced the capacity of land to cope with recent extremes in weather. The 1997 drought (June to mid-August) affected the fertile west coast grain-producing areas and caused major damage to the already fragile agricultural sector. The floods in 1995 and 1996 destroyed about 16 percent of arable land (UNDP), inflicting greater damage to higher-quality land (28 percent of land lost) compared to medium and lower quality land types (13 percent—the rest is non-arable land). The more productive areas tend to be highly populated and are susceptible to flooding. Steeper slopes are prone to landslides and narrow valleys increase the destructiveness of flash floods when in contact with human settlements.
17. In February 1999 a conference was held at WFP headquarters, with donor attendance, in which ideas for the use of food aid in support of DPRK's recovery were explored, leading to the development of this PRRO. The present operation project falls within the UNDP Agricultural Recovery and Environment Programme (AREP), which provides a framework for addressing some of DPRK's agriculture production problems and supports overall Government policy and initiatives for increasing agricultural production.
18. The PRRO will support measures to address some of the root causes of natural disasters, assist in the reconstruction of assets destroyed by the series of recent natural events and promote measures to reduce the impact of future disasters.



Gender Considerations

19. DPRK has a gender law which states that men and women are equal. Most recent data classify about 25 percent of the labour force (civilians aged 16 and over) as farmers; of these, 59 percent are female. Progressive health and education systems have ensured equitable access to early schooling and health care for girls—access to schooling up to the age of 16 is equivalent for boys and girls, and the WFP/UNICEF nutrition study showed no evidence of gender bias. Women are expected to work with men in the factories and fields, in addition to taking care of the family, the household, the cooking, etc.
20. In the ongoing EMOP, gender issues have been an increasing priority. The majority of newly-recruited emergency officers are women. The proportion of female beneficiaries is estimated to be approximately 58 percent. Nurseries and kindergartens, where the bulk of WFP food is targeted, are almost exclusively staffed and managed by women; WFP food is delivered to these institutions, thereby putting the distribution and management of food aid directly in the hands of women. The EMOP has now placed an extra emphasis on food for expectant and nursing mothers.
21. Under the PRRO, WFP will give high priority to activities which benefit women. In addition, it will work with partners to develop a better understanding of women's needs and the effect WFP programmes may have on their lives.

The Political Context and Security Situation

22. Security measures in the country have presented a number of obstacles for agencies implementing humanitarian activities. Among the most important are those related to obtaining verifiable information, the restriction of access and constraints to monitoring. At the same time, agencies agree that an important process of confidence-building has taken place and that the Government's receptivity to their concerns has increased. Greater access is granted for the implementation and monitoring of activities within counties, although the number of counties with access, 163 out of a total of 211 as of June 1999, has not changed significantly since May 1997.
23. Some NGOs have reported increased access in counties where they operate; delays are less frequent; capacity-building and technical assistance are assuming greater importance; and there is increased confidence that intended beneficiaries in accessible areas are receiving and benefiting from assistance. However, some issues of access remain under continuous discussion with DPRK officials. There is still need for deeper engagement on technical issues, including data gathering and analysis. Personal security and that of property does not pose a problem in DPRK at this time. However, international aid workers have no access to VHS or satellite communications which are normally a part of their field operations equipment and are especially useful if there are problems (e.g. road accidents, etc).

The Role of Food Aid

24. WFP responded to the serious natural disasters and food shortages in DPRK in 1995. In addition to meeting immediate food needs of the vulnerable population, a series of food-for-work (FFW) projects have been implemented as a subset of the emergency operations. These projects have been improving in quality over time, not only in project implementation but also in food management.



25. Tables 1 and 2 below summarize the scope and beneficiary groups within the four completed EMOPs for DPRK and provide a summary of FFW activities implemented during EMOP 5959.00:

TABLE 1: OVERVIEW OF COMPLETED EMOPs				
EMOP	Duration	Target Groups	Tons Appeal	Tons Delivered
5710	October 1995– March 1996	Severely flood-affected populations	20 925	18 155
5710.01	April 1996– March 1997	Severely flood-affected populations and Food for work (FFW)	70 550	71 832
5710.02	April 1997– March 1998	Provision of food to nursery and kindergarten-age children	333 200	488 060
5959	April 1998– June 1999	Vulnerable groups including nursery and kindergarten-age children, primary and secondary school students and expectant and nursing mothers, and FFW activities	657 972	599 771
Total			1 082 647	1 177 818
Current EMOP				
5959.01	July 1999– June 2000	Vulnerable groups including nursery and kindergarten-age children, primary and secondary school students and expectant and nursing mothers, the elderly and FFW	584 000	
Total			584 000	
GRAND TOTAL			1 666 647	



TABLE 2: SUMMARY OF EMOP 5959 FFW ACTIVITIES

Project type and no. of schemes	No. of workers ¹	% male	% female	Persondays	Tons food distributed	Average workdays	Primary benefit
Embankment (14)	63 109	47	53	2 838 558	8 552.5	73	9 950 ha protected land
Excavation (35)	194 111	47	53	11 718 017	23 504.7	68	22 205 ha protected land
Reconst. Road (3)	20 055	49	51	1 190 773	2 381.5	59	road building
Reforestation (4)	29 571	50	50	1 037 127	1 904.9	40	4 570 ha reforested
Reservoir (2)	13 452	45	55	799 408	887	63	1 700 ha protected land + water supply for 95 000 families
Rehabilitation Arable Land (1)	2 732	45	55	245 858	492	90	350 ha protected land
Salt Pan (3)	14 832	55	45	1 412 817	2 141.3	105	154 500 tons salt production p.a.
Top soil (2)	6 350	30	70	547 000	1 094	78	344 ha reclaimed land
Factory (1)	22 092	50	50	1 684 407	1 274	90	factory rehabilitation
Fish Pond (3)	10 731	50	50	676 946	1 529.09	60	266 tons of fish and 40 tons of mussels production p.a.
Total (68)	377 035			22 150 911	43 761	69	

¹In some instances, a single personday was covered by more than one worker.

26. An additional 150,000 tons was administered by the United States Private Volunteer Organization Consortium. This programme consisted mainly of embankment and river excavation projects, for a total of 152 projects. Also, some 5,700 tons was programmed to 30 forestry and greenhouse/nursery projects with the assistance of Swiss Development Corporation. Thus the total FFW programming under the EMOP comes to 250 projects for 199,431 tons.

Partnerships

27. Currently the WFP Representative coordinates humanitarian food assistance provided through the United Nations system and, in addition, ensures coordination with assistance provided through NGOs and bilateral donors. The WFP Representative in DPRK is also the Humanitarian Coordinator, and in this role promotes effective collaboration within the humanitarian community. The Consensus Statement on the humanitarian situation and humanitarian principles was signed by all United Nations agencies and NGOs.
28. The WFP Food Aid Liaison Unit (FALU) represents many non-resident NGOs in-country. In 1998 it coordinated over 36,000 tons of food and non-food resources. FALU provides consultative services to NGOs including information on beneficiary targeting and advice on appropriate commodities and end-use monitoring. European NGOs have provided valuable expertise and management for the implementation of food aid contributions by the Direction Générale VIII of the European Union (DGVIII).



United Nations agencies, donors represented in the country and NGOs exchange information at regular meetings.

RATIONALE

29. The structural nature of the food security problem facing the people of DPRK requires longer-term solutions. Given the limits on arable land, even with substantial agricultural recovery, it may be necessary to import significant quantities of food paid for with foreign exchange earned through development of other sectors of the economy. The focus on recovery and rehabilitation, in line with government plans, provides the opportunity to restore/construct structures vital to food production, and to pursue activities to cope with disasters. Recovery also offers the opportunity, given the longer time frame of the PRRO, to build upon innovations and trends that have emerged as a response to the situation and which provide a basis for moving forward. In addition to providing food for people with immediate needs, the PRRO enables the development of sustainable relief and rehabilitation strategies to benefit communities as a whole.
30. The Government of DPRK has placed a high priority on FFW projects, as shown by its support in the preparation of the PRRO document. For WFP this PRRO offers an opportunity to work with the Government to jointly develop new approaches to rehabilitation and recovery which in turn promote increased agricultural activity and reduce the rate of ecological degradation. It also offers greater scope to include target groups that have not been strategically included in the EMOP—under-employed adults from food-insecure households. Finally, the PRRO also offers the opportunity to expose new ways of operating, to expand decision-making roles and to promote greater involvement at the local level in the implementation of activities.
31. The PRRO (1 January 2000–31 December 2001) will run concurrently with EMOP 5959.01 (1 July 1999–30 June 2000). These twin interventions will make it possible to contribute to the recovery process while ensuring that the safety net for children and other vulnerable groups remains in place through the relief effort embodied in the EMOP, and that their nutritional stability is maintained.

RECOVERY STRATEGY

Beneficiary Needs

32. Food consumption patterns appear to have altered significantly over the past decades. The 1997 FAO/WFP assessment indicated that per capita cereal consumption (including rice, maize, wheat, millet, sorghum and barley) accounted for about 75 percent of total caloric intake. This contrasts with a much lower share of caloric intake from cereals over the past four decades. Detailed baseline nutrition data from before the floods are almost non-existent.
33. While food deprivation is general, it is nevertheless clear that some groups are more vulnerable than others. Variables affecting this include age/stage of development, occupation, geographic location, access to productive land and ability to develop coping mechanisms. Children continue to be the most vulnerable. The joint UNICEF/WFP/EU



Nutrition Survey carried out in September 1998 in collaboration with the Government of DPRK—the first using scientifically accepted methodology—showed that acute malnutrition (moderate and severe wasting), affected approximately 16 percent of the children, while chronic malnutrition (moderate and severe stunting) affected 62 percent. Consequently expectant and nursing mothers, vulnerable elderly people, and children in nurseries, kindergartens, primary and secondary schools, are the recipients of WFP's EMOP assistance.

34. However, many adults are also subject to significant hunger. Urban workers have been among the hardest hit by the food shortages, as many are entirely dependent on PDS distributions. Transport limitations, shortage of productive land and an absence of alternative gainful employment severely limit these adults' abilities to combat food insecurity. Adults that are more vulnerable would be a major target group of the PRRO.

Programme Approaches

35. The two-year duration of the PRRO will allow for the introduction of pilot activities—small in scale, with the objective of trying new approaches in different sectors. Of key concern will be determining what works and what does not, and to assess lessons learned. Reviews and the incorporation of lessons learned into WFP programmes will be crucial to the expansion of activities under a future PRRO. This process will be a transitional step from a pure relief operation to one of rehabilitation and recovery.
36. The relief component normally appearing in PRROs has been omitted, because of the concurrent implementation of an EMOP designed to respond to emergency relief needs. The PRRO therefore focuses on rehabilitation and is designed to respond to the interlinked needs of food security, disaster mitigation and environmental protection. In DPRK, meeting household energy needs is directly related to each of these concerns. The rehabilitation activities, tried on a limited scale under the EMOP, will now emphasize small-scale, locally designed and implemented activities.
37. The PRRO provides a framework for identifying county-level initiatives or projects that respond to local needs and which advance change. The PRRO framework promotes integrated project ideas that respond to the immediate need to address some of the root causes of vulnerability and food insecurity, including energy shortages and support rehabilitation/reconstruction to promote food security and reduce vulnerability to future disasters. Thus it is expected that selected projects would exhibit different approaches, based on local conditions and capacities. It will be important to ensure that activities involve a range of target groups—mobilized workers, cooperative work teams and individuals—in different geographical locations, facing different climatic conditions. Variations will help to increase understanding of what is needed and what works where, with a view towards improving future programming.
38. Food aid would be used to support a practical programme of agricultural rehabilitation and disaster prevention and mitigation, especially in those areas with a high concentration of vulnerability to both food insecurity and to disasters. Activity implementation and food aid deliveries would be timed to coincide with those months when the food deficit between harvests is greatest and when PDS is out of stocks. Under the PRRO greater attention will be devoted to working with cooperatives and developing gender-focused activities that go beyond ensuring that women are mobilized for work. In addition to targeting activities in which women traditionally work, pilot training activities will introduce processes of empowerment.



39. While building on the many achievements of the EMOP, the PRRO will advance a number of programme elements:
- a) the establishment of baseline data to assist in the ongoing review of projects and a final review of the PRRO;
 - b) A framework approach to programming using criteria to guide the identification and selection of projects;
 - c) preference to activities which promote change in natural resource management and access by cooperatives to natural resources;
 - d) smaller-scale interventions that introduce new FFW approaches;
 - e) a major focus on disaster mitigation and preparedness;
 - f) a longer-term commitment to the people and areas to be assisted;
 - g) the need to focus the programme, both geographically and in terms of people to be assisted, and with respect to types of projects selected for assistance;
 - h) greater involvement at the provincial/sub-office level;
 - i) greater attention to sustainability by introducing mechanisms to assure the maintenance of assets to be rehabilitated or constructed;
 - j) a stronger focus on the interlinked issues of health, nutrition and health care;
 - k) greater attention to activities that benefit women, including income generation and small-scale food processing with an emphasis on production, storage and processing of local foods;
 - l) PRRO-specific staff to manage the operation as PRROs tend to be more demanding in staff time and will require broadening the range of staff experience;
 - m) greater collaboration with the line ministries at the local level and the use of external technical assistance to support the design and review of project activities; and
 - n) inclusion of activities that can provide a direction for the future expansion.

GOALS AND OBJECTIVES

40. The goal of the PRRO is to improve the food security of food-deficit populations through greater access to food while engaging beneficiaries in natural disaster mitigation activities.
41. The immediate objectives are to:
- a) address hunger and food insecurity through targeted food aid;
 - b) help restore food production and protect people through the building and rehabilitation of assets destroyed by natural events;
 - c) reduce vulnerability to future natural disasters and environmental degradation through commodity stockpiling/management, construction of assets, and afforestation and soil and water conservation activities; and
 - d) increase the employment opportunities of under-employed urban workers.



Risk Assessment

42. There are a number of factors which make this recovery environment delicate. The international community may choose to provide support only for the most vulnerable, limiting the scope of the PRRO to effectively try a number of small-scale activities with a focus on rehabilitation. It is important that the project consists of a number of activities, in order to draw broad-based lessons and learn from one of the first recovery initiatives in DPRK. Also crucial to the success of the PRRO in this regard is the trend of increasing openness and greater access to activity sites. If WFP and its partners are to draw lessons for future programming, the trend towards increasing openness will need to continue, with the Government encouraging efforts to support and build national capacities, although lack of transparency and limited access to information remain impediments.
43. Other assumptions influencing the success of the PRRO are that: the security environment will not deteriorate from its current status; geographic access, targeting effectiveness and expatriate mobility will continue to improve; access to quality information will continue to improve, deepening the level of analysis; and relationships with line ministries at a working level will develop, strengthening technical design capacities.

IMPLEMENTATION PLAN

Beneficiaries and the Food Basket

44. Vulnerable populations are groups such as under-employed urban people, non-farm rural workers, people living in relatively isolated regions (for example the resource-poor north-east), and selected food-deficit cooperatives and institutions. All groups would participate in and benefit from PRRO activities. The following provinces have been targeted for inclusion in the programme because of their high concentration of food-insecure people and susceptibility to natural disasters:
- South Hamgyong
 - North Hamgyong
 - Kangwon
 - South Pyongan
 - North Pyongan
45. These provinces include a number of counties that are disaster-prone or contain a significant number of vulnerable urban people in mountainous or coastal areas. Areas located in the eastern part of the country will be a priority, and preference will be given to people from urban counties who are under-employed with no opportunity to participate in cultivation activities, or to food-insecure rural industrial workers.
46. Each FFW participant will receive a ration benefiting an average household of three people. WFP would provide wheat to programme participants and would seek to provide additional commodities as feasible.
47. Cooperative members and urban workers would be the primary beneficiaries of the PRRO. Ministry of Agriculture data indicate a workforce of about 3.6 million agriculture



workers. However, labour provided by members of cooperative farms is regularly complemented by seasonal labour inputs from urban and non-agriculture workers. This results in almost a doubling of the cooperative labour force at key periods such as planting and harvesting, and provides the possibility of reaching some of the more vulnerable people inside and outside of cooperatives through FFW.

Appropriateness of Food Assistance

48. DPRK has a considerable food gap. Based on FAO/WFP crop and food supply assessment missions since December 1995, average shortfalls (uncovered import requirements) have been of the order of 1.2 million tons, with commercial imports covering only an average of 30 percent of the needs (import requirements). The next FAO/WFP crop and food supply assessment mission is scheduled for early October 1999¹. Food aid is a critical element to feed the people given the limited hard currency to pay for imports. All available data on vulnerability indicate significant rates of nutritional stress, and the need of vulnerable groups for food aid. There are also large segments of the adult population whose productivity has declined, as their related factories and job sites have been affected by a lack of raw materials, energy and spare parts. FFW will serve two important functions: a) immediate additional food to those who do not have other food sources; and b) well-designed and effectively implemented activities, providing sustainable benefits to communities. The availability of labour to undertake rehabilitation projects is substantial.

Coordination and Partnerships

49. WFP's activities in DPRK are facilitated by its contribution to the objectives of the Common Humanitarian Action Plan (CHAP). Working in coordination with the Government, the humanitarian community has agreed to pursue a strategy which builds a common sense of purpose, prioritizes areas of intervention, learns from effective resource mobilization, and ensures systematic monitoring of particular activities. In the implementation of the PRRO, WFP would continue to fully support this process of coordination and systematic monitoring and assessment. The longer-term goal of the PRRO supports those of the CHAP—specifically to assist in establishing conditions for people to sustain their lives, including the need to promote food security.
50. The central mechanism for collaboration is the weekly inter-agency meeting, chaired by the Humanitarian Coordinator. In addition, the inter-agency committee has several sub-committees which regularly exchange information and coordinate their activities in food aid, health and agriculture. These sub-committees will provide an ongoing means of coordination of PRRO sub-activities with other agencies and NGOs; consultation with these other actors working in the same counties will allow WFP to obtain a more comprehensive understanding of the impact and the importance of PRRO sub-activities.
51. WFP will continue to strengthen relations within the United Nations system. The PRRO will support a number of objectives outlined in the AREP framework. As and when the AREP takes on more of a coordinating role, WFP would actively participate as a member of its steering committee to ensure that WFP programmes are consistent with the Government's and other agencies' food aid, agriculture, disaster mitigation and

¹ Information available at time of writing.



environmental protection strategies. Coordination in these areas will hopefully lead to better access to the line ministries and technical inputs in support of WFP-assisted activities.

52. WFP will continue its collaboration with UNDP and FAO on food supply and crop assessments, and with UNICEF for the assessment of beneficiaries' nutritional status. Under the PRRO, WFP—with the participation of UNICEF and support from FAO—will develop a better understanding of gender issues in DPRK, organize an inter-agency workshop and identify small pilot activities for women. Technical assistance to the PRRO will be supported by UNDP and executed by FAO in the areas of forestry, training and gender, civil engineering, soil and water conservation and land rehabilitation. The Technical Cooperation Relief Operation (TCOR) would play a coordination role, with backstopping from the technical divisions. Possibilities will also be explored for establishing better linkages to IFAD's rural credit programme focusing on women.
53. The Flood Disaster Rehabilitation Committee (FDRC) is WFP's counterpart for project implementation. This relationship continues to evolve and it is expected that the good working relationship will provide openings to strengthen technical ties with the line ministries. A Letter of Understanding dealing specifically with implementation of the PRRO will be drawn up between WFP and DPRK authorities. WFP, through the PRRO, would encourage the ongoing collaboration between cooperatives and the Ministry of Land and Environmental Protection and Ministry of Agriculture.
54. WFP is actively pursuing partnerships with bilateral agencies and NGOs. WFP will continue its cooperation with DGVIII, specifically in the area of pilot land rehabilitation activities. FALU has strengthened collaborative arrangements with NGOs and donor partners who are not resident in-country. FALU will actively seek partnership agreements, especially for the provision of non-cereal commodities and non-food items in support of PRRO activities.

PROGRAMME COMPONENTS AND ACTIVITIES

Activity Selection Framework

55. The PRRO framework builds upon WFP's relief response to the concentration of disasters experienced in DPRK. The framework will guide the selection of activities to be supported under the PRRO, using criteria such as:
 - activities benefit vulnerable groups in vulnerable counties;
 - activities achieve a gender mix of participants and provide direct benefits to women;
 - activities are small-scale and manageable;
 - there is a concentration of related activities in a geographical area, leading to a greater level of impact and sustainability, including long-term ecological impact;
 - vulnerable cooperatives are included as a specific target group within the PRRO;
 - maintenance plans and arrangements are identified;
 - there is a positive cost-benefit expectation;



- required non-food items are identified and secured before the activity starts;
- a technical plan has been approved by a qualified technician;
- consultations with other agencies and NGOs working in the same county support the view that the activity will have a substantially positive impact in the indicated location;
- approved activities would fall under the following areas of focus:
 - activities which generate specific benefits for women, beyond employment in FFW schemes;
 - small-scale pilot activities which allow for experimentation in approach and design;
 - improvement of people's ability to respond to disasters (proactive strategies);
 - recovery and rehabilitation of disaster-affected protective and productive infrastructure, such as: damaged sea dikes; destroyed components of small-scale irrigation and drainage schemes; non-functioning river embankments; destroyed tree nurseries;
 - prevention or reduction of vulnerability to future disasters: afforestation and management of degraded slopes and forests in upstream catchments; construction of buffer zones or firebreaks in forest areas; reinforcement of river courses with embankments; small check dams.

56. Within the identified provinces WFP will work with provincial authorities, especially local FDRC representatives, to identify counties vulnerable to food insecurity and recurring natural disasters. Annex III provides a summary of activities and workdays for the two-year PRRO period, and refers to the 10,000 tons set aside for gender activities and innovative projects yet to be developed. WFP will continue to conduct workshops with county officials and technical experts from the counties, to introduce them to WFP's programme and develop an understanding of how additional local initiatives can be developed and implemented under the PRRO. These officials will be responsible for the preparation and development of project proposals.

Activity Approval Mechanism

57. Once local officials propose a project, WFP and FDRC will undertake a joint field assessment. Based upon the findings of the field assessment the proposal will be reviewed by a Project Approval Committee (PAC) co-chaired by FDRC and WFP, with membership from relevant ministries and NGOs. Following consensus, an agreement will be prepared specifying implementation details: the number of participants disaggregated by gender, total workdays, the food ration and total tons allocated to the activity, timing of commodity distributions, expected benefits and further details as needed.
58. Initial food supplies will be released at project start-up. Work records from FFW activities will be delivered to PDS centres for cross-checking and distribution. Each project will have a post-completion review to measure outputs, quality and sustainability, which will trigger the release of the final allotment of food commodities.



Activity Description

59. **Disaster preparedness stockpiling of food commodities.** Localized flooding and other types of natural disasters frequently occur during the summer rainy season, resulting in the destruction of crops and food stocks in the crucial pre-harvest period. No mechanism currently exists to effectively address the resulting emergency food needs. The Government gives a high priority to responding to the population's emergency needs, and considers it important to build and maintain capacity to respond to such occurrences. As part of an overall disaster preparedness strategy, the stockpiling of emergency items will be supported by two complementary mechanisms: the National Red Cross Society (NRCS), supported by the IFRC, will maintain emergency stocks for a short period and for a limited number of affected families; and the FDRC, with support from WFP, will establish emergency stocks to be mobilized for use upon depletion of NRCS and IFRC stocks. WFP will thus address the issue of food security, assisting the Government with the introduction of the maintenance of jointly managed emergency/security stocks, and with the building of capacity for the constitution of a more adequate food security mechanism in the future.
60. In order to efficiently and effectively store food, WFP and FDRC will:
- a) test-run new food storage technology: sealed storage using light structures such as the "Grain Pro". The grain can be kept two years in the sealed container without having to be rotated;
 - b) ensure that warehousing facilities use environmentally friendly fumigation methods (in conformity with WFP's Environmental Guidelines); regularly rotate stocks to ensure proper phytosanitary status. Distributions are envisaged during the lean period; April rotation; once at the end of the rainy season;
 - c) train counterpart and WFP staff in stock management, fumigation, emergency stockpiling strategies, etc.; and
 - d) encourage a role for the sub-offices in working with FDRC in the effective management of the stocks. FDRC will manage these emergency stocks upon the termination of the PRRO.
61. Food stocks will be established in each of the ports where boats unload WFP food aid, taking advantage of storage capacity in these locations: Nampo: 2,000 tons; Chongjin: 1,000 tons; Hamhung: 1,000 tons, for a total of 4,000 tons a year. This will be sufficient for rations of 450 grams per workday for approximately 297,000 people.
62. **Food for seed swap approaches.** The availability of seed has been a constraint for many cooperatives involved in the internationally supported double cropping programme. A "Food for Seed" swap programme, will promote the exchange of quality barley or wheat seed for food (wheat). Seed stocks would be established to supply seed-deficit cooperatives with quality seed in time for planting. The programme would enable cooperatives, county officials, the Ministry of Agriculture and FDRC to increase the availability of quality seed for cooperatives by jointly developing an innovative exchange and distribution mechanism.
63. The programme would be cooperative-based, include mechanisms for exchanging food for seeds, distributing seed to cooperatives in need and assuring quality seed supplies. WFP would provide food at an exchange rate of approximately 1.1 kilograms of wheat per kilogram of wheat or barley seed. The Government would arrange the distribution of food to cooperatives in selected provinces. FAO would develop exchange mechanisms



and ensure the quality of seed exchanged. The 12,000 tons supplied will be sufficient to provide a 155-kg annual ration to 77,419 farmers.

64. **Restarting of county level bakeries.** Within the five provinces covered by the PRRO, WFP would assist the Government on a pilot basis in restarting 20 small-scale cake/bread bakeries in the most vulnerable counties. The aims of supporting these bakeries are twofold: enabling the rehiring of factory workers in their traditional place of work (the majority of such workers are women); and increasing the quantity of food available to be targeted to vulnerable groups. It is anticipated that over 1,000 women would be redeployed to their previous jobs. Wheat flour would be supplied to county-level facilities for the production of cakes and bread. The Government would supply the remaining ingredients. It is crucial that facilities selected have a reliable energy supply and that WFP has access to these facilities to assess production and distribution. The 9,000 tons allocated to this activity will be sufficient to provide a daily snack containing 100 g of wheat flour to 246,575 beneficiaries, 365 days a year.
65. **Rehabilitation of sea dikes.** Agricultural land on the west coast of DPRK is protected from high water levels by over 556 km of sea dikes. Approximately 141 km of sea dikes have yet to be repaired following the recent natural disasters and many other structures have been rehabilitated only to minimal standards. They still pose potential threats to cropland and populations. While the AREP programme has developed a comprehensive programme to repair and improve the technical standards of the dike system, funding has not yet been made available. Thus, WFP would assist in repairing partially unrehabilitated structures to their pre-disaster standard. In addition to food for the repair of 100 km of dikes, WFP, through the provision of engineering inputs, would work with FDRC to determine appropriate technical standards. The 88,889 project participants will work for an average of 90 days, receiving a 2-kg daily ration which will be enough for themselves and for two family members; 16,000 tons is allocated to this activity.
66. **Reforestation activities.** The sub-component would concentrate on three major areas: seedling production, provision of firewood and pilot activities to rehabilitate degraded areas, in particular those areas where people depend on alternative forest foods or which are prone to natural disasters. The 77,778 project participants will work for an average of 90 days, receiving a 2-kg daily ration which will be enough for themselves and for two family members; 14,000 tons is allocated for this activity.
67. **Nurseries.** Out of a total of 90 Ministry of Forestry nurseries in the country 30 have been damaged to some extent by floods over the last years. In the targeted provinces, damaged nurseries would be rehabilitated and additional seedling capacity would be established to supply seedlings for tree planting activities. It is anticipated that some of this capacity would be developed at the cooperative level. An assessment of damage would be carried out by the Ministry of Forestry and the Ministry of Land and Environmental Protection, supported by technical assistance to finalize needed actions. The technical specialist would also advise on setting up pilot nurseries, using more efficient or new techniques for seedling raising. Non-food items would be made available to support these pilot efforts. It is estimated that WFP would provide food to assist workers in the production of 200 million seedlings over the two years of the PRRO's duration.
68. **Fuelwood plantations.** A number of actors need to be involved in addressing the pressing need for local-level energy supplies. While it is expected that the Forest Management Department and cooperatives would be directly involved in planting and



maintaining firewood plantations, the involvement of schools, nurseries and other institutions would be encouraged and linked to the programmes of other agencies as well as WFP. For example, NGOs carrying out greenhouse activities have expressed interest in including tree planting where space permits.

69. The PRRO would encourage the ongoing collaboration between cooperatives and the Ministry of Land and Environmental Protection, especially in the planting of State land by cooperatives. It is anticipated that cooperatives would be given greater responsibility in the management and use of these forest resources. Appropriate technical inputs will be required to develop viable well-managed stands. Emphasis will be placed on maintenance, including using food to support initial follow-up weeding. In the five targeted provinces, 10,000 ha of small plantations, primarily fuelwood species (*Robinia pseudoacacia*), will be established. Workers will include cooperative members and workers from neighbouring urban areas.
70. **Planting of trees for conserving, and for protecting and increasing the supply of non-wood products from existing forest areas.** Observations and discussions indicate that the encroachment of forest and marginal lands is continuing, in some cases with the support of the Government. There is some indication that these activities are by individuals, either from cooperatives or nearby urban areas. Small pilot activities would be set up to introduce different planting schemes for the rehabilitation of degraded lands; these include agro-forestry, mixed contour planting arrangements with an emphasis on food-producing species, and soil and water conservation measures. Approaches would be developed jointly by relevant county technical officials, cooperatives and external technical advisers. Approximately 200 ha would be established under different planting schemes. Also in these activities it is anticipated that cooperatives would be given greater responsibility in the management and use of these forest resources. Follow-up monitoring will be an important aspect, which will be incorporated into the design of all pilot activities. Technical assistance will be crucial for this sector of activity, in order to ensure that appropriate technical standards are respected in the design, implementation and maintenance of activities. Arrangements will also be pursued with DGVIII to coordinate with their pilot interventions, so as to ensure consistency in approaches and the sharing of technical inputs and information.
71. **Irrigation and water supply to drought-prone areas.** Priority will be given to the rehabilitation of damaged canals and to the creation of small to medium-scale gravity-fed irrigation systems. Frequency analysis of the climatic conditions in DPRK, although based on a limited quantity of information, shows that risk of drought is relatively high. The strategy to tackle risk would vary from one agro-ecological region to another.
72. The operational units will be cooperatives or groups of cooperatives at the county level; priority would be given to project areas where the main objective is to switch from pumping to gravity-fed irrigation and in areas prone to natural disasters. Workers would also come from neighbouring urban areas and participating cooperatives.
73. Local authorities will need to ensure that appropriate technical back-up is in place. Approved projects will include a topological study, a survey of the cooperative, a drought assessment, identification of areas to potentially benefit from the irrigation scheme and an environmental review, if appropriate. Project quality control will entail regular site visits to verify the quality of materials used as well as the progress achieved. The 55,556 project participants will work for an average of 90 days, receiving a 2-kg daily family ration; 10,000 tons is allocated to this activity.



74. **Flood control and rehabilitation of damaged water courses.** An integrated approach would be developed to remove debris in affected river channels, stabilize or reinforce river banks and stem erosion in upstream areas through vegetative/slope management techniques. In many areas, especially the low-lying areas at the intersection of hills and plains, watercourse management will contain elements of both post-disaster intervention and pre-disaster hazard and impact prevention. Such a strategy is likely to include:
- rehabilitation of existing embankments damaged by recent floods;
 - debris removal in flood-affected areas in order to facilitate return to normalcy and easy evacuation of potential future water excesses;
 - improvement of the existing embankments when they appear to be insufficiently strong or wrongly designed to cope with aggravated risk; and
 - creation of new embankments in areas identified as increasingly at risk due to the modification of upstream land use.
75. The 72,222 project participants will work for an average of 90 days, receiving a 2-kg daily ration (for themselves and two family members); 13,000 tons is allocated to this activity.
76. **Training and activities with a gender focus.** These activities will include training and income-generating activities to be identified in collaboration with UNICEF and with support from FAO. A specialist would assist in the identification of pilot schemes, for example training of women in health and sanitation and food processing and conservation, and small revolving fund activities. A training workshop on gender issues will be organized for WFP, counterpart and other United Nations agency staff involved in the project in an effort to improve the implementation and impact of all PRRO activities; it is anticipated that this will be done as part of an inter-agency initiative in gender training being headed up by UNDP with support from the United Nations Development Fund for Women (UNIFEM). The 13,889 project participants will work for an average of 180 days, receiving a 2-kg daily ration (for themselves and two family members); 5,000 tons is allocated to this activity.
77. **Innovative activities.** Additional pilot activities would be identified during the implementation of the PRRO and introduced in accordance with WFP's overall objectives. If pilot activities cannot be identified, resources would support already defined activities. The 13,889 project participants will work for an average of 180 days, receiving a 2-kg daily ration (for themselves and two family members); 5,000 tons is allocated to this activity.

Capacity-building

78. WFP will continue to conduct regular workshops for its staff and counterparts on programming, monitoring and FFW. Provisions are made for staff training in programming, activity design, and gender programming, planning and monitoring. WFP staff and counterparts will visit other WFP programmes with similar types of FFW activities during the course of the PRRO. Capacity-building elements have been built into all PRRO activities as per the technical assistance inputs and related training.



Logistics

79. A logistics unit based in Pyongyang will continue to coordinate logistics arrangements. Under current arrangements, since 1995 over one million tons of WFP food assistance has already been discharged and transported by the Government in a timely fashion.
80. WFP has two port captains who facilitate the discharge of WFP commodities at the capital port of Nampo and other ports, including those on the east coast. A logistics officer monitors rail and liner shipments.
81. Arrangements between the Government of DPRK and WFP will continue to have authorities take possession of the commodities in the ships' holds. The Government will be responsible for internal transport, storage and handling. WFP will reimburse part of the transport costs at a fixed rate of US\$8 per ton, this payment being essentially a fuel subsidy. Payments will be made against presentation of consignment documentation which accompanies every delivery of WFP commodities from port of entry to the county level. The consignment note system allows WFP to collect information on the actual food arrivals at the entry points, detailed information on the inland transportation, actual reporting on deliveries at the county warehouse, analysis on deliveries, truck utilization, usage of the rail stations as extended delivery points (EDPs), etc.
82. Owing to the remoteness and inaccessibility of certain areas of the country in which the project will be implemented, a provision has been included in the PRRO budget for occasional rental of an aircraft.

Monitoring and Evaluation

83. A system of activity review was initiated (and later refined) at the beginning of the WFP operation in DPRK. There is a WFP officer present at either the port or railhead to monitor the arrival of food commodities. For the PRRO, the WFP Programme Unit will prepare a weekly monitoring plan to ensure that each county and activity type is visited on a regular basis. For the current EMOP 5959.01, WFP verifies whether distributions have been undertaken according to distribution plans by analysing the consignment notes, which are submitted to WFP for ITSH fuel subsidy payments. WFP emergency officers and field assistants inspect the consignment notes at the county/district warehouse and maintain shipping management records per vessel. WFP field staff also verify to what extent the distribution plan has been adhered to by beneficiary interviews. In the latter part of 1998, WFP was averaging just under 200 monitoring visits per month; by spring 1999 it was averaging 300 monitoring visits a month. As of August 1999, monitoring visits had increased towards the 400 mark. In two typical recent months, WFP monitors made 89 family visits, 106 visits to FFW sites, 302 visits to beneficiary institutions and additional visits to county warehouses, county FDRCs, etc. This mechanism has been implemented successfully in past EMOPs.
84. The five sub-offices at Chongjin, Sinuiju, Hamhung, Wonsan and Hyesan as well as the Pyongyang country office will provide a strong support role in activity review and assessment. Standard checklists will be developed to allow for the quick checking, compilation and analysis of data in a central database.
85. The general framework for activity review will continue under the PRRO, and the Government will be provided with continual and concise advice on how to improve project implementation, based on the observations made during extensive field monitoring. However, the database system would be enhanced to ensure that



information, disaggregated by gender, is regularly generated and includes data on commodities, baseline information and output concerning beneficiary numbers for the planned activities. Annex III details the specifics on data to be included in the enhanced database system.

86. A special biannual report would be prepared during the PRRO period. In addition, WFP would fund an assessment at the end of the PRRO period to draw lessons from the types of pilot projects implemented, and make recommendations as to which types of rehabilitation approaches and activities are most suitable for future food support in DPRK. The assessment would consider both quantitative and qualitative information on the achievement of the PRRO's immediate objectives and consider programming options for an expanded PRRO. It would also conduct a technical review of implemented activities, assess the effectiveness of the gender component and review positive and negative environment effects.

EXIT STRATEGY

87. The Government of DPRK will continue to implement measures to restore food security. In the interim, it will continue to rely on aid and commercial imports. WFP will balance these needs with longer-term rehabilitation and disaster management and the role food aid can play in the Government's efforts to assure food security for its people. The focus on better quality in the design of activities and establishing basic maintenance mechanisms will provide a basis for more sustainable activities and greater local responsibility for their care. Over the longer term, this should translate into a more effective capacity to cope with natural disasters and reduce the negative impact of natural disasters on national food security. With improved coping strategies and disaster response mechanisms in place in DPRK, the type of assistance provided through this PRRO could gradually be phased out. However, until DPRK is able to address a number of economic constraints, for example a shortage of foreign currency, it is unrealistic to expect a reduction in the need for external food assistance in the near future.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

88. The PRRO is recommended for approval by the Executive Board, within the budget detailed in Annexes I and II.



ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Cereal	92 000	130	11 960 000
Total commodities	92 000		11 960 000
External transport		90.63	8 337 960
LTSH		8	736 000
Other direct operational costs		40	3 701 000
Subtotal direct operational costs			24 734 960
B. Direct support costs (see Annex II for details)			
Subtotal direct support costs			6 667 610
Total direct costs			31 402 570
C. Indirect support costs (7.1 percent of total direct costs)			
Subtotal indirect support costs			2 229 582
TOTAL WFP COSTS			33 632 152
TOTAL PROJECT COSTS			33 632 152

¹ This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.



ANNEX II

DIRECT SUPPORT REQUIREMENTS (dollars)
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Staff costs

International	2 466 000
International consultants and SSA	141 750
Local staff and temporaries	252 000
Subtotal	2 859 750

Technical support services

Project preparation	100 000
Technical Advisory Services	600 000
Project monitoring and evaluation	150 000
Training (including security)	50 000
Subtotal	900 000

Travel and DSA

Blanket travel	280 020
In-country travel	484 880
Subtotal	764 900

Office expenses

Rental of facility	149 760
Utilities	68 000
Communications	141 700
Office supplies	100 000
Equipment repair and maintenance	100 000
Subtotal	559 460

Vehicle operations

Vehicle fuel and maintenance	148 000
Subtotal	148 000

Equipment

Vehicles	160 000
Communications equipment	90 000
Computer equipment	110 000
Furniture and equipment	403 500
Subtotal	763 500

Other

Storage facilities	250 000
Aircraft rental	192 000
Beijing Support Unit	90 000
Information activities HQ	45 000
Information activities field	50 000
Miscellaneous	45 000
Subtotal	672 000

TOTAL DIRECT SUPPORT COSTS	6 667 610
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ANNEX III

SUMMARY OF ACTIVITIES AND WORKDAYS FOR TWO-YEAR PERIOD

Activity	Tons of wheat	Feeding days/ Workdays	Participants (Beneficiaries)		Benefits
Stockpiling of emergency food commodities	8 000	60	(296 296)		Emergency food stocks in 3 provinces rotated for 2 years
Seed exchange 1.1 kg of food per kg of accepted seed	12 000	-	(77 419)		In 5 provinces 3 306 tons barley seed 7 620 tons wheat seed
County-level cake factories/bakeries ¹	9 000	365	(246 575)		Support to 20 county factories
Repair of sea dikes	16 000	90	88 889	(266 667)	100 km dikes repaired 3 months employment on average
Irrigation	10 000	90	55 556	(166 667)	100 km primary canal 10 km small dam water 200 km secondary/ tertiary canals 3 months average employment
Flood control measures Debris removal Embankment construction New embankments	13 000	90	72 222	(216 667)	3 250 000 m3 3 months employment on average
Forestry Nurseries Fuelwood Pilot plots	14 000 8 000 4 000 2 000	90	77 778	(233 333)	3 months employment on average 200 million seedlings 10,000 hectares (90 million trees) 200 hectares (300 days / ha)
Subtotal	82 000		294 445	(1 503 624)	
Innovative activities	5 000	180	13 889	(41 667)	
Gender activities	5 000	180	13 889	(41 667)	
Subtotal	10 000		27 778	(83 334)	
GRAND TOTAL	92 000		322 223	(1 586 958)	



ANNEX IV

INDICATIVE TECHNICAL ASSISTANCE NEEDS

The execution of technical backstopping for forestry, training in health/nutrition and gender, irrigation and flood control would be the responsibility of FAO (TCOR). Linkages are summarized as follows:

Subject	Areas of responsibility	Duration
Civil engineering	<p><u>Technical Adviser:</u> Background in irrigation and management of watercourses in mountainous or semi-mountainous areas. Experience in environmental impact studies, related to water structures and aptitude in training in this field.</p> <p>To review ongoing projects, provide technical advice and guidance for the technical design of activities, coordinate initial environmental reviews and organize training sessions on water structure design, maintenance and environmental review techniques at the central and county levels.</p>	2 years
Forester	<p><u>Technical Adviser:</u> Background in agro-forestry with experience in soil and water conservation / buffer zone management.</p> <p>To review existing forestry and afforestation practices, people's use and reliance on forest products including forest-based coping mechanisms, and overall status of the sector. Provide technical advice and guidance, develop pilot projects in buffer zone management, degraded area rehabilitation with cooperative participation. Organize training sessions and develop guidance materials. Coordinate with NGOs and line ministries.</p>	2 years
Forester	<p><u>Short-term consultant:</u> Background in fuelwood plantation establishment, nursery management, community forestry and non-food forest products.</p> <p>To review existing practices, provide guidance on establishment practices and seedling production, and organize training sessions at county and cooperative levels. To review use of forest products and forest areas, identify activities to promote production of food products from forest areas, forest production/ protection activities that involve cooperatives. Experience in environmental impact studies.</p>	8 months over a 2-year period
Gender programming and Health/nutrition training specialist	<p><u>Short-term consultant:</u> Background in social sciences, socio-economics.</p> <p>Identify pilot activities which would provide skills and income generating opportunities for women in the areas of health, nutrition sanitation, food processing. Develop training materials and conduct training.</p>	6 weeks—in collaboration with UNICEF
Seed specialist	<p><u>Short-term consultant:</u> Background in seed quality control and experience in community based seed banks and seed storage;</p> <p>To develop exchange and distribution mechanisms for the "seed- food swap" activity. Develop mechanisms to ensure seed quality control mechanisms. Review with authorities the seed storage facilities and propose actions for improvement if required. Should coordinate closely with any FAO agronomist involved with the double cropping project and with the Ministry of Agriculture.</p>	1 month



ANNEX V

DETAILED DESCRIPTION OF DATABASE ENHANCEMENTS PROPOSED FOR PRRO MONITORING AND EVALUATION

The existing database system would be enhanced to ensure that information, disaggregated by gender, is regularly generated and includes data on commodities, baseline information and output concerning beneficiary numbers for the planned activities detailed as follows:

commodities: track distributions, specifically food movements at the county administration, county warehouse, PDS centres, beneficiary cooperatives and institutional levels; beneficiaries are asked to confirm reception of food through interviews at institutions and during family visits.

baseline: in project areas, food supply, consumption patterns, agriculture production, agricultural/economic activities, energy sources and amounts consumed, population nutritional and health status; meteorological data; disaster prone areas. Information from both monitors and information from secondary sources will be used.

outputs: number of beneficiaries receiving food;

* **for irrigation:** km of canals constructed or repaired, increase in area to be irrigated; area where secure water supply is assured; number of families benefiting;

* **for river excavation and embankment reconstruction:** km of river excavated and stabilized; area and infrastructure protected from flooding; number of families benefiting from more secure river flows;

* **for tree planting activities:** ha rehabilitated; ha of fuelwood plantations; number of institutions raising fuelwood trees; number of seedlings produced and distributed; survival rates.

effects: the WFP country office will finalize with partners a select group of indicators to assess the effects of outputs, with respect to:

* **household food security:** beneficiaries fed, assets created, increased food availability; reduced number of disasters; increased agriculture production, stabilization of production;

* **benefits to women;** number of women trained; pilot activities implemented for women; improved programming for women;

* **slowing or reversing environmental degradation;** number of cooperatives, institutions, individuals planting fuelwood trees; types of forest products harvested;

* **management of disasters:** pre-disaster arrangements; change in area affected; number of families affected by disasters;

* **coordination:** WFP would provide inputs to the CHAP monitoring plan and to the extent feasible use compatible indicators; number of operational partners and participation in formal coordination mechanisms.

