

Executive Summary

International emergency relief for natural or man-made disasters is becoming a more integral part of international development due to both their increased frequency and unpredictability. 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, 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 donor' s 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 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 overall focus with the emergency relief system of respective three countries; United Kingdom, the United States and Japan. Focus of the research areas are the major strategies(priorities, implementing, guidelines), decision making process, budget planning and implementation, major strategies and division of labor working with CSOs and other non-state actors and overall picture of M&E.

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 comprehensive humanitarian aid system that harmonize the major policies and practices while emphasizing UK's strategies for supporting African humanitarian crisis, complex and long term disasters. On the other hand, USA has complicated and fragmented humanitarian assistance system which covers the largest volume of humanitarian assistance around the world. ate Department, Office of U.S. Foreign Disaster Assistance(OFDA) in the U.S Agency for International Development (USAID) is in charge of disasters relief, prevention and training. Also, PRM, DoD, USDA are supporting the humanitarian assistance. The USA system emphasize the effective and fast supports to the affected regions and promotes the integrated approach on humanitarian crisis and development. Also, there is a growing concern on disaster preparedness and disaster risk reduction(DRR) in the USA.

Whist UK and USA deal with more broadened concept of humanitarian aid, Japan focuses on the reponses of natural disasters and lately reconstruction. In Japan, the Ministry for Foreign Affairs functions as a control tower for overseas emergency relief. With its hierarchial and vertical system, Japan Disaster Relief Team(JDRT) in JICA is in charge of its operation and Japan Plat Form(JPF) is an organization for government-civil cooperation and other non-state actors. Japan mainly supports natural disaster related relief in Asia, 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, the research compares with humanitarian policies and practices in order to make several policy recommendations for enhancing the effectiveness of emergency assistance by improving related policies and systems in Korea. Regarding the Korea's legal framework and major policy decisions¹⁾, the Korean government's humanitarian action is anchored in the framework legislation, 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

1) The some part of the analysis of Korean humanitarian assistance policies and practices are adapted from the recent <Memorandum for the DAC Peer Review Republic of Korea 2012>. May 2012. Government of Korea.

Mid-term ODA policy, incorporates humanitarian activities into broader 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) Overseas Emergency Relief Act and its Enforcement Ordinance, enacted in 2007, provides a comprehensive legal framework for rapid, effective, systematic cross-governmental and civil response overseas emergencies; (iv) Plan for the Advancement of Overseas Emergency Relief, adopted in May 2010 following the soul-searching over the government's response to Haitian earthquakes 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 attempts 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 full participation from key partners and consultation across concerned ministries, have been steering the Korean government's active participation in the international community's efforts in saving lives, alleviating suffering.

With the frequent occurrence of large-scale natural disasters, Korea plans to increase its humanitarian budget to meet the rising demand for humanitarian assistance. Especially, Korea's emergency relief budget 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 governments make sure that the overall volume is to grow in the run up to 2015 as the total ODA budget is expected to rise up to 5% of total ODA.

In contrast to its the lack of comprehensive humanitarian policies and detailed strategies, Korean government has put reform toward a more effective and efficient response to overseas emergencies to the natural disasters. The aforementioned Overseas Emergency Relief Act defines objectives and principles of overseas emergency assistance and enables various forms of relief aid such as deployment of emergency rescue team, provision of relief goods and other in-kind delivery, depending on the severity of the disaster. The Act established a cross-national coordinating mechanism, the "Public-Private Joint Committee on Overseas Emergency Relief" that is chaired by the Minister of Foreign Affairs and Trade and mandated to decide whom, what, how and to what extent to help in

massive disasters. The Korean government's self-reflection on its response to Haiti earthquakes 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. Further, Korean government is expected to strengthening its relations with civil societies as open of the important and effective channels as well as development partners. With the increasing role of civilian organizations in disaster relief, it is making efforts to enhance the Korean government's general capacity in humanitarian assistance and to strengthen overseas emergency response capacities of private organizations by constructing joint committee on public-private practices. In 2012, based on the Plan for the Advancement of Overseas Emergency Relief the Korean government selected 8 private organizations with capacities and experiences in overseas disaster relief and plans to provide them with financial assistance so that they can work together in consultation with the government in the event of overseas disaster. Korean governments intends to further deepen 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 as one of the biggest challenges for the MOFA as well as KOICA.

This research recommends progressive strategies for enhancing the quality and quantity of humanitarian assistance and overseas emergency relief system in Korea. It proposes a step-by-step road map in order to take feasible advancement of the related policies and practices(see page 392).

To strengthen the related laws and policies, the efforts of MOFA in 2013 needs to focus on developing white paper on the humanitarian and to should publish a very first Korea's comprehensive policies both in Korean and English. By 2015, the amendment of a section on the definition of the *Plan for the Advancement of Overseas Emergency Relief* which should include broaden concepts of humanitarian assistance such as the emphasis on reconstruction and prevention. By 2018, the Korean government may include such statements in its the *Frame Work Act*. Also, it needs to strengthen its relationship with the non-state actors. Thus, to enhance the quality and quantity of 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 as MOFA as a control tower for policies and budget planning/ allocation and its hierarchial and vertical

system down to KOICA. Whilst MOFA focuses on policy and strategic planning as well as creating an enabling environment that various actors play constructive roles in utilizing their competitive advantages, the 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 collaborations undertaken by the Korea DART team and with specialized institutions and universities. The expected roles of KOICA in the humanitarian areas are that i) effective budget and supplies, ii) develop its capacity to coordinate and support civilians' relief activities and ensuring safe and fast arrivals of supplies in the disaster setting, gathering the information pool and sharing the professional information, iii) strengthening CSOs, specialists pool and human network, iv) co-design the training and education programmes for enhancing both government and non-state actors's capacities as well as providing opportunities for building networks of technical experts through Korean Association of International Development Cooperations(KAIDEC) or Korea NGO Council Overseas Cooperation(KCOC) develop the materials for needs assessment and the first M&E guideline for humanitarian assistance and conduct higher quality evaluation studies. In humanitarian situations, KOICA should be more actively expand its roles as information provider and an effective coordinator. In order to reform the role of KOICA, more humanitarian specialists are required in the and need to work closer with related specialists in the private sector.

This research as a Korea's first comparative analysis on major donors' humanitarian assistance policies and practitioners intended to provide overall pictures of what major donors have done in their own political, economic and social environments. Further researches and more detailed strategies for government bodies and civil societies will be required shortly. As domestic expectation risen for the more active roles of Korean government in the international development and humanitarian assistance, there are also concerns to respect the international guidelines and norms. As one of emerging donor country, Korea needs government's willingness, people's consent on agreed humanitarian vision, objectives and goals to be a better donor for the most vulnerable peoples and the countries that faces the humanitarian crisis.