

Report 2006-2007



International Federation
of Red Cross and Red Crescent Societies

Democratic People's Republic of Korea

Appeal No. MAA54001
3 April 2008

This report covers the period of 01/01/06 to 31/12/07
of a two-year planning and appeal process.



Volunteers from Hongwon county, South Hamgy province participate in tree planting activities as part of community-based disaster preparedness mitigation.

In brief

Programme summary: In late 2005, the government of the Democratic People's Republic of Korea (DPRK) requested that international agencies shift humanitarian aid towards development programmes. The DPRK Red Cross launched in 2006 a stable and ambitious programme supported by the International Federation of the Red Cross and Red Crescent (The Federation) with a total budget of CHF 26 million. Within a three-year cooperation agreement strategy (CAS) with main Red Cross partners, the budget was fully funded and the programmes by and large implemented as planned. The programmes included an extensive health programme, and disaster management and organizational development activities. In addition, the Federation and the DPRK Red Cross successfully managed three major disaster response operations (two floods and a measles epidemic), which increased the Federation budget for the DPRK to a total of over CHF 30 million.

The health programme included an extensive drug distribution part, supporting 8.76 million people linked to more than 2,000 health institutions with basic drugs and equipment. An agreement was reached in late 2006 to gradually scale down the supply of drugs to the country, with the aim to halt Red Cross distribution by 2009. Other activities included 2,500 first aid posts and training, strengthening the capacity of the national society to handle health emergencies, HIV/AIDS and other forms of health promotion, training health professionals, the set up of a support system for blood donor recruitment and a large programme to improve the health of communities through water and sanitation projects.

The water and sanitation programme commenced an impact review of the first projects implement in the period 2000 - 2003. The review provided important learning, and showed a reasonably good outcome and some installations will be repaired, extended and upgraded in 2008. In total, the projects in 18 villages were completed and nine new projects have started. These preventive health

projects provide the communities with a gravity-fed water system, waste water drainage and hygiene awareness training. Emergency water and sanitation equipment has been ordered and plans are underway to develop the capacity to quickly supply water and sanitation systems following a disaster.

The disaster management programme continued with the expansion of the community-based disaster preparedness (CBDP) programme to 50 communities. These communities were proven safe during the serious floods in 2007, which is an excellent indicator of the impact of the programme. The strength of the disaster programme was further tested and proven by the effectiveness of the assessment of the disasters in 2006 and 2007, and the speed with which trained volunteers and staff of the Red Cross at all levels were able to provide disaster response leadership and deliver relief goods from the emergency stock to the victims.

The activities to improve tree production in nurseries was delayed in 2006, but was brought back on schedule with the construction of three new greenhouses in 2007. More than five million seedlings were planted by Red Cross volunteers to renew forestation in the DPRK.

The adoption of the Red Cross Law for the DPRK by the supreme people's assembly (parliament) was a significant step in strengthening the legal position of the DPRK and the public recognition of the mandate of the national society. The strengthening of the communication department resulted in regular coverage of the Red Cross in the media. The unprecedented availability of pictures of the work of the national society, in particular during the relief operations, resulted in excellent Red Cross visibility during the flood operations.

All 15 provincial Red Cross training centres were upgraded and equipped in order to facilitate the training and improved management of volunteers. The national society re-established its definition of volunteering and re-registered all volunteers, adjusting its number of volunteers to 101,000. The total number of members is 1,014,000. In October 2006, the DPRK Red Cross produced a book on the 60 years' history of the national society, with the support of the Federation.

Financial situation:

MAA54001: The total 2006-2007 budget was CHF 29.9 million (USD 27.7 million or EUR 18.1 million) out of which 96 percent is covered. Overall expenditure against income for the period was 85 percent.

DPRK component only: Total 2006-2007 budget CHF 27.6 million (USD 24.6 million or EUR 16.7 million) out of which 98 percent covered. Overall expenditure against income for the period was 87 percent.

DPR Korea only	Appeal budget 2006-2007	Total income	Expenditure Jan 06 – Dec 07	Coverage by programme	Expenditure vs. budget
Health and care	22,331,446	22,700,795	20,373,660	102%	91%
Disaster management	3,839,237	3,036,690	2,584,052	79%	67%
Organizational development	663,153	586,437	577,243	88%	87%
Coordination & implementation	734,139	637,150	574,407	87%	78%
Total	27,567,975	26,961,072	24,109,362	98%	87%

Figure 1: Financial analysis of DPRK component of Appeal no.MAA54001

Click here to go directly to the attached financial reports:
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No. of people we help: More than 8.76 million people in five out of the 12 provinces in the DPRK continued to benefit from the community oriented programmes of the DPRK Red Cross with the support of the Federation. The largest component of the programme was the supply of essential drugs and basic instruments to primary health care clinics. Children between 0-14 years of age comprise 26.5 percent of the total target population and the ratio of men – women is 50.5: 49.5. Public data is uncommon and restricted in the DPRK and therefore the actual number of beneficiaries assisted by all the programmes cannot be ascertained.

Our partners: The DPRK Red Cross maintains regular contacts with over 20 government agencies,

regional and local communities. The national society, the Federation and the International Committee of the Red Cross (ICRC) cooperate and coordinate their activities with all UN and other international organizations present in the DPRK. Ten national Red Cross societies have signed a three-year CAS with the DPRK Red Cross and are actively engaged in implementing it.

Current context

Three disasters, political tension, détente and increased collaboration for a possible future reunification with the Republic of Korea marked the working environment of the programme of the Federation to support the DPRK Red Cross in 2006 and 2007. Significant in this context was the decision of the government to phase out humanitarian aid and to review the working conditions for each of the NGO's and international organizations working in the DPRK. The DPRK Red Cross negotiated the role of the Federation delegation with its government. Health, water and sanitation, disaster management and organizational development continued to be the main pillars of the support of the Federation, but a scale down of the medical support programme to the health institutions was agreed upon in favour of more developmental support, e.g. blood donor recruitment, road safety and capacity for health in emergencies. In February 2006, the Federation delegation was restructured, with less direct operational execution and increase of local officers and a change in the number and roles of international delegates.

Rains and floods hit the country in both 2006 and 2007. The 2006 floods caused 150 people to lose their lives and made 16,960 families homeless. Devastating weather hit the country again twice in 2007. This time it caused more than 450 fatalities and left 22,900 families homeless. The DPRK Red Cross acted in all cases swiftly and effectively. Thousands of volunteers were mobilized during and after the disaster and were involved in first aid and supporting those evacuated. In all situations, the national society immediately dispatched blankets, cooking sets, plastic sheets, water containers, etc. from their emergency stock to assist the homeless. In 2007 the stocks were completely depleted. The Federation successfully appealed for DREF funds in 2006 and launched an international appeal for those affected by the floods in 2007. In addition, the DPRK Red Cross and the Federation, in coordination with the United Nations International Children's Fund (UNICEF) and the World Health Organization (WHO), jointly supported a mass vaccination campaign of 16 million people, following the outbreak of a measles epidemic in the country.

An important highlight of 2006 and 2007 was the 60th Anniversary of the DPRK Red Cross Society and the adoption of the new Red Cross Law. This confirmed the role and responsibilities of the society in the DPRK and demonstrated the improved public knowledge of the Red Cross in DPRK. The implementation of the law facilitated the cooperation with the government, in particular in the field of disaster relief. Dissemination activities and media exposure continued over the year in order to improve the proper use of the Red Cross emblem in the DPRK.

Achievement of objectives

Disaster Management

Objective: Enhance the capacity of the DPRK Red Cross to respond effectively to large scale, sudden onset disaster, and to support the development and implementation of community-based disaster preparedness and response mechanisms has improved.

** Note: The objective reflected in Appeal 2006-2007 was changed from 2007 as the goal of the programme was revised in accordance with the Federation's Global Agenda.*

Achievements: The swift and efficient response to the flood disasters in July 2006, measles epidemic of February 2007, and the floods of August and September 2007 demonstrated the effectiveness of the disaster management (DM) activities of the national society. The DM department of the national society was established in 1998 and, in 2003, a strategy was set up to strengthen the capacity of the national society with a fully staffed department and support from a disaster management delegate

based in the DPRK Federation delegation. Following this same strategy in 2007, another 490 dedicated Red Cross staff and volunteers at various local levels received disaster management training. This resulted in improved disaster preparedness activities in the branches all over the country.

The DPRK Red Cross continued to expand and consolidate its work in the field of community-based disaster preparedness (CBDP), by elaborating these activities in 50 *ris*¹ in three disaster prone provinces: South Phyongan, South Hamgyong and North Phyongan provinces. These CBDP activities included the formation and training of CBDP committees in all 50 *ris*, risk mapping and basic disaster management training for community members, and the set-up of an early warning mechanism, all of which reduced the risks and increased the effectiveness of prevention measures in times of imminent disasters. The joint efforts of the community and the Red Cross to mitigate or reduce hazards and risks, as well as the creation of community self-help resources, such as the establishment of vegetable greenhouses for the most vulnerable and the provision of extra financial support to the emergency fund, ensured the whole community became less vulnerable to disasters through their own increased capacities and resources. Though all CBDP *ris* were seriously affected by flash floods in July 2006 and in August 2007, the villages were safe - no casualties were found and few houses were destroyed. This demonstrated the importance of disaster preparedness and development of response capacity at community level. This project so far has been very successful and has helped establish a solid reputation for the DPRK Red Cross in this field.



Journalists were able to cover the DPRK Red Cross relief efforts during and after the floods.

The emergency stock in six centres was gradually expanded to cater for up to 24,000 families. Due to the floods, the full stock was used in August and October 2007, and its replenishment is part of the floods emergency appeal of 2007.

Disaster management activities in 2006 and 2007 received full recognition from the government and resulted in the inclusion of the national society as a member of the cabinet-level national disaster coordination commission. As a result of this, acknowledgment by relevant authorities at local levels in the field of disaster management also improved.

Tree planting activities, initiated by the Norwegian Red Cross in 2002, have been steadily extended in the years that followed. The programme focuses on the improvement of the production of trees in the central and regional nurseries. Activities are implemented on a semi-bilateral basis under the supervision of tree-planting experts contracted by the Norwegian Red Cross who visit DPRK at least twice a year. Due to the national society staff change and prolonged procurement of greenhouse materials to be provided to three local tree nurseries, the implementation was delayed and funds were carried over from 2006 to 2007. In 2007, the national society, with the Federation's support, was able to greatly catch up on the delay by expediting the unfinished work under clear consultation with the Norwegian Red Cross so that the planned activities could be completed within the implementation period. The project was also integrated with the CBDP project that had been implemented in 50 vulnerable communities in the country to enhance community mobilization to reduce the impact of disasters. Over this two-year period, 83,792 community people including 14,215 Red Cross volunteers residing in 156 (*ri*-level) communities actively participated in tree planting campaigns twice a year (spring and autumn). Some 5,716,900 saplings of four species (pinus, acacia, larch and poplar) were planted over a 40-day period to protect and reduce probable flooding and mountain slides.

¹ The term “*ri*” refers to the lowest level administrative unit, or grassroots community, in the DPRK.

Constraints and challenges: The main constraint during the relief operations in emergencies appeared to be communication with the affected areas. Telephone communications quickly broke down and information had to be gathered, either by sending assessment teams into the affected areas or relying on the information via government channels. Therefore, discussions with the ministry of people's security (police) and other authorities started in 2007 to establish a high-frequency network. These discussions have taken a long time, but a basic agreement will now be finalized and the first equipment will be procured in 2008.

Considering the disasters of these past two years, the size of the disaster preparedness stock and the allocations were discussed. It was decided that the stock should cover the needs of 23,000 families and that re-stocking would be ongoing. The re-location of the regional disaster preparedness warehouses is now being considered in order to avoid the transportation problems that were experienced during the recent floods. The Sinuiju warehouse needs to be relocated to a more southern area, while an additional warehouse in Hamhung, on the west coast is also being considered.

Poor connectivity of the Federation delegation's electronic communication system posed a very significant constraint to effective reporting of flood issues. Persistent interruption of line access and low signal strength prevented the incorporation of photographs within draft texts of disaster information bulletins and effective transmission was only possible by fax. The production and eventual web-site posting of effective bulletins was the product of strong collaboration between the delegation in the DPRK and Federation colleagues elsewhere particularly in Beijing, Kuala Lumpur and Geneva.

Best practices and lessons learned: The government showed an increasingly positive attitude toward disaster management initiatives undertaken by the DPRK Red Cross. The professional staff in the region was able to quickly communicate accurate information on the effects of the disaster to the headquarters. Being considered by the government as one of the main players in the disaster, additional information became available to the society on the progress of the impact of the rains and floods and of the relief operation. This information was shared with the other international organizations and included in the information bulletins and operations updates. This made the Red Cross swift in its response and a leading source of information for the media on the actual situation. The availability of digital cameras, both for national society and Federation staff, facilitated the visibility of the Red Cross operations. Interviews and pictures on the relief operations appeared in all well known international media.

The national society headquarters systematically discussed experiences and shared knowledge with local area Red Cross staff during the disasters. The deployment of DP officers at branch level to monitor and support decentralised DM trainings and CBDP project implementation reduced overall branch dependency on the national headquarters and increased local confidence and self-sustainability. The extensive training and decentralization also increased the engagement and support of local volunteers. Improved awareness of the role of the Red Cross improved the collaboration of first aiders with local health institutions to conduct emergency hygiene and health promotion and improved the prevention of waterborne diseases in flood affected communities.

The community participation in tree-planting campaigns, organized by Red Cross volunteers in CBDP project areas, raised the profile of the Red Cross. It increased the appreciation by the local authorities of the Red Cross and improved the cooperation and coordination between Red Cross volunteers and the local authorities in the communities concerned.

In terms of budgetary issues, the expenditure in the DM programme was handled according to plan but is not fully reflected in the financial statement as a result of changes in the Federation's financial systems.

Health and Care

Objective: The health of vulnerable communities in 64 counties/cities in North Phyongan, South Phyongan, North Hwanghae, Chagang and South Hamgyong provinces is improved.

Achievements: The provinces in which the Federation implements its activities in the DPRK cover 64 counties and cities in these five provinces, with a total population of 8.76 million, about 40 percent of the population of the country.

The already fragile health system in the country received a severe blow from the torrential rains and floods in 2007. Health facilities in the effected areas were submerged or destroyed. A substantial amount of medicine and equipment was lost. The health and care programme of the Federation and DPRK Red Cross has been aiming at a gradual withdrawal over a three-year period of the Red Cross support of emergency supplies to the health institutions, with the intention to shift focus to more developmental activities. While the planned support to the health institutions continued, many activities became rather erratic due to a series of complications, including limited guidance from the ministry of public health (MoPH), the changes in the drug markets and the sudden new needs as a result of the emergency in 2007.



Millions of people, such as these in Eundok Ri clinic, Kusong city, North Phyongan province, were vaccinated against measles with support of the DPRK Red Cross and the Federation.

The role of the national society in improving the health status of the population is well recognized. This is not only through its support to the health facilities but also in increasing public awareness on issues with health consequences, such as road safety and voluntary blood donation. The partnership of the national society and Federation with other health sector organizations, especially with the MoPH, has had an overall positive impact on the national society's capacity in programme implementation.



Clinic staff was monitoring of the 'Il Cha' kits in cooperation with the Red Cross branch in Sinchon ri clinic, Jongju city, North Phyongan province.

Essential medicine distribution: More than 2,200 health institutions received drugs and medical materials. The 2006 distribution consisted of 36,945 basic kits, 2,000 household doctor kits, 90 orthopaedic and 8,000 intensive care kits to all 2,234 primary and secondary health institutions of five provinces. The 2007 distribution included 3,539 "Il Cha" primary medical (one kit consists of two medicine cartons and one instrument carton) and 388 "Jon Mun" (secondary) kits, 773 medical instrument cartons of "Il Cha" kits and 110 orthopaedic kits to primary and secondary health institutions of four provinces.

All medical supplies distributed by the Red Cross were successfully delivered and utilized in the primary health institutions throughout the DPRK. The drugs from the

Red Cross covered 60-70 percent of the total medicine needs and greatly contributed to the reduction of death, illnesses and impact of diseases. Beneficiaries are predominantly women and children under 15 years old and an overwhelming majority of them are served at basic health facilities. It has been reported by the Red Cross-supported health facilities that the duration of illness, incidence of complications and number of referrals has decreased significantly in general and among children in particular. The knowledge and practice of household doctors have been considerably improved, particularly in childhood illnesses and reproductive health issues, after the trainings provided by the national society.

A total amount of 11,706 tonnes of coal was supplied to the 80 (44 in 2006 and 36 in 2007) selected city/county hospitals to keep critical facilities such as operation theatres, delivery rooms, paediatric care units and emergency and inpatient wards warm during the winter.

A new monitoring mechanism with increased responsibilities of the national society had been developed in the latter part of 2005 and was put in place over the last two years. Six field monitors of the national society made 3,491 monitoring visits to the Red Cross-supported health institutions to monitor the usage of the donated drugs, medical equipment and coal, and collected data on disease prevalence and drug consumption patterns. Federation delegates and local staff also visited more than 100 institutions to review and improve aspects of the system, and help guide the analysis of the information being collected. The data collected was analysed and a surveillance report covering the period from October 2005 to June 2006 was created. Similarly, a monitoring report of activities conducted from January through August 2007 has been produced.

HIV/AIDS: The DPRK Red Cross, in conformity with the Federation's strategy for the prevention of HIV/AIDS and the reduction of stigma and discrimination against those living with HIV/AIDS, has scaled-up its HIV/AIDS awareness activities. In cooperation with the WHO and the MoPH, the Federation and the national society celebrated World AIDS Day on 1 December in 2006 and 2007 as a day to increase awareness and prevention amongst the general population, particularly youth. In 2006, more than 300 Red Cross volunteers participated in workshops on HIV/AIDS prevention in 16 regional training centres and first aid posts. A special pilot peer education workshop for 30 students was organized in Sinuiju City, on the border with China. In 2007, World AIDS Day was jointly celebrated by DPRK Red Cross, MoPH and WHO. The day was marked with a photo and poster exhibition in Pyongyang which was followed by a stage show for over 1,000 participants from all walks of life, but predominantly university students and health professionals.

Community-based first aid (CBFA)/ First aid: The DPRK Red Cross maintains 2,500 first aid (FA) posts. The Red Cross volunteers working at these posts are the first health contacts in the case of emergencies, trauma and minor ailments. In 2006, 2,500 first aid backpacks and refills were distributed for the first time to all the FA posts throughout the country. This support continued during 2007 on a six-month basis. In each of the past two years, the national society trained 40 CBFA trainers in training of trainers workshops. The national society arranged training courses for volunteers for 400 Red Cross volunteers in North and South Phyongan provinces. Integrated workshops on CDBP and CBFA were also conducted for 57 Red Cross trainers in 2006 and 2007. In 2007, the national society trained 200 students from secondary schools in FA/CBFA with the provision of first aid backpacks. The students will in turn act as peer educators for their classmates. CBFA manuals were updated to include the road safety component and 3,000 copies of updated manuals were printed and distributed.

Mother and child health (MCH): Mother and child health is an integral part of the national society's health programme, which includes health professionals' training, and the provision of necessary drugs (iron and folic acid tablets, ORS, zinc tab) in delivery kits. In 2006, 13 reproductive health workshops for 260 obstetricians and midwives were organized to upgrade their knowledge and skills in the field of MCH. The national society conducted 13 MCH workshops for 260 household doctors in 2007 as well. The curriculum and teaching materials for these courses were developed in collaboration with UNICEF, WHO and the ministry of public health.

Public health in emergencies (PHiE): An emerging area of public health medical interest in the country is public health in emergency situations and health emergencies. In 2007, the DPRK Red Cross sent four participants to attend a regional PHiE training workshop in Beijing with the aim to improve the public health in emergency preparedness and response capacity of the national society. The national society's contribution relief efforts during the floods operations in 2006 and 2007 and the measles outbreak in 2007 have contributed significantly to the prevention of illness and deaths among the affected communities.

The national society swiftly responded during the 2006 floods in the affected areas of S. Phyongan, Kangwon, S. Hamgyong and N. Hwanghae by mobilizing more than 2,000 Red Cross volunteers to immediately conduct hygiene health promotion in collaboration with the relevant health institutions to prevent waterborne disease and malaria. Emergency care and first aid were provided by the Red Cross first aid posts.

An excellent example of the national society's increased capacity in PHiE was during the measles outbreak in early 2007 for which the national society and Federation contributed 16 million doses of

Vitamin A and Inj. Ampicillin in the subsequent nationwide measles immunization. More than 15,000 Red Cross volunteers throughout the country mobilized parents and children to come to vaccination centres, going door-to-door in villages and small towns, explaining the importance and benefits of mass measles immunizations and vitamin A administration. They were also part of the vaccination team, administering vitamin A and recording those who were vaccinated on standard tally sheets.

Malaria: The DPRK Red Cross has distributed 19,981 mosquito nets and 40,000 screens to 10,000 families in 2006 and 20,000 nets and 40,000 screens to 10,000 families in 2007. Over 300 Red Cross volunteers were trained on malaria prevention and control and later conducted similar trainings in their communities and supported the distribution of nets and screens annually. Deltamethrin was distributed for the re-impregnation of nets provided in 2005.

Health promotion trainings for health professionals: The national society provided trainings on health promotion to over 2,080 health care professionals, which included a course on communicable diseases, control focused on HIV/AIDS, malaria and avian human influenza (AHI), rational drug usage, MCH care and instrument use and maintenance. A total of 11 technical workshops on the proper use of orthopaedic instruments were conducted for around 100 orthopaedic practitioners in support of the distribution of the orthopaedic kits. Some 7,000 copies of the highly appreciated household doctor's manuals were reprinted and distributed.

Avian influenza (AI): Increased incidences of avian influenza outbreaks in the region drew attention from all health stakeholders in the country. The Federation joined UN partners in a working group to review, support and advise the government on contingency plans. With the Federation's support, the national society provided 770 sets of personal protective equipment to the health institutions for protection in case of an AI outbreak in the country and integrated AI prevention activities into the training curriculum for household doctors.

Road safety: The pilot workshop on road safety, as a starting point, for the Federation and the DPRK Red Cross headquarters staff was conducted in July 2006. On the occasion of the first "United Nations Global Road Safety week" in 2007, the DPRK Red Cross observed the event with the theme "Road Safety is No Accident" for young students to raise awareness on road safety. A total of 2,000 copies of brochures and 600 flipcharts on road safety and first aid were developed, printed and distributed in order to educate children. The national society arranged ten workshops on road safety and first aid for 200 traffic controllers in Pyongyang. The first aid dissemination room for drivers in the Red Cross service centre was equipped with teaching materials while ten road safety education rooms with audio-visual equipment will be utilized for awareness activities. In 2007, three national society staff members were also able to take a study tour to Cambodia to learn more from that national society's programme.

Voluntary non-remunerated blood donor recruitment (VNRBDR): Blood donor recruitment is one of the DPRK Red Cross's new initiative areas. The national society sent three health team members to Myanmar on a study tour to understand the practice, planning and implementation of the VNRBDR programme. In collaboration with the MoPH and WHO, the Federation and the DPRK Red Cross celebrated 2007's "World Blood Donor Day" to create wider awareness of the importance of voluntary non-remunerated blood donation and encourage more people to become regular and repeated donors. An introductory planning workshop was conducted by the national society in the beginning of 2007.

Constraints and challenges: Since November 2006, all of Chagang Province and one county of North Phyongan Province have been closed to expatriates. Since then, the programme implementation has been reduced to 56 counties/cities in four provinces and the target population decreased to 8.25 million.

Delays in the procurement of "Il Cha" primary medical kits forced the Red Cross-supported health facilities to work with limited medical supplies until the end of June. All human and material resources were mobilized to respond to the heavy rains and floods in the country during the latter half of 2007, which resulted in delays in planned workshops and other activities and the cancellation of participation in international health trainings/workshops scheduled during the last quarter of 2007.

In the health financial report, there are variances between the budgeted and actual expenditure in the health budget. This is due to changes in how the procurement of goods was recorded. Most importantly, the health budget was fully spent by the end of 2007.

Water and Sanitation

Objective: Morbidity caused by waterborne and vector disease is reduced in selected communities with the access to safe, sustainable water and sanitation systems.

Achievements: The water and sanitation programme over the last two years consists of three different parts:

- 2006-2007 water and sanitation programme (in 19 target communities),
- 2007-2008 water and sanitation programme (in nine target communities), and
- The water and sanitation impact review and follow-up activities (in 38 previous target communities of the pilot and first phase programme).

2006-2007 water and sanitation programme: In April 2006, the national society and the Federation delegation jointly undertook a field assessment for the selection of target communities following the initial field inspection done by the national society the previous February. Ultimately, 19 communities with a total population of 59,695 people of 13,928 households were selected in accordance with the agreed selection criteria. The designs of the water and sanitation systems were reviewed and approved, and the bill of quantity for each community was prepared in the period of June and July 2006. A "*Project Partnership Agreement*", which defines the roles and responsibilities of all partners, i.e. DPRK Red Cross headquarters, branches and target communities at all stages of future water and sanitation system installation was newly introduced to the programme in order to ensure its successful implementation and the signing of the agreement by the partners concerned was completed in August 2006.



A beneficiary of the water and sanitation programme of the DPRK Red Cross enjoys clean water coming into the tap in her home in Wonpo-ri, Kwaksan county, North Phyongan province.

Extensive preparations preceded the start of the actual installation of the systems. Technical construction workshops were arranged in May 2006 for 76 local people from the target communities, and follow-up trainings were organized at the sites for 150 local engineers, pump house keepers and electricians in December 2006. In addition, workshops on the prevention of waterborne diseases were organized for 300 Red Cross volunteers, staff of health institutions, school teachers and nurses of kindergartens from the communities, who then conducted hygiene promotion in their respective communities to increase public awareness on water and sanitation and for eventual behaviour change.

Construction of the new systems started in September 2006 and was finalized in 18 target communities by October 2007. One system was delayed due to a shortage in materials but the system is expected to be finalized by the first quarter of 2008. Monitoring was done by the national society water and sanitation technicians and the Federation water and sanitation officer during the construction period. In addition to the water supply systems, 6,000 households were provided with waste water collection systems (soak-pits) while 745 families received newly built ventilation-improved pit latrines.

2007-2008 water and sanitation programme: The assessment of the sites by the Federation and the national society of the water and sanitation projects for 2007-2008 were executed in June and July 2007. A total of nine communities (34,597 people in total) were finally selected, designs of the new systems were confirmed and the bill of quantity was made for procurement by the Netherlands Red Cross.

Three two-day technical workshops on the installation of water and sanitation systems were arranged in September and October for 70 local technicians from the target communities. Construction of the

systems commenced from November 2007 after the arrival of cement and the procurement and delivery of the reinforcement steel by the Federation delegation in October.

The international tendering for the procurement of pipes and fittings, pump sets and transformer started in September and the materials are expected to be delivered in March 2008. The water and sanitation technicians from the national society will monitor the progress of construction on a regular basis in accordance with the agreed monitoring systems. The programme implementation period is from July 2007 to the end of 2008.

Emergency water and sanitation response capacity building: Experience gained during the flood operation of July 2006 prompted the national society to review its role and capacity in the event of insufficient and/or contaminated water and to prevent potential outbreaks of waterborne diseases. This, together with lessons learned during a study tour by the DPRK Red Cross staff to Banda Aceh (Indonesia) in 2005, raised discussions between senior officers of the disaster management and social and health care departments of the national society and the Federation delegation to identify ways and means for the establishment of emergency water and sanitation response capacity. The road map for the development of this capacity was further elaborated during a water and sanitation workshop held in May 2007. The Federation and the Spanish Red Cross procured components of the equipment and the Federation's water and sanitation unit in Geneva is providing technical support in the selection and procurement for long term sustainability and additional filter capacity. The Spanish Red Cross and the Federation will jointly organize training for the local staff for the deployment and maintenance of the equipment in April 2008. Procurement and distribution to the region and the training of staff is scheduled to be ready well before the typhoon season of 2008. The consultancy in May 2006 also assessed the training needs of the DPRK Red Cross staff and prepared an initial staff development plan which will be gradually implemented.

Constraints and challenges: The project in one of the 19 target communities of the 2006-2007 water and sanitation programme could not be finalized due to an inadequate delivery of 280 metres of 160mm UPVC pipes. The delivery was disputed by the Netherlands Red Cross with the supplier on two occasions in June and November, but the claim was not accepted. In order to carry forward the construction work without any further delay, the Federation delegation decided to order the pipes in question. It was agreed by the partners involved that a better monitoring mechanism should be developed so as to avoid similar situations in the next procurements.

Best practices and lessons learned: The DPRK Red Cross and the Federation jointly initiated an impact review of the water and sanitation activities in the period between 2000 and 2003. The first parts of the review were carried out in the autumn of 2006 and the spring of 2007 in 38 communities. The aim of the review is multi-fold, but focused particularly on the health impact, sustainability, efficiency and effectiveness, and community appreciation and ownership. The vulnerability capacity assessment (VCA) methodology is applied as much as possible. It was agreed in advance with the communities that the review would include extensions and repairs of defects encountered in the systems reviewed.

The 38 reviewed communities were rated into four categories, indicating their level of functioning and need for maintenance and support to secure continuous sustainability. Altogether 12 projects were fully operational with excellent care and maintenance by the community, and positive lessons learned captured. Some 11 projects required major repairs or maintenance, another 11 were in need of minor repairs and four projects were eligible for an extension (growth of the community). The shortcomings of the projects were not unexpected and, for many of them, improvements in technical solutions are seen in later projects.

The review included the analysis of the reduction in morbidity as a result of the introduction of the water supply systems. All 38 clinics reported that before the project started in their communities the average proportion of waterborne disease patients amounted to 30.26 percent (SD 8.836) of the total outpatient department (OPD) patients. This came down to 14.77 percent (SD 6.878) of the total OPD patients after the commencement of the water project. The number of diarrhoeal diseases in the summer of 2002 was significantly reduced as compared to the summer of 2001. The total reduction in diarrhoeal cases was 54 percent (SD 15.619). This decrease was noticed within a few months from the beginning of the supply of safe water. Ten clinics in North and South Phyongan province reported that the proportion of diarrhoeal diseases again increased to 25.6 percent of total OPD after the water

and sanitation project broke down due to floods or other mechanical reasons. This is still less than the pre-project level. The reason cited by the health workers is the increased knowledge and improved hygiene practices of the communities as a result of hygiene promotion activities.

Construction materials (cement and reinforcement steel bar) provided to the communities for the improvement and upgrade of the reviewed systems were procured in August 2007 and construction work started soon after the autumn harvest. International tendering for the procurement of pipes, fittings and pump sets was arranged by the Netherlands Red Cross and the delivery is expected to be completed by the first quarter of 2008.

Organizational Development

Objective: The DPRK Red Cross has enhanced the efficiency, effectiveness and sustainability of its service delivery to the vulnerable by incorporating characteristics of a well-functioning national society into its organizational efforts.

Achievements:

Upgraded legal base and strengthened basis of strategic direction: In January 2007, after an intensive process of lobbying and negotiations, the national society received renewed recognition for its role in the country when the supreme people's assembly adopted "The Law of the Democratic People's Republic of Korea on the Red Cross Society". In May 2007, the cabinet enforced the law by publishing the implementation regulations of the law. This was a significant event for the national society as it gained the highest obtainable legal recognition through this action. In 2007, the national society started a mid-term review of its development plan 2010 by utilizing some of the VCA methodologies. The aim of the review is to further strengthen its strategy by adjusting policy to be aligned with the Global Agenda of the Federation while also improving the capacities of local communities to address vulnerabilities.

Enhanced national society overall capacity and service: Effective response to the 2006 and 2007 floods by Red Cross branches can be attributed to their increased training capacity through the renovation of three training centres and provision of training equipment and teaching materials to 15 other centres. A total of 31 different capacity building workshops for branch staff and volunteer leaders and hundreds of follow-up trainings for volunteers contributed to the well organized participation of volunteers in relief activities. Overseas organizational development/ capacity building workshops and trainings, along with nine study sessions as follow-up workshops, provided headquarters staff and programme managers with a good opportunity to further build up their skills in the implementation of programmes. The capacity of the national society's communication department improved through the provision of communication tools and trainings. Especially during the flood operation, the national society's communication team, together with mass media professionals, travelled around the affected areas and made it possible for the Red Cross to obtain immediate support from both inside and outside the country by providing up-to-date information and visual details of the effects of the floods to the public through mass media channels.

Resource mobilization and financial capacity development: Progress was made in the construction of the multi-functional Red Cross service centre, which is expected to be an income generation project in the future. The centre is foreseen to provide commercial facilities for vehicle repair and servicing and will include a cafeteria, a massage/sauna service, a workshop for producing subsidized orthopaedic crutches and first aid/road safety training courses. A business consultant contracted by the Norwegian Red Cross provided advice on the management of the centre.

Following a series of exchange visits and trainings, four provincial branches initiated pilot income generation projects (partly bilaterally funded by the Netherlands Red Cross), which included a courier service, a Red Cross library and teashop service, herbal medicine (ginseng) cultivation, and tree seedling production. Around 30 percent of the income generated would be made available to help the vulnerable in the branches, while the remaining amount was used for investments. In 2006, the finance management training continued. The national society finance team studied reference materials of different national societies and drafted the national society's financial management guidelines.

Increased volunteer management capacity and improved volunteering practice: Nationwide re-registration of Red Cross members and volunteers was completed according to the new criteria for volunteering, resulting in the registration of 1,051,107 Red Cross members, including 101,965 volunteers (approx. 9.7 percent of registered members). The number of trained volunteers appeared to be 15,025 (14.7 percent of the total number of volunteers). A new volunteering policy and volunteer management guideline were drafted by the national society and used in ten trainings for volunteer leaders, which were aimed at effective volunteer management. More than 1,000 copies of a handbook were published for the members and volunteers of the DPRK Red Cross. This facilitated an increased level of expertise of volunteers on Red Cross Law and regulations of the DPRK Red Cross/Red Crescent Movement and different Federation policies.

Strengthened communication and advocacy activities: Altogether more than 50 Red Cross stories and activities were produced for television, local newspapers and magazines on different occasions. The information dissemination on major events and published chronicles of the 60 years of the DPRK Red Cross activities contributed to an improved profile of the Red Cross in the country. The national society's communication department continued to develop relationships with the national media and produced an animated video on organizational development covering the Fundamental Principles, disaster preparedness and first aid. These were distributed to 150 primary and secondary schools. With the production of different visibility materials like Red Cross jackets, flags and stickers, public awareness in the DPRK regarding the Red Cross emblem increased significantly. During the flood operations in August and September, the national society's communications department staff together with journalists from different media agencies visited the disaster stricken areas and immediately raised awareness on the damage and relief operations in the field through television, internet and different local newspapers and magazines.

Constraints and challenges: Government directives towards 'development oriented' assistance posed significant challenges and required explanatory discussions with the authorities. While abiding by the cabinet's regulation, some local authorities and institutions questioned the authorities concerning the introduction of a green cross in health institutions instead of the traditional Red Cross logo. The national society, under the coordination of the cabinet, held consultation meetings with the concerned institutions in explaining the emblem issue. Some programme activities, especially trainings, were temporarily halted due to the annual months-long rice transplantation season and the flood emergency relief operation. International trainings and attendance of important workshops were hampered by travel restrictions. The draft on the volunteering policy and guidelines needs further refinement as these documents still do not fully clarify the definition of volunteering, especially since certain forms of volunteer activities have been excluded. Of course, emergencies and the frequent mobilization of volunteers also appear to pose setbacks to the progress in the organizational development field while providing opportunity for intensified service delivery.



Nampo branch staff participates in a communication workshop conducted by the Federation regional communications delegate.

Best practices and lessons learned: Contacts with the media and concrete lobbying activities appeared to be beneficial to the process of promoting the adoption of the Red Cross Law and the establishment of the implementation mechanisms. These networks also proved very beneficial for further public dissemination of knowledge about the Red Cross. Immediate impact was felt when the national society initiated its relief activities during the emergencies. The DPRK Red Cross maintained close contact with the cabinet coordination mechanisms. Branches were enabled to set up 112 mobile first aid posts in addition to the 368 existing ones. The results of the mid-term review of the disaster preparedness 2010 strategy enabled the headquarters to get valuable feedback. These outcomes will be discussed at the national assembly of the society in 2008.

Working in partnership

After two years of preparatory work, on 21 November 2006, nine national societies and the Federation signed a CAS at a special event during the Asia Pacific conference in Singapore. Later in 2007, Canadian Red Cross also signed onto the CAS. Signatories of the CAS are the DPRK Red Cross and the Federation with the Red Cross Societies of Norway, Sweden, Denmark, Finland, Germany, Australia, Canada, Netherlands, Spain and Britain. The agreement affirms the intention of cooperation and support with the DPRK Red Cross in the next three years and describes the modes of cooperation and elaborates on the responsibilities of all key players. The ICRC has also pledged its support to the CAS process. The Republic of Korea Red Cross is a special partner of the DPRK Red Cross.

The CAS approach made it possible to better utilize the capacities of the partners supporting programmes in the DPRK. For example, operational cooperation between the ICRC, the Federation and the Danish Red Cross facilitated the development of the Red Cross Law. The Netherlands, Swedish and Norwegian Red Cross Societies worked closely together on the water and sanitation programme, with the Netherlands Red Cross responsible for procurement on behalf of the Federation and the Swedish Red Cross, and thus facilitating technical consultancies.

Two staff members of the DPRK Red Cross were employed by the Federation to fill delegate positions abroad.

The DPRK Red Cross works in close collaboration with various institutions to implement its programmes. These include the ministries of public health, foreign affairs, city management, internal security and the office of the cabinet.

The Federation closely cooperates with ECHO, ICRC and a number of UN organizations, in particular UNICEF, WHO and WFP. The Federation actively participates in the existing coordination mechanisms, which include weekly inter-agency meetings and monthly sector meetings for health and nutrition, and water and sanitation. Special meetings were initiated with UNICEF and WHO to discuss the synchronizing of the distribution of medicines, while the development of the blood donor recruitment programme is closely coordinated with WHO.

Due to the special operational context, most of the international support to the DPRK Red Cross is multilateral. Bilateral activities in relation to the Development Plan 2010 of the national society have been limited and concern mainly some branch development by the Netherlands Red Cross, support to orphanages and the development of the DPRK Red Cross service center by the Norwegian Red Cross. As of November 2006, the Spanish Red Cross is the latest bilateral partner which supports branch development, water and sanitation and biogas projects. The Netherlands Red Cross ended its bilateral cooperation in 2006 and continued only multilaterally.

The ROK Red Cross had rendered substantial aid to the DPRK Red Cross over the past two years, which was mainly related to the floods. Large parts of the aid were governmental donations whereby the Red Cross societies facilitated the transfer of the goods. The cooperation between the two national societies included family reunions and video contacts between separated families of the DPRK and the Republic of Korea. A request for the Republic of Korea support to the Federation programme is under negotiation.

Implementation and coordination

Management of the delegation: In accordance with the principles of the CAS, the DPRK Red Cross met four times in the period 2006–2007 with its partners. At these partnership meetings (which also included sister national societies of the region) and CAS meetings, the DPRK Red Cross discussed with the partners the progress of the programme, the strategy for the future and the expected support from the partners.

The partners involved in the CAS process received 18 newsletters in the period of 2006 to 2007. Due to the intensive reporting requirements of the relief operations, the frequency of the newsletter decreased during those time periods.

The head of the Federation delegation and the head of the ICRC meet weekly in order to ensure the coordination of the joint efforts to strengthen the national society.

The management and the central committee of the DPRK Red Cross adopted the decisions of the 2005 general assembly of the Federation and integrated the Global Agenda Goals to its programming. From July to August 2007, the DPRK Red Cross and the Federation delegation worked closely together in drafting the programme support plan for the national society. The programme support plan adopted the four objectives of the Global Agenda Goals to be the main objectives for the activities of the national society in 2008-2009 and all international support.

The decision of the government in 2005 to halt humanitarian aid and the request to the international organizations to wind up their activities had a serious impact on the role and structure of the Federation delegation. The required reduction of the relief activities (in particular the drug support), increased focus on developmental activities, and the enforced change of the structure of the Federation delegation in Pyongyang were all systematically implemented in 2006 and 2007. In 2007, an agreement was reached with all stakeholders (MoPH, UNICEF and WHO) on a scaling down of the drugs supplies. The relief operation in August 2007 brought a new flow of additional drugs, but these covered the special needs caused by the disaster.

The Federation programme delegated all implementation issues to the national society and increased their role in monitoring, while the Federation remained fully responsible for support to the national society, resource mobilization, quality of the operations and the reporting and financial accountability of the programmes. The number of expatriate delegate positions decreased from 11 to five, but the number of local professional staff expanded and the number of partner consultancies increased. The changes increased the workload for remaining expatriate staff but did not hamper the operations. Increased training and workshops for the local staff to improve the professional level of both the delegation and the national society were made.

Limitations in information technology remain the main obstacle for the effectiveness and efficiency of the delegation. Endless efforts over the last two years have resulted in drastic improvement of the connectivity of the delegation. These efforts included discussions with the ministry of telecommunication, the Korea communication centre, SITA and the procurement of two kilometres of telephone cable between the office and the next 'telecom knot' which resulted in a connection for the whole office to a new service provider. Unfortunately, it is not a broadband connection and efforts to improve the speed of the connection will continue. All local Federation staff has access to email, but the use of internet is prohibited. The national society also does not have access to the internet and the Federation delegation facilitates information provided via FedNet.

Contributing to longer-term impact

The relief efforts of the DPRK Red Cross during both the 2006 and 2007 floods, as well as the quick and important response to the measles epidemic, have resulted in an improved image of the Red Cross in the DPRK. Through this, the DPRK Red Cross has taken major steps in its development as the leading disaster management organization in the country and the institution has been strengthened at all levels.

The adoption of a Red Cross Law in the DPRK has further clarified and strengthened the mandate of the national society in the country and its position in relation to the authorities at all levels.

This has made a visible increase in respect for the Red Cross, particularly in disaster management. On their own initiative, communities replicated examples of the CBDP projects. Many Red Cross volunteers were involved in the evacuation of potential victims or first aid when the disasters struck. The speed with which the Red Cross was able to act and deliver relief materials was highly appreciated and thus reduced the number of victims and their suffering.

Finally, the DPRK Red Cross, with the support of the Federation, has been dedicated to apply Federation quality standards and policies as far as is practical and possible within the operational environment of the DPRK. This has been an especially important focus for the organizational development programme which has been introducing financial accountability standards within the national society through training for local staff with the goal to achieve international certification.

Looking ahead

The Federation programme of 2008-2009 will continue to increase its focus on capacity building of the national society and the development of sustainable and long term national Red Cross programmes. Humanitarian assistance such as drug distribution and the supply of coal to health institutions will gradually be phased out when national alternatives are confirmed. The humanitarian situation in the DPRK nevertheless remains fragile and constant alertness is required to assist victims, be they from natural or other disasters. Building on the strategic directions set in 2006–2007, the DPRK Red Cross with its CAS partners will continue to implement a set of activities as elaborated in the national society program support plan 2008–2009.

Various government contributions to the partner Red Cross societies support a substantial part the budget of the Federation programme. The political environment is changing and this affects the type and size of funding as exemplified by the decision of ECHO to halt its traditional funding in the DPRK. An important challenge in the coming year will be to adjust to these changes with a focus on long term funding for developmental programmes.

How we work

All International Federation assistance seeks to adhere to the [Code of Conduct](#) and is committed to the

[Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering quality and accountable assistance to the most vulnerable. For support to or for further information concerning Federation programmes or operations in this or other countries, or for a full description of the national society profile, please access the Federation's website at <http://www.ifrc.org>

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

Contact information

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