

Executive Summary

With the increased frequency and unpredictability of both natural and man-made disasters, international emergency relief is becoming a more integral part of international development. As improving the effectiveness of emergency assistance among donor countries and agencies becomes an important issue facing societies the world over, a number of major donor countries have committed themselves to increasing the effectiveness of humanitarian assistance' effectiveness by endorsing international agreements such as the Good Humanitarian Donorship Initiative(GHD). Korea joined OECD DAC in 2009 and, as a member of that group of major donor countries, has recently endorsed the Good Humanitarian Donorship Initiative(GHD). Currently in Korea, there are growing calls to increase the volume of emergency aid(currently it accounts for less than 1%, far behind the OECD average of 6%), as well as to enhance overall aid effectiveness in relation to humanitarian assistance.

In order to meet international changes and domestic expectations, the Re-shaping Development Institute(ReDI), with support from the Ministry of Foreign Affairs and Trade(MoFAT) and the Korea International Cooperation Agency(KOICA), is conducting Korea's first comparative analysis of major donors' humanitarian assistance policies and practices with an overall focus on the emergency relief system. In line with this shift in research focus, this study, in particular, aims to explore ways of increasing the effectiveness of humanitarian assistance by examining measures for an intergovernmental cooperation mechanism, a governmental system working with civil society.

This research consists of two main sections: analysis of policies and analysis of systems. In the first part, this paper will analyze the humanitarian assistance policies of international organizations, focusing on the United Nations, UN affiliated agencies and the OECD. In doing so, this research will also explore the background and the development of the assistance and its concepts and objectives. The second part will examine and compare the strengths and weakness of humanitarian assistance policies and practices, with an overall focus on the emergency relief system of the following three countries: United Kingdom, the United States and Japan. This study focuses on the overall picture of M&E, incorporating major strategies(priorities, implementation, guidelines), decision making processes, budget planning and implementation, and workflows with CSOs and other non-state actors.

The Department for International Development(DFID) is the main body in charge of humanitarian policy and emergency relief in the U.K. The Conflict, Humanitarian and Security Department(CHASE) plays an active role in related policy formation and coordination in the humanitarian situations. The United States has complex system for humanitarian assistance. DIFD has a comprehensive humanitarian aid system that harmonizes major policies and practices while emphasizing the U.K.'s strategies for dealing with the African humanitarian crisis, and complex and long term disasters. On the other hand, the U.S. has a complicated and fragmented humanitarian assistance system which covers the largest volume of humanitarian assistance around the world. The State Department, the Office of U.S. Foreign Disaster Assistance(OFDA) in the U.S Agency for International Development(USAID) is in charge of disaster relief, prevention and training. Also, PRM, DoD, USDA are all tasked with supporting humanitarian assistance. The U.S. system emphasizes

effective and fast support to the affected regions and promotes an integrated approach to humanitarian crises and development. Additionally, there is a growing concern on disaster preparedness and disaster risk reduction(DRR) in the U.S.

Whist the U.K. and the U.S. deal with a more broadened concept of humanitarian aid, Japan has focused on the response to natural disasters and post-disaster reconstruction efforts. In Japan, the Ministry for Foreign Affairs functions as a control tower for overseas emergency relief. With its hierarchical and vertical system, the Japan Disaster Relief Team(JDRT) in JICA is in charge of its operation, while Japan Plat Form(JPF) is an organization for government-civil cooperation and other non-state actors. Japan supports natural disaster-related relief efforts with a particular focus on disasters in Asia, and targets reconstruction related activities in the Middle East.

Based on the analysis of humanitarian policy and emergency relief systems in the U.K, the U.S, and Japan, this study compares humanitarian policies and practice in order to make several policy recommendations for enhancing the effectiveness of emergency assistance by improving related policies and systems in Korea. Regarding Korea's legal framework and major policy decisions¹⁾, the Korean government's humanitarian action is anchored in existing legal frameworks, policy papers and international norms. i) The Framework Act clearly recognizes that humanitarian assistance is an integral part of Korea's development cooperation; ii) The Strategic Plan, which is a strategic blueprint for the Mid-term ODA policy, incorporates humanitarian activities into broader

1) Part of this analysis of Korean humanitarian assistance policies and practices has been adapted from the recent *Memorandum for the DAC Peer Review Republic of Korea 2012*. May 2012. Government of Korea.

development strategy by including humanitarian assistance among its six strategic objectives. It states that Korea will contribute to world peace and prosperity by strengthening humanitarian assistance and peace-building efforts in countries affected by natural disasters and armed conflicts; iii) the Overseas Emergency Relief Act and its Enforcement Ordinance, enacted in 2007, provide a comprehensive legal framework for rapid, effective, systematic cross-governmental and civil response to overseas emergencies; iv) the Plan for the Advancement of Overseas Emergency Relief, adopted in May 2010 following much soul-searching over the government's response to the Haitian earthquake in January 2010, has been geared toward a more rapid and efficient response to overseas emergencies through improved cross-government coordination and stronger partnerships with NGOs; v) As a Good Humanitarian Donorship(GHD) member since July 2009, the Korean government has attempted to comply with the GHD Principles and Practices as well as the landmark resolution A/RES/46/182 and its ensuing humanitarian instruments adopted in the UN General Assembly. All these legal and policy frameworks, adopted through the full participation key partners and consultation across the ministries concerned, have been steering the Korean government's active participation in the international community's efforts towards saving lives and alleviating suffering.

With increasingly frequent occurrence of large-scale natural disasters, Korea plans to increase its humanitarian budget to meet the rising demand for humanitarian assistance. In fact, Korea's emergency relief budget has already increased sharply from KRW 11 billion in 2008 to KRW 26 billion(1.5% of total bilateral ODA) in 2012. The public expects that the Korean government ensures that the overall volume grows in the run up to 2015, as the total ODA budget is forecast to rise to 5% of total

ODA.

Despite its lack of comprehensive humanitarian policies and detailed strategies, the Korean government has made progress at reform towards a more effective and efficient response to overseas emergencies and natural disasters. The aforementioned Overseas Emergency Relief Act defines the objectives and principles of overseas emergency assistance and enables various forms of relief aid, such as the deployment of an emergency rescue team, the provision of relief goods and other in-kind deliveries, depending on the severity of the disaster. The Act established a cross-national coordinating mechanism, the "Public-Private Joint Committee on Overseas Emergency Relief," chaired by the Minister of Foreign Affairs and Trade and mandated to decide whom, what, how and to what extent assistance is provided to deal with the aftermath of massive disasters. The Korean government's self-reflection to its response to the Haiti earthquake led to the adoption of the Plan for the Advancement of Overseas Emergency Relief in May 2010. Korea also amended the Overseas Emergency Relief Act and its enforcement ordinance in 2011. Furthermore, the Korean government is expected to strengthen its relations with civil society, an important development partner, as one of the most important and effective implementation channels. With the increasing role of civilian organizations in disaster relief, the Korean government is seeking to strengthen its general capacity in humanitarian assistance as well as targeting the overseas emergency response of private organizations by constructing a joint committee on public-private practice. In 2012, based on the Plan for the Advancement of Overseas Emergency Relief, the Korean government selected 8 private organizations with capacities and experience in overseas disaster relief. It plans to provide them with financial assistance so that they can work together in consultation with the government in the event

of a disaster overseas. The Korean government intends to further deepen the partnership with civil society by holding consultative meetings with private organizations and opening a homepage on humanitarian assistance. However, learning, capacity development, accountability, and overall effectiveness remains some of the biggest challenges facing both MOFAT and KOICA.

This research recommends progressive strategies for enhancing the quality and quantity of the humanitarian assistance and overseas emergency relief system in Korea. It proposes a step-by-step road map in order to realize the feasible advancement of related policies and practices.

To strengthen related laws and policies, the efforts of MOFAT in 2013 need to focus on developing a white paper on humanitarian and to publish the very first set of comprehensive Korean policies that are available in both Korean and English. By 2015, the amendment of a section on the definition of the *Plan for the Advancement of Overseas Emergency Relief* should include broader concepts of humanitarian assistance, such as an emphasis on reconstruction and prevention. By 2018, the Korean government may include such statements in its *Frame Work Act*. Also, it needs to strengthen its relationship with non-state actors. Thus, to enhance the quality and quantity of the government-civil cooperation system, this study proposes increasing the humanitarian budget from US 2 million to US 5 million by 2015.

The structure of humanitarian assistance is now formed with MOFAT functioning as a control tower for policies and budget planning and allocation, with a hierarchical and vertical system going down to KOICA. Whist MOFAT focuses on policy and strategic planning as well as the

creation of an enabling environment in which various actors can play a constructive role in utilizing their competitive advantages, KOICA needs go beyond its role in coordinating supplies and dispatching specialists. In the short term, KOICA IDEA(International Development Education Academy) should establish courses related to this goal, which includes training on needs assessment, logistics, and emergency response guidelines. In the long term, there needs to be collaboration undertaken by the Korean DART team and with the participation of specialized institutions and universities. The expected roles of KOICA in the humanitarian areas are i) effective budgeting and supplies, ii) the development of its capacity to coordinate and support civilians' relief activities and to ensure the safe and fast arrivals of supplies in a disaster setting, gathering the information pool and sharing the professional information, iii) strengthening CSOs, a pool of specialists and human networks, iv) co-designing the training and education programs for enhancing both government and non-state actors' capacities, as well as providing opportunities for building networks of technical experts through the Korean Association of International Development Cooperation(KAIDEC) or the Korea NGO Council Overseas Cooperation(KCOC), to develop the materials for needs assessment and the first M&E guidelines for humanitarian assistance and conduct high-quality evaluation studies. In humanitarian situations, KOICA should be more active in expanding its roles of both information provider and effective coordinator. In order to reform the role of KOICA, more humanitarian specialists are required and there is a need to work closer with related specialists in the private sector.

This study, which is Korea's first comparative analysis on major donors' humanitarian assistance policies and practitioners, is designed to provide

an overall picture of what major donors have done in their own political, economic and social environments. Further studies and more detailed strategies for government bodies and civil societies will be required in the short term. While domestic expectations have grown for the Korean government to take a more active role in the sphere of international development and humanitarian assistance, there is also widespread concern for international guidelines and norms to be respected. As an emerging donor country, Korea needs the government's resolve on this matter. With public support for the agreed humanitarian vision, objectives and goals, Korea can be a better donor for the most vulnerable peoples worldwide and can support those countries which face a humanitarian crisis.