



Separated families bid farewell with each other after a reunion meeting

## 03

### Inter-Korean Humanitarian Cooperation

- I . Separated Families of North and South Korea
- II . South Korean Prisoners of War and Abductees
- III . Humanitarian Aid
- IV . Human Rights of the North Korean People

## Chapter 3. Inter-Korean Humanitarian Cooperation

Humanitarian cooperation between the two Koreas involves various issues such as families separated by the Korean War and national division, South Korean prisoners of war (POW) and abductees, humanitarian assistance, and the North Korean human rights situation.

Above all, the issue of separated families is urgent given the age of the family members. Thus, the ROK government has been seeking a new approach to find a fundamental solution to the matter. Inter-Korean Red Cross talks, suspended since the inauguration of the Lee Myung-bak administration, were held at Mt. Geumgang August 26-28, 2009. However, no progress was made because of divergent views of the two sides. The South urged fundamental solutions to humanitarian issues, including those of separated families, POWs and abductees, while the North wanted only to address the issue of reunions for separated families. According to an agreement reached during the Red Cross talks, family reunions took place at Mt. Geumgang on the occasion of the Chuseok holiday.

The ROK government believes a basic duty of the state is to protect its people, and therefore believes it must resolve the issue of South Korean POWs and abductees in the North. From this perspective, the South consistently has been raising the issue during inter-Korean talks such as the Red Cross talks, with the goal of fundamentally resolving the problem

through repatriation. In addition, it has decided to provide monetary compensation to 375 cases of abductee families, settlement allowances for 8 cases of North Korean refugees, and compensation for 1 case of death or injury caused by a government authority, according to the Act on Supporting South Korean Victims Abducted by North Korea After the Korean War, which became law in 2007.

The ROK government has sustained humanitarian assistance through NGOs and international organizations with a view that aid to the North should be conducted from a humanitarianism perspective and with unconditional affection for our brethren. It provided the North with 500,000 doses of H1N1 anti-viral medication to help prevent the spread of the virus, which swept the world in 2009, including North Korea. Funded by the South, the United Nations Population Fund (UNFPA) conducted population and housing censuses in North Korea in 2008, which showed the total population of North Korea to be 24.05 million.

The ROK government strengthened cooperation with the international community and the civil society from the position that it would actively strive to resolve North Korean human rights issues, regarding them as a matter of universal human values. The ROK joined the international community in an active effort to improve the human rights situation in North Korea. For instance, it delivered a keynote speech in the UN Human Rights Council and co-sponsored a resolution on North Korean human rights in the UN General Assembly in 2009. It has improved cooperation with domestic organizations by giving support for their investigations into the human rights situation in the North, for example.

### I . Separated Families of North and South Korea

The issue of elderly separated family members is an urgent matter that must be addressed. The ROK government has strived to resolve this issue through inter-Korean Red Cross talks and inter-ministerial talks. From 2000

to 2009, a total of 20,848 people or 4,130 families of the two Koreas were able to meet through 17 face-to-face reunions and seven video reunions.

In the inter-Korean Red Cross talks held at Mt. Geumgang on August 26-28, 2009, the ROK put forward three principles for the resolution of inter-Korean humanitarian issues: respect for humanitarianism, the need to seek a fundamental solution, and mutual cooperation. The two Koreas agreed to continue discussing humanitarian issues such as separated families with a view to advance inter-Korean relations and agreed to hold reunions during the Chuseok holidays.



Reunion of separated families at Mt. Geumgang over Chuseok, 2010

Government Arranged Reunions of Separated Families (2000-June 2010)

Type of Reunion	South Korea	North Korea	Total
Face-to-face Reunion (17 times)	1,780 families (11,227 people)	1,793 families (5,873 people)	3,573 families (17,100 people)
Video Reunion (7 times)	279 families (2,257 people)	278 families (1,419 people)	557 families (3,748 people)
Total	2,059 families (13,484 people)	2,071 families (7,364 people)	4,130 families (20,848 people)

According to the agreement reached in the inter-Korean Red Cross talks, reunions of separate families took place at Mt. Geumgang for the first

time in two years. From September 26 to 28, 127 people (97 families) from the South met with 228 family members from the North. And from September 29 to October 1, 106 people (98 families) from the North met with 428 family members from the South. Two South Korean POWs and two abductees were included among those who were reunited.

In addition to government-level exchanges, the ROK government supports exchanges of separated families in the private sector as well. In February 2009, it dramatically raised its limit on financial assistance to private-level exchanges by 100% to 1 million won for confirmation of status, 3 million won for a reunion, and 500,000 won for continuation of exchanges. Nevertheless, the number of exchanges at the non-governmental level has continued to decline from 542 in 2007 to 314 in 2008, and to 119 in 2009. The figure was 23 in the first half of 2010. The continued decrease is partly due to a reduced demand for family exchanges as many family members are becoming quite old and passing away. In terms of family reunions, the ROK government plans to facilitate private-sector exchanges along with government-level exchanges by publicizing the procedures for receiving financial support for such exchanges and by identifying and supporting capable civic groups if the North changes its attitude.

Private Sector Exchanges of Separated Families

(Unit: Number of cases)

Type	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Confirmation of Status	35	127	132	221	135	104	96	164	377	481	447
Exchange of Letters	44	193	462	948	584	571	473	772	469	637	984
Reunion	6	11	19	12	11	17	18	61	109	200	152

Type	2002	2003	2004	2005	2006	2007	2008	2009	June 2010	Total
Confirmation of Status	198	388	209	276	69	74	50	35	10	3,836
Exchange of Letters	935	961	776	843	449	413	228	61	9	11,391
Reunion	208	283	188	95	54	55	36	23	4	1,732

Since 2008, the ROK government has been explaining its policies on separate families to the elderly separated family members and trying to extend its full support to them through various events. In 2009, government officials visited separated families and held policy briefings in nine regions from January 19 to 24. Also, it invited about 300 people who were not able to have reunions with their family members in the North on a tour of the Inter-Korean Transit Office, Dorasan Station, Unification Observatory, and other meaningful places that symbolize national division and inter-Korean exchanges. During this tour, the government listened to their grievances and opinions. Furthermore, on special holidays and occasions such as Chuseok and the end of the year, government officials visited elderly and marginalized members of separated families, offering them support and letting them know that the government is committed to resolving the separated family issue. In 2010, it invited a total of 300 senior citizens (100 each) to two-day events held in small provincial cities of Sokcho, Yeosu, and Gyeongju.

The Act on Promotion of Information and Exchanges between Separated Families of North and South Korea was passed in March 2009 and came into effect on September 26. Based on this legislation, the ROK government worked to establish an institutional infrastructure for the expanded exchanges between separated families. This Act is significant in that it is the first law that institutionalizes the state's duty to resolve the issue of separate families. The Act's main points include the requirement to survey the status of separated families, create an integrated information system, assist North Korea for exchanges of separated families, and support exchanges in the private sector. The Act is expected to lay the foundation for systematic and efficient exchanges and promote private-sector exchanges.

**Act on Promotion of Information and Exchanges  
between Separated Families of North and South Korea**

Article	Main Points
Article 4	The state shall strive to expand exchanges of separated families through inter-Korean talks.
Article 5	Draw a basic plan on the promotion of exchanges of separated families once every three years and report the progress to the National Assembly every year.
Article 6	Conduct fact-finding surveys into separated families and build an integrated information system.
Article 9	Discuss with the North Korean authorities the making of reunions regular events, expansion of the size of reunion, operation of reunion center and emergency visits to the other side.
Article 10	Provide assistance to North Korea that is needed for fact-finding surveys, confirmation of status and identification of family member locations.
Article 11	Extend partial or full support for exchanges of separated families in the private sector.
Article 12	Provide assistance to private organizations engaged in separated family exchanges.
Article 13	Delegate specific responsibilities to relevant organizations such as the Republic of Korea National Red Cross.

The ROK government has been updating data in the Integrated Information Center for Separated Families, which maintains a database on those who have applied for family reunions. In October and November 2009, the government sent letters to 82,371 applicants over 40 years old who registered with the Integrated Information Center. Information provided by respondents was used to update the database. At the end of June 2010, there are 128,124 people registered in the system, but only 84,134 are still alive; 43,990 have passed away.

**Family Members Registered with the Integrated Information Center  
for Separated Families**

(As of late June 2010)

Specification	90 or older	Aged 80-89	Aged 70-79	Aged 60-69	Aged 50-59	Total
Number of People	4,745	29,572	30,715	11,994	7,107	84,133
Application Rate (%)	5.6	35.2	36.5	14.3	8.4	100

The construction of a reunion center at Mt. Geumgang was finished on July 12, 2008, but its opening was delayed. In the meantime, the reunion center is being maintained at the minimum level by a contractor. On April

27, 2010, North Korea unilaterally confiscated the reunion center in an attempt to put pressure on South Korea to resume the Mt. Geumgang tour. The ROK government expressed a deep regret over the North's anti-humanitarian measures and urged it to reverse its policies immediately.

## II . South Korean Prisoners of War and Abductees

### 1. Overview

At the end of the Korean War, the United Nations forces exchanged prisoners of war (POWs) with the Chinese People's Volunteers and the Korean People's Army during three rounds of exchanges from April 1953 to January 1954. At that time, the UN forces estimated that the number of missing South Korean soldiers was about 82,000. But only 8,343 were repatriated to the South. It is presumed that a considerable number of missing South Korean soldiers were forcefully detained in North Korea. In October 1994, Second Lieutenant Cho Chang-ho escaped from the North and returned to the South. Since then, a total of 79 POWs have fled to make their way to the South as of late June 2010. The Ministry of National Defense estimates there are about 500 South Korean POWs still alive in the North, based on testimony by other POWs who escaped and North Korean refugees.

Abductees generally can be divided into two categories: those kidnapped during the Korean War and those abducted after the War. Data on the number of those abducted during the Korean War vary, depending on the timing and methods of surveys. According to the ROK's statistical yearbooks published in 1952 and 1953, the number was estimated to be over 80,000.

The number of those kidnapped by the North after the Korean War Armistice was signed is estimated to be 3,832. Out of abductees, 3,310 or

86% returned to the South less than one year after they were kidnapped, and 8 escaped the North and reached the South after 2000. The number of those still held by the North was estimated to be 514 in late June 2010.

Status of Those Abducted by North Korea after the Korean War (late June 2010)

(Unit: Number of Cases)

Specification	Total	Fisherman and Sailors	Passengers of Korean Air Lines	Military and Police	Others	
					Home	Overseas
Abducted	3,832	3,729	50	27	6	20
Returned	3,318	3,271	39	-	-	8
Still captive	514	458	11	27	6	12

## 2. Commitment to Resolution through Inter-Korean Consultations

The ROK government consistently has attempted to have consultations with the North regarding South Korean POWs and abductees on occasions such as inter-Korean talks and Red Cross talks. But North Korea has refused to discuss these issues, maintaining that the POW issue had already been settled through the exchange of prisoners according to the armistice agreement and there are no abductees in its territory. Thus, the ROK government had no choice but to include POWs and abductees in the category of separated families to find out their fate and seek reunions. Still, this approach, which is far from a fundamental solution, has not received sufficient national support.

In this context, the Lee Myung-bak administration has regarded resolving the issues of POWs and abductees as a major priority for its North Korea policy, recognizing it as a basic duty of the state to protect its people. The government has been committed to a solution of these issues through repatriation, not just handling them as part of the separated family issue. The South urged the North to take actions to resolve the issues of POWs and abductees during the inter-Korean Red Cross talks held at Mt.

Geumgang August 26-28, 2009. But no progress was made as the North avoided discussing them. However, since the Red Cross talks produced an agreement for reunions of separated families at Mt. Geumgang from September 26 to October 1, the ROK government asked the North to confirm the status of ten POWs and twelve abductees. The South made similar requests in the past, but, this time, the North confirmed that one POW and two abductees were still alive, and subsequently they met with their families living in the South. In addition, one POW in the North who had applied to participate in the reunion was reunited with his family in the South. In the subsequent working-level Red Cross talks held in Gaeseong on October 16, the ROK government called on the North for the resolution of the POW and abductee issues.

Reunions of South Korean POWs and Abductees in the North (2000-June 2010)

(Unit: persons)

Category	Requests for Status Confirmation	Cases Confirmed Alive	Cases Confirmed Dead	Cases Unconfirmed or Others	Cases of Reunions	Number of Families Reunited
Post-war Abductees	109	17	22	70	16	18 families (81 people)
POWs	112	15	13	84	13	22 families (89 people)
Total	221	32	35	154	29	40 families (170 people)

## 3. Support for Post-war Abduction Victims

The Act on Supporting South Korean Victims Abducted by North Korea After the Korean War was enacted on April 27, 2007 and went into effect on October 28, 2007. The purpose of the Act is to provide support for those abducted by the North after the signing of the Korean Armistice Agreement on July 27, 1953 and their families. The elements of the law include the provision of monetary compensation to the abductees' families, financial support for settling in the South after fleeing the North, and compensation to those who suffered injury or death at the hands of a state authority.

According to the Act, the Consultative Committee on Compensation and Support for Abduction Victims was established under the Prime Minister's Office in November 2007. The Committee shall deliberate and make decisions on matters such as those regarding the recognition of a person as an abduction victim, the provision of monetary compensation, settlement support for returnees, fact-finding surveys of abduction-related matters, and the violations of the rights of the abductees' families as well as the restoration of their reputations. The Committee is comprised of a chairperson and eight committee members who are mostly professors, lawyers, experts on inter-Korean relations, and senior government officials as ex-officio members. To conduct prior reviews of the deliberation items by subject, the Subcommittee on the Inspection and Deliberation of Abduction Damage and the Subcommittee on the Review of Abduction Costs were established.

Abduction Victim Applications (Unit: cases, as of late June 2010)

Financial Compensation				Settlement and Living Allowance	Compensation	Total
Fisherman	Naval Vessel I-2	Korean Air Flight	Others			
337	8	10	21	8	9	393

Financial and Other Compensation for Abduction Victims (As of late June 2010)

Specification	Applications (cases)	Provision Confirmed (cases)	Provision Amount
Financial Compensation	376	369	11,609,273
Settlement Allowance and Support for Living Expenses	9	8	1,528,320
Other Compensation	8	1	67,604
Total	393	378	13,205,197

Since the implementation of the Act, a total of 393 cases had been registered by the end of June 2010. The Committee has deliberated and decided to provide 13.205 billion won for 378 cases (369 for financial

compensation, 8 for settlement allowances, and 1 case of other monetary compensation) since it began full deliberations in May 2008.

The Committee convened 17 plenary sessions from January 2009 to June 2010, during which it handled 188 cases of financial compensation, five of settlement support, and one of other monetary compensation. As the terms of four committee members from the private sector ended on November 5, 2009, four new members were commissioned. Among the committee members, Kim Ho-sup was elected the new chairperson at the 22<sup>nd</sup> committee meeting held on November 27, 2009. In 2010, as the terms of two members came to an end, one of them was re-commissioned and a new member was commissioned on April 8, 2010.

The Committee sent a letter to the abductees' families to facilitate compensation and support for the victims in 2009. It also held policy briefings in regions where there are significant numbers of such families, and it operated mobile centers in Gangwon and South Gyeongsang Provinces to receive applications from senior members of separated families. The Committee ran advertisements in major dailies and notices on government websites to inform families about the policy in case they were qualified but had not yet applied. It opened an Internet community site with information about laws, procedures, and various downloadable forms and documents to assist abductees' families submit their applications.

Aside from the support prescribed under the Act, the ROK government provides rice, household necessities, and a small stipend to financially struggling abductees' families on national holidays and at the end of the year. Also, it has offered medical services in cooperation with Dongin Hospital (located in Donghae City) and the private corporation, Sadamsa.

The Minister and Vice-minister of Unification visited the families of abduction victims to listen to and learn about their difficulties, and they also encouraged the returnees to make a smooth adjustment as they settle in the South's society.

Committee Meetings (January 2009-June 2010)

Date	Meeting	Results
Jan 30, 2009	13 <sup>th</sup>	Provision of 494 million won in compensation to 15 cases Provision of 198 million won for settlement expenses and a living stipend to one case Revision of guidelines for calculating paying financial compensation for abduction victims and others Revision of operating regulations for the Consultative Committee on the Compensation and Support for Abduction Victims
Feb 27, 2009	14 <sup>th</sup>	Provision of 346 million won in compensation to 11 cases Provision of 528 million won settlement and living stipend to three cases
Mar 30, 2009	15 <sup>th</sup>	Provision of 209 million won monetary compensation to 7 cases
Apr 28, 2009	16 <sup>th</sup>	Provision of 432 million won financial compensation to 13 cases Provision of 224 million won settlement and living stipend to one case
Jun 4, 2009	17 <sup>th</sup>	Provision of 634 million won financial compensation to 19 cases
Jul 3, 2009	18 <sup>th</sup>	Provision of 323 million won financial compensation to 10 cases
Aug 31, 2009	19 <sup>th</sup>	Provision of 522 million won financial compensation to 17 cases Revision of guidelines on calculation and payment of financial compensation for abduction victims and others
Oct 6, 2009	20 <sup>th</sup>	Provision of 312 million won monetary compensation to 11 cases
Oct 30, 2009	21 <sup>st</sup>	Provision of 191 million won monetary compensation to 6 cases
Nov 27, 2009	22 <sup>nd</sup>	Election of the Committee Chairperson and appointment of the Calculation Sub-committee Chairperson Provision of 433 million won financial compensation to 13 cases Provision of 67 million won compensation to one case.
Dec 17, 2009	23 <sup>rd</sup>	Provision of 522 million won monetary compensation to 17 cases
Jan 28, 2010	24 <sup>th</sup>	Provision of 187 million won financial compensation to 6 cases Provision of 26 million won (additional) settlement stipend to one case Revision of operating regulations for Sub-committees
Feb 25, 2010	25 <sup>th</sup>	Provision of 208 million won financial compensation to 6 cases
Mar 25, 2010	26 <sup>th</sup>	Provision of 191 million won financial compensation to 6 cases
Apr 29, 2010	27 <sup>th</sup>	Provision of 278 million won financial compensation to 8 cases
May 27, 2010	28 <sup>th</sup>	Provision of 407 million won financial compensation to 12 cases
Jun 24, 2010	29 <sup>th</sup>	Provision of 733 million won financial compensation to 21 cases



Providing free medical services for separated families



Providing travelling service for separated families

Considering that applications for compensation were due on October 27, 2010, the ROK government drafted a plan on May 18, 2010 to encourage the victims to apply for compensation. The government has posted notices on provincial television, the Ministry of Unification website, billboards, and the inside and outside of provincial buses to reach as many families as possible.



Visiting a family of abduction victim, February 6, 2009



Visiting an abductee who had escaped from the North, July 31, 2009

#### 4. Issue of Abduction during the Korean War

During the Korean War, North Korea kidnapped prominent figures from the South, including National Assembly members and other high-ranking government officials. It also forcefully organized large-scale mobilizations of people to replenish the conscripted labor pool and military. The number of kidnap victims during the War depends upon the timing and methodology of the survey. The largest confirmed figure was 82,959 according to the Statistics Bureau under the Office of Public Information.

Abductee Registry Compiled by the ROK Government

Serial Number	Name	Entity	Year	Number of Abductees	Current Status
1	Registry of Victims in Seoul	Statistics Bureau, Office of Public Information	1950	2,438	Preserved
2	Registry of Those Abducted during the Korean War	Statistics Bureau, Office of Public Information	1952	82,959	Preserved
3	Registry of Those Abducted during the Korean War	Police Bureau, Ministry of Home Affairs	1952	126,325	Lost
4	Registry of Those Abducted during the Korean War	Statistics Bureau, Office of Public Information	1953	84,532	Lost
5	Registry of Those Abducted during the Korean War	Police Bureau, Ministry of Home Affairs	1954	17,940	Preserved
6	Registry of Displaced Family Members	Ministry of National Defense	1963	11,700	Volume 1 preserved
					Volume 2 lost

From the beginning of the Korean War until 1963, the ROK government compiled a registry of abductees several times. Nonetheless, the escalating confrontation between the two Koreas during the Cold War meant there was virtually no chance an abductee could be repatriated, and it was nearly impossible to confirm the status of an abduction victim. This reality caused the ROK government and families to halt their efforts. In 2000, the Korean War Abductees' Family Association was reestablished, and, under

the approval of the Unification Ministry, it was incorporated on September 6, 2001 as the Korean War Abductees Family Union. The Union deals with academic research and promotes the Korean War abductees issue. It published Volume 1 of *Case Studies of Abduction during the Korean War* in September 2006 and Volume 2 in September 2009. The volumes contain a wide variety of testimony of the abductees' families as well as Korean and foreign documents on abductions during the Korean War.

A total of four bills on fact-finding into Korean War abductions were submitted to the 16<sup>th</sup> National Assembly (2000-2004) and the 17<sup>th</sup> National Assembly (2004-2008). But the bills failed to pass. In the 18<sup>th</sup> National Assembly (2008-2012), lawmaker Kim Moo-sung introduced a bill on fact-finding into Korean War abduction victims and the restoration of their reputations on December 12, 2008. Lawmaker Park Sun-young proposed a similar bill on January 23, 2009. The Foreign Affairs, Trade and Unification Committee merged the two bills on February 23, 2010, and the Legislation and Judiciary Committee approved it on February 26. The full National Assembly passed the bill on March 2, and on March 26, the Act on Fact-finding into Korean War Abduction Victims and Restoration of Abduction Victim Reputations became law. According to the Act, a Committee on Fact-finding Related to Korean War Abductions and the Restoration of Abduction Victims' reputations was established under the Prime Minister's Office. The Act took effect on October 26, 2010, six months after its promulgation.

#### III. Humanitarian Aid

The ROK government's basic position on humanitarian aid is to provide unconditional assistance to North Korea based on humanitarianism and brotherly affection. Accordingly, it has carried out assistance projects for the North through non-governmental and international organizations. At

the same time, it has strived to increase transparency in the use of the Inter-Korean Cooperation Fund, enhance the efficiency of assistance projects in the private sector, and improve transparency in distribution. The ROK government expanded the Evaluation Board on Fund Assistance composed of officials from government agencies and private sector experts in February 2009, and in September revised the Regulations for Managing Humanitarian Assistance Projects and Cooperation Projects in North Korea in order to reinforce the legal foundation for humanitarian cooperation projects. The government revealed a plan to raise the effectiveness of humanitarian assistance by focusing on priority areas in the Unification Ministry's 2010 work plans.

In 2009, the need to ensure South Koreans' personal safety became a serious issue to the North's detention of a South Korean worker. The security environment was exacerbated by the North's launch of a long-range rocket and nuclear test, which subsequently affected visits to the North for humanitarian purposes and the shipment of assistance supplies. Nonetheless, the ROK government maintained the position that humanitarian assistance would continue regardless of the political situation. The South used the Inter-Korean Cooperation Fund to support NGOs and international organizations in order to increase shipments of assistance and coordinate humanitarian visits to the North. In December 2009, the Lee Myung-bak government provided government assistance for the first time to prevent the spread of the H1N1 flu virus in the North. The ROK government decided to spend 50 billion won from the Cooperation Fund, including 17.9 billion won for government-level support, 10.5 billion won for NGO programs, and 21.6 billion won as contributions to international organizations.

However, the South Korean government decided to suspend development assistance to the North, when it was determined that North Korea was behind the sinking of the *Cheonan* in March 2010. Still, the ROK government decided to maintain pure humanitarian assistance for the North's vulnerable groups, including infants and children. When making decisions on assistance to the North, the government comprehensively

considers various factors such as the prospective beneficiaries, the type of aid to be provided, and the likelihood that transparency can be ensured.

### 1. Government Assistance

Since the inauguration of the Lee Myung-bak administration, there has been an adjustment in inter-Korean relations, and subsequently the government discontinued government assistance in the form of rice and fertilizer, which had been provided under the previous administration.

However, upon hearing NGO reports of a swine flu outbreak in the North, President Lee ordered the government to provide emergency humanitarian assistance on December 8. North Korea officially announced that H1N1 flu cases had been confirmed in Sinuiju and Pyongyang through its Korean Central News Agency. Thus, the two Koreas had contacts through the Panmunjeom liaison offices and the South agreed to provide the North with 500,000 doses of H1N1 anti-viral medication and 200,000 liters of hand sanitizer. To prevent the pandemic from spreading in the North, the ROK government sped up the process by reporting the actions to the Standing Committee of the National Assembly and adopting a resolution in the Council on Inter-Korean Exchanges and Cooperation.

The South delivered to the North 400,000 doses of Tamiflu and 100,000 doses of Relenza on December 18, and 200,000 liters of hand sanitizer on February 23, 2010. The aid was valued at US\$15 million and was delivered through the Republic of Korea National Red Cross. Officials from the ROK Ministry of Health and Welfare accompanied the Red Cross to the North and briefed North Korean officials on the administration of the anti-viral treatment and use of the hand sanitizer. They also gave a detailed explanation on the South's prevention experiences and best practices. The North Korean officials responded that they would consider the South's explanations and expressed appreciation for the assistance.

## 2. Assistance through NGOs

Assistance through non-governmental organizations has contributed to the betterment of the humanitarian situation in North Korea and has continued steadily despite changes in inter-Korean relations. The ROK government has provided funds from the Inter-Korean Cooperation Fund to eligible NGO programs since 2000. However, the government had to reduce the funding slightly as the environment for such programs deteriorated due to a change in the overall inter-Korean relationship, which worsened because of the North's test of a long-range rocket, a nuclear test, the sinking of the *Cheonan*, and the detention of a South Korean worker.



Delivery of antivirals to fight H1N1 influenza in the North



ROK officials explain to North Korean staff how to administer the antivirals

Against this backdrop, the ROK government made various efforts to improve the institutional framework to enhance the effectiveness of NGO assistance programs. It integrated project categories that had been divided into several groups—individual, collective, policy, infant and children, etc.—into two, individual and policy, and added clarity to the funding procedures and contents of assistance projects. To ensure greater transparency and fairness in the funding procedures, the government also expanded the Evaluation Board on Fund Assistance, which is comprised of

government officials and private-sector experts. The government also tried to improve transparency in the expenditures of funds by providing procurement services through the Export-Import Bank of Korea and through the facilitation of open bidding.

### A. Individual Projects

Individual projects refer to one-year projects pursued by a single organization or a consortium of organizations. The ROK government has provided a total of 78.49 billion won for 257 individual projects on a matching fund basis between 2000 and 2008. The Cooperation Fund was first used in 2000 to provide seven projects with 3.38 billion won.

In 2009, however, it became difficult to implement NGO programs because it no longer was “business as usual” given the North's hard-line measures and rising tensions. The personal safety of South Koreans in the North had to be considered as a top priority. This caused the cancellation of some planned expenditures from the Cooperation Fund as well. Nonetheless, the ROK government decided to provide 15 NGOs with 4.52 billion won in two disbursements for their programs targeting vulnerable groups. By June 2010, 2.69 billion won of the 4.52 billion won budgeted for the year had been spent.

NGO Assistance Projects

(Unit: million won)

	Project Name	Amount of Assistance
First Round (Decided on August 3)	10 projects including Sharing's Nutrition Program for North Korean Children	3,575
Second Round (Decided on October 22)	5 projects including Medical Aid for Children Program	949
Total	15 projects	4,524

## B. Policy Projects

In 2007, the ROK government designated projects that qualify as “policy projects” and therefore are wholly financed by the Cooperation Fund and need to be promoted in a systemic way. Until 2008, it offered 4.74 billion won for five projects in such areas as forestation and provision of medical resources. In 2009, the government delayed the provision of fund due to worsening inter-Korean relations. But on December 28, 2009, the Council on Inter-Korean Exchanges and Cooperation decided to offer 6.06 billion won to fund for six projects in 2010. In June 2010, 670 million won of the amount budgeted had been spent.



NGOs distributing food and other assistance items in North Korea

Support for NGO Policy Projects

(Unit: million won)

Subject	Project Descriptions	Applicants	Amount of Support
Support for the Vulnerable	<ul style="list-style-type: none"> <li>• Nutrition assistance to children and living necessities</li> <li>• Basic medication assistance</li> <li>- medicines and supplies such as antibiotics, nutritional supplements and reagents</li> </ul>	Korean Sharing Movement (900 million won) JTS Korea (1.1 billion won) Okedongmu Children in Korea (800 million won) Child Fund (700 million won)	3,500
Reforestation	<ul style="list-style-type: none"> <li>• Forestry pest control and forest sapling assistance</li> </ul>	Green One Korea	1,980
Support for Production of Basic Medicines	<ul style="list-style-type: none"> <li>• Assistance for production of basic medicines and supplies; training for good manufacturing practices (GMP)</li> <li>- Production of rehydration solutions and other basic medicines and supplies; GMP training</li> </ul>	Korea Foundation for International Healthcare	500
Project Management			75
Total			6,055

## 3. Assistance through International Organizations

As the North’s food situation worsened because of floods, droughts and poor policy choices in the mid-1990s, North Korea made its first request for international food assistance in 1995. In response to subsequent requests from the international community, the ROK government began to provide food aid to North Korea through international organizations in 1996. In 2009, the ROK government provided US\$18.16 million worth of aid to two international organizations to support three assistance programs for North Korea.

The ROK government donated US\$1.07 million to the World Health Organization for malaria prevention in North Korea (in addition to the aid provided by the Korea Center for Disease Control and Prevention), and US\$13.11 million for assistance to infants and children. The government decided to provide the assistance for malaria prevention on April 7, only two days after the North launched a long-range missile. The aid was given to improve the health conditions for those living near the inter-Korean border. Technical discussions were held in Delhi, India on April 23-24, and the South provided 60,000 mosquito nets, 100,000 doses of malaria treatment, and 180,000 doses of preventive medicine in two rounds of deliveries. In line with the principle to maintain assistance to vulnerable groups in North Korea, the ROK decided to use the Cooperation Fund to help improve the North’s healthcare system for infants and children through the supply of medicines and supplies, technical support, human resource training, translation, publications, and monitoring.

The ROK decided on December 28 to provide US\$3.98 million from the Cooperation Fund to UNICEF to support assistance programs for North Korean infants and children. This included vaccination programs as well as health and nutrition assistance for infants, children, and pregnant women.

### Assistance through International Organizations

#### ① WFP (food assistance)

Year	Descriptions	Amount
1996	3,409 tons of mixed grain	US\$2 million (1.6 billion won)
1997	18,241 tons of mixed grain, 50,000 tons of corn and 300 tons of dry milk	US\$20.53 million (18.5 billion won)
1998	30,000 tons of corn and 10,000 tons of wheat	US\$11 million (15.4 billion won)
2001	100,000 tons of corn	US\$17.25 million (22.3 billion won)
2002	100,000 tons of corn	US\$17.39 million (23.5 billion won)
2003	100,000 tons of corn	US\$16.19 million (19.1 billion won)
2004	100,000 tons of corn	US\$23.34 million (24 billion won)
2007	120,000 tons of corn, 12,000 tons of bean, 5,000 tons of wheat and 1,000 tons of dry milk	US\$20 million (19 billion won)
Total	543, 950 tons	US\$127.7 million (143.4 billion won)

#### ② WHO (malaria prevention, assistance to infants, and emergency medical service)

Year	Descriptions	Amount
1997	Medical equipment and apparatus	US\$0.7 million (0.63 billion won)
2001	Malaria prevention	US\$0.46 million (0.6 billion won)
2002	Malaria prevention	US\$0.59 million (0.8 billion won)
2003	Malaria prevention	US\$0.66 million (0.8 billion won)
2004	Malaria prevention and relief kits for the victims of a train explosion in Yongcheon (Ryongchon)	US\$0.87 million (1 billion won)
2005	Malaria prevention	US\$0.81 million (0.9 billion won)
2006	Malaria prevention (US\$1 million); assistance for infants and children (US\$10.67 million)	US\$11.67 million (11.6 billion won)
2007	Malaria prevention (US\$1.38 million); assistance for infants and children (US\$9.38 million); measles treatment (US\$1.05 million)	US\$11.81 million (11.81 billion won)
2008	Malaria prevention (US\$1.2 million); assistance for infants and children (US\$10.27 million)	US\$11.47 million (14.8 billion won)
2009	Malaria prevention (US\$1.07 million); assistance for infants and children (US\$13.11 million)	US\$14.18 million (16.65 billion won)
Total		US\$53.22 million (58.96 billion won)

#### ③ UNICEF (infants and children, and other marginalized people)

Year	Descriptions	Amount
1996	203 tons of dry milk	US\$1 million (0.8 billion won)
1997	Oral rehydration salt factory and 781 tons of dry milk	US\$3.94 million (3.54 billion won)
2003	Assistance to the vulnerable	US\$0.5 million (0.6 billion won)
2004	Assistance to the vulnerable	US\$1 million (1.2 billion won)
2005	Assistance to the vulnerable	US\$1 million (1 billion won)
2006	Assistance to infants and children (vaccinations and nutrition)	US\$2.3 million (2.3 billion won)
2007	Assistance to infants and children (vaccinations and nutrition)	US\$3.15 million (2.9 billion won)
2008	Assistance to infants and children (vaccinations and nutrition)	US\$4.08 million (4.7 billion won)
2009	Assistance to infants and children (vaccinations, health and nutrition)	US\$ 3.98million (3.66 billion won)
Total		US\$20.95 million (20.7 billion won)

#### ④ Other international organizations (meteorological and agricultural institutions)

Year	Organization	Descriptions	Amount
1996	WMO	Meteorological apparatus	US\$0.05 million (0.04 billion won)
1997	UNDP	Flood restoration equipment	US\$1.2 million (1.1 billion won)
1997	FAO	Agricultural equipment	US\$0.3 million (0.3 billion won)
2007	IVI	Vaccines and medical education	US\$0.5 million (0.46 billion won)
2008	IVI	Medical apparatus and reagents	US\$0.49 million (0.7 billion won)
Total			US\$2.54 million (2.6 billion won)

## 4. Assistance to the United Nations Population Fund for North Korea Census

In addition to providing humanitarian assistance for the North through international organizations, the ROK government funded the United Nations Population Fund's census in North Korea. At the request of the Fund, the government contributed US\$4 million in June 2007 and signed a memorandum of understanding on December 10, 2007 for capacity building in North Korea during 2007-2009 so the census could be conducted.

The United Nations Population Fund (UNFPA) carried out the census October 1-15, 2008 following a pilot census in North Korea. About 44,000 surveyors and the North's Central Statistics Bureau staffs were mobilized to conduct door-to-door surveys throughout the North. Subsequently, North Korea announced the results of the census on December 16, 2009 after doing data analysis in collaboration with the UNFPA.

The census revealed that North Korea's fertility rates were declining and the population was aging. North Korea's total population was estimated to be 24,052,231, with 12,330,393 females and 11,721,838 males.

#### IV. Human Rights of the North Korean People

Human suffering in North Korea due to serious human rights violations is already well known. The international community and human rights organizations have expressed deep concerns over the situation and consistently have urged the North to improve human rights. Recognizing the seriousness of the problem, the ROK government has strengthened its cooperation with the international community and NGOs to improve the understanding of the conditions in the North and to improve them in a practical way.

##### 1. Cooperation with the International Community

Each year, the UN Human Rights Council and the UN General Assembly adopt resolutions on North Korean human rights expressing deep regrets over human rights abuses and urging the North to take measures to improve the situation. When it comes to human rights in North Korea, the Lee Myung-bak administration's position is that human rights are universal values that must be guaranteed for all humans. Taking such an approach, the ROK, for the first time, co-sponsored and voted in favor of the resolution on

North Korean human rights adopted in the 63<sup>rd</sup> UN General Assembly in 2008. Subsequently, it co-sponsored resolutions on the North in the 10<sup>th</sup> UN Human Rights Council in March 2009, the 64<sup>th</sup> UN General Assembly in November 2009, and the 13<sup>th</sup> UN Human Rights Council in March 2010.

##### Summary of the Resolution on North Korea adopted at the 64<sup>th</sup> UN General Assembly in 2009

- Expresses its very serious concern at the persistence of continuing reports of systematic, widespread and grave violations of civil, political, economic, social and cultural rights in the Democratic People's Republic of Korea.
- Reiterates its very serious concern at abductions in the form of enforced disappearance
- Expresses its very deep concern at the precarious humanitarian situation in the country and urges the Government of the Democratic People's Republic of Korea, in this regard, to take preventive and remedial action.
- Commends the Special Rapporteur for the activities undertaken so far and for his continued efforts in the conduct of his mandate.
- Strongly urges the Government of the Democratic People's Republic of Korea to respect fully all human rights and fundamental freedoms.
- Decides to continue its examination of the situation of human rights in the Democratic People's Republic of Korea at its sixty-fifth session, and to this end requests the Secretary-General to submit a comprehensive report on the situation in the Democratic People's Republic of Korea and the Special Rapporteur to continue to report his findings and recommendations.

The ROK government also approved an extension of the mandate of the UN Special Rapporteur on the Human Rights Situation in North Korea, Vitit Muntarbhorn, for one year to June 2010. The Special Rapporteur reported the general human rights situation in the North to the 10<sup>th</sup> Session of the UN Human Rights Council. In the report, he assessed the human rights situation in five areas, including discrimination in access to food and living necessities, precariousness in personal security, rights and freedom, seriousness of human rights abuses for defectors, and unfair treatment of certain social groups including women and children. The report described the human rights situation in North Korea as grim and desperate.

On June 18, the 14<sup>th</sup> UN Human Rights Council appointed Marzuki Darusman from Indonesia as the successor to Vitit Muntarbhorn. Accordingly, Rapporteur Darusman will serve from July 2010 to June 2011.

Resolutions on North Korean Human Rights: Voting Results and the ROK's Position

Specification	UN Commission on Human Rights			UN Human Rights Council		UN General Assembly					
	Year	2003 (59th)	2004 (60th)	2005 (61st)	2008 (7th)	2009 (10th)	2005 (60th)	2006 (61st)	2007 (62nd)	2009 (63rd)	2010 (64th)
Voting Results *	28:10:14	29:8:16	30:9:14	22:7:18	26:6:15	84:22:62	91:21:60	97:23:60	95:24:62	97:19:65	
ROK	Not present	Abstention	Abstention	In favor	Co-sponsorship in favor	Abstention	In favor	Abstention	Co-sponsorship in favor	Co-sponsorship in favor	

\* Voting results are expressed in the order of in favor, against, and abstention.

The UN Human Rights Council implemented the universal periodic review (UPR) of North Korea in Geneva in December 2009. The Council reviewed the human rights situation in all 192 UN member states through the quadrennial UPR since April 2008 and, in the 16<sup>th</sup> review in 2009, examined the situation in 16 countries, including North Korea, Cambodia, Congo Democratic Republic, and Norway. The review of the North Korean human rights situation was carried out through interviews between the representatives from the North and other UN member states. During the review, 52 states including the ROK directly posed questions and recommendations to the North Korean delegation regarding the overall human rights situation in the North. The ROK government raised the issues of separated families, POWs, and abductees as urgent and important matters, and asked the North cooperate actively to confirm the status of separated families, exchange letters, and hold regular reunions. The North's delegation repeated its position that it is doing its best to resolve the separated families' issue according to the inter-Korean summit declarations of June 15, 2000 and October 4, 2007, and that the POW issue already has been settled and the abductee issue does not exist.

## 2. Cooperation with the Civil Society

Working together with the Database Center for North Korean Human Rights, the ROK government examines the human rights situation in North Korea by conducting interviews at the Settlement Support Center for North Korean Refugees. The results are sent to the Korea Institute for National Unification which has published the *White Paper on North Korean Human Rights* (both in Korean and English) every year since 1996. The ROK government also has supported NGO-sponsored academic symposiums and publications, as well as their hosting of or participating in international conferences regarding North Korean human rights.

In 2009, the government supported an international conference of North Korean human rights NGOs that was hosted by the Citizens' Alliance for North Korean Human Rights. Government support also was extended to the following: academic seminars hosted by North Korea Strategy Center; the international conference on North Korean human rights in 2009 hosted by the Network for North Korean Democracy and Human Rights; publication of *Case Studies of Abduction during the Korean War: Volume One* by the Korean War Abductees Family Union; and publication of *Life and Human Rights in North Korea*, a quarterly, by the Citizens' Alliance for North Korean Human Rights.

In 2010, the government provided support for North Korea Freedom Week 2010 in Seoul, jointly hosted by domestic and foreign human rights organizations. The affair included seminars, press conferences, and other events. As diverse events on North Korean human rights are expected to be held in the future, both domestically and internationally, the ROK government intends to extend its active support.

### 3. Moves to Enact North Korean Human Rights Law

In 2009, the National Assembly had lively discussions on four North Korea human rights bills that had been introduced during the previous year. In 2008, Hwang Woo-yeo and 22 other lawmakers proposed the Bill on North Korean Human Rights on July 4; Hwang Jin-ha and 24 other lawmakers introduced the Bill on Promotion of North Korean Human Rights on July 21; Hong Il-pyo and nine others proposed the Bill on Establishment and Operation of North Korean Human Rights Foundation on November 11; and Yoon Sang-hyun and 19 others proposed the Bill on North Korean Human Rights on December 26. The first two bills were referred to the Foreign Affairs, Trade and Unification Committee on November 17, 2008 and the latter two were sent to the committee on February 19, 2009.

On February 23, 2009 the Legislative Review Subcommittee reviewed the bill introduced by Yoon Sang-hyun and decided to hold a public hearing given the bill's significance. A hearing was held by the Foreign Affairs, Trade and Unification Committee on April 14 and the four bills were integrated into one revised bill at a Legislative Review Subcommittee meeting on July 7.



An international conference on North Korean human rights

On February 11, 2010 the Foreign Affairs, Trade and Unification Committee decided to refer the revised bill to the Legislation and Judiciary Committee on April 19.

The revised North Korean Human Rights Bill intends to promote human rights in North Korea by establishing an advisory council on North Korean human rights, a basic plan for the improvement of North Korean human rights, the post of ambassador-at-large for North Korean human rights, and a foundation for North Korean human rights. It also mandates a survey on the human rights situation in North Korea, promotes educational and promotional activities, and supports NGO activities.