

DREF operation n° MDRLA002 GLIDE n° [FL-2011-000077-LAO](#) 13 April 2012

The International Federation of Red Cross and Red Crescent (IFRC) Disaster Relief Emergency Fund (DREF) is a source of un-earmarked money created by the Federation in 1985 to ensure that immediate financial support is available for Red Cross Red Crescent response to emergencies. The DREF is a vital part of the International Federation's disaster response system and increases the ability of National Societies to respond to disasters.

Summary

CHF 329,788 was allocated from the IFRC's Disaster Relief Emergency Fund (DREF) on 18 July 2011 to support the Lao Red Cross (LRC) in delivering immediate assistance to some 5,000 beneficiaries affected by floods.

Floods, as a result of Typhoon Haima, affected up to six provinces in Lao People's Democratic Republic (PDR) in late June, destroying crops and infrastructure and affecting over 37,000 people. Lao Red Cross branches responded accordingly in all affected areas, in cooperation with local authorities. The National Society supported evacuation efforts and provided affected families with dry foodstuff and drinking water as well as first aid services. Later in August, Tropical Storm Nock-Ten brought heavy rains, which resulted in flash floods and landslides affecting 340,000 people in 12 provinces.



In September 2011, Lao Red Cross distributed relief items in Borikhamxay province, Borlikan district, Songkhonmay village.
Photo: LRC

With support from IFRC's DREF, Lao Red Cross assisted 4,999 people with relief items including food and non-food items, as well as conducted hygiene promotion activities in Borikhamxay and Vientiane provinces. In Vientiane province, LRC carried out a special hygiene promotion campaign together with local authorities. A total of 23,655 people (of whom 19,988 were women) were reached with hygiene promotion activities.

The DREF was a key factor that enabled LRC to provide immediate assistance to two most affected provinces, Borikhamxay and Vientiane.

This operation was expected to be implemented over six months. LRC decided to have only one relief distribution instead of three distributions as initially planned. The distribution was completed in mid-September and hygiene promotion activities wrapped up through a monitoring exercise in Vientiane province in November 2011. An internal final [evaluation](#) of the operation was carried out in December 2011.

IFRC supported efforts to link Lao Red Cross with Partner National Societies in the country in order to extend assistance to the communities. German Red Cross provided additional funds for hygiene promotion. Financial support came also from Cambodian Red Cross, Luxembourg Red Cross, and from the Swiss NGO: Helvetas Swiss Intercooperation. With these funds, branches in Champasak and Xhieng Khuang were able to provide food assistance to people affected by floods.

Although the implementation of the DREF was effective, there is still a need to develop response capacity in LRC structures at all levels to meet local needs for future operations. Standard operation procedures for LRC need to be developed, and more resources should be directed towards the development of community response teams and training of the national disaster response team (NDRT) capacity to carry out needs assessments. More emphasis should be placed on risk reduction and preparedness in order to reduce local vulnerability and optimize future use of resources for response activities.

The DREF operation has made a positive impact on the Lao Red Cross becoming institutionally stronger and able to respond better in future disasters.

From the DREF allocation of CHF 329,788, an amount of CHF 297,587 was spent. All activities were successfully carried out, and this report is final in terms of narrative and financials. The operation is now closed, with a final balance of CHF 32,201 unspent and returned to DREF.

Contributions to replenish the DREF in support of this operation have been received from Canadian Red Cross/Canadian government, Netherlands Red Cross/SEF government, and the Directorate-General European Commission Humanitarian Aid and Civil Protection (DG ECHO).

IFRC, on behalf of Lao Red Cross, would like to thank all partners for their generous contribution to the DREF, which continues to be an important resource in initiating first response in disaster.

[<click here for the final financial report, and here for contact details>](#)

The situation

Typhoon Haima made landfall in Lao People's Democratic Republic (PDR) on 24-26 June 2011, causing heavy rains and subsequent floods in central and northern parts of the country. Later during the first week of August, Tropical Storm Nock-Ten hit Lao PDR. Flooding and landslides affected 340,000 people in 96 districts within 12 provinces, causing damage to over 64,000 hectares of farmland, 323 roads and 42 bridges. Most rice seedlings were destroyed, and infrastructure, including bridges and roads, in need of repair. A total of 30 people were reported killed.

Lao Red Cross communicated and coordinated its activities closely with the National Disaster Management Office (NDMO). At the provincial level, LRC branches and provincial governments worked closely in developing operation plans. LRC also liaised closely with UN agencies.

Efforts to respond quickly to restore the livelihoods of affected people were made at all levels. Local communities organized themselves and divided roles and responsibilities to be carried out. While the response process could have been better prepared and planned in advance, the experience of implementing the DREF operation gave LRC a good opportunity to consider options to strengthen the disaster risk reduction programmes in the country. For example, early warning systems for floods can be prioritized and can be put in place more easily than for earthquakes and cyclones.

Although a comprehensive national damage assessment was not undertaken immediately after the relief operations, and recovery projects were delayed due to the onset of dry season production activities, assessments have now been done and further support (such as seeds for planting) been given by partner national societies.

Red Cross and Red Crescent action

When Tropical Storm Haima hit the country, a rapid needs assessment was carried out by provincial disaster management committees (PDMC). In Borikhamxay province, the local Red Cross branch made the first needs assessment.

The humanitarian assistance of LRC started efficiently and quickly by activating LRC branches to evacuate people and by providing affected families with dry food and drinking water. Branches provided 346 households with 20 litres drinking water per household. First aid services were also provided, and this assistance was carried out with the branches' own resources.

The DREF operation allowed LRC to deploy the national disaster response teams (NDRT). Two regional disaster response team (RDRT) members from Indonesian Red Cross (PMI) and one procurement delegate from IFRC supported LRC at the beginning of the operation.

The DREF operation was implemented according to the action plan, and was completed earlier than scheduled.

LRC reached the targeted 5,000 people affected by Tropical Storm Haima. The total number of families reached was 885 (4,999 people). The distribution process began on 30 August and was completed on 12 September, reaching 28 villages in five districts across the provinces Borikhamxay and Vientiane. All activities were carried out in close collaboration with district authorities and community leaders.

NDRT members received short refresher training before being deployed to Borikhamxay and Vientiane provinces. The strict nature of LRC's beneficiary selection criteria posed challenges. Examples of selection criteria are: families who have lost 90 per cent of their rice fields; families who have lost their rice stock; vulnerable people such as pregnant women and the disabled; etc. To some community members, it seemed that although many people were affected by the floods, not everyone was receiving assistance from LRC. The measured approach adopted by NDRTs and LRC branches also prolonged the process of beneficiary selection. Given these challenges, it was crucial to foster community understanding and support, particularly in villages where not all members were included in beneficiary lists.

A rapid and detailed assessment at the beginning of the operation required more time and clarification at community level for beneficiary selection criteria. Standard operation procedures (SOP) were not familiar to all branch staff, and this will need further standardization and training for staff and volunteers, as well as updating of the SOPs. Staff contact information at branches was missing and this also delayed the communication between branches and Headquarters at the beginning of the operation.

Pre-positioning of relief items at regional levels would speed up the start of a relief operation, because long distances and poor road conditions due to floods often delay the start of an operation.

Communications between headquarters and branches still rely on verbal messages. Instructions should be made in writing to ensure that the messages are not misunderstood. Operating branches have computers, but were mainly used to record statistics.

The health promotion component of the operation started in October and was completed with a monitoring exercise in November. Combining health promotion with relief operation is a challenging task, but if implemented successfully, the needs and interest of the most vulnerable will be met.

In terms of managing the DREF operation, the demand on financial, administrative and reporting tasks is increasing. In this respect, there is a need to improve communication on all levels for timely and efficient management. This should be taken into account for future operations.

Coordination with the government, UN agencies and other relevant actors can be improved and with better understanding of each other's resources and activities. LRC is a part of the National Disaster Management Committee (NDMC) that coordinates relief operations and assistance among NGOs. There were also meetings between NGOs organized by the World Food Programme (WFP) and the World Health Organization (WHO).

Progress towards outcomes

The DREF request focused on relief distribution and hygiene promotion, supported by a well-developed communication plan.

Relief distributions (food and basic non-food items)

Outcome: 5,000 flood-affected people (approximately 1,000 families) receive food and sanitation assistance¹ for three months.

Outputs and activities planned:

- Conduct a needs assessment
- Develop a strategy to reach the beneficiaries and a registration system to deliver intended assistance
- Identify, select and register beneficiaries to deliver intended assistance
- Identify and prepare distribution points and plan
- Distribute relief supplies (15kg rice/month, canned fish, soap and detergent) and control supply movement from point of dispatch to end-user.
- Monitor and evaluate the relief activities and provide reporting on relief distributions
- Monitor and collect beneficiary feedback
- Develop an exit strategy

Impact:

The beneficiary selection process was carried out by the LRC NDRT with support from the in-country RDRT member deployed from Indonesian Red Cross. NDRTs received a short refresher training before being deployed.

Two relief distribution teams – one for each targeted province – were appointed. Relief packs, containing canned fish, soap, detergent and oral rehydration solutions (ORS), were procured and stored at LRC headquarters in Vientiane. Rice was delivered by the suppliers directly to the distribution sites in advance of scheduled distributions. At every distribution site, practical demonstrations on how to use ORS were conducted.

A total of 4,999 beneficiaries from 885 families in 28 villages in five districts of Borikhamxay and Vientiane provinces received assistance through LRC DREF operation.

The tables below summarize distributions across both provinces:

¹ Hygiene items

Table: Relief distributions across Vientiane and Borikhamxay provinces under the MDRLA002 DREF operation

	<i>Distribution Point</i>	<i>Village name</i>	<i>N^o Households</i>	<i>N^o Beneficiaries</i>	<i>Overall total distributions</i>
I.	VIENTIANE province				
i.	Kasy District				
1	Thongmeud	Thongmeud	47	247	Rice 51,750 kgs Canned fish 3,996 tins Detergent 666 kgs Soap 3,330 pieces ORS 3,996 pieces
2	Nathean	Nathean	18	107	
		Namonemai	4	17	
		Namonyai	13	84	
3	Viengkeo	Viengkeo	41	249	
4	Nongbuathong	Nongbuathong	38	164	
5	Phokam	Phokam	61	282	
	Total	7 villages	222	1,150	
ii.	Vengvieng District				
6	Kanmark	Kanmark	50	279	Rice 60,750 kgs Canned fish 2,304 tins Detergent 672 kgs Soap 3,360 pieces ORS 4,032 pieces
7	Nakhea	Nakhea	32	219	
8	Phonzung	Phonzung	27	252	
		Vengxong	46	160	
9	Huay Ngam	Huay Ngam	31	193	
10	Viengxaynaluang	Viengxaynaluang	38	253	
	Total	6 villages	224	1,356	
II.	BORIKHAMXAY province				
iii.	Pakxan District				
1	Sibounhouang	Sibounhouang	54	252	Rice 27,540 kgs Canned fish 2,160 tins Detergent 315 kgs Soap 1,800 pieces ORS 2,160 pieces
2	Songkhonkao	Songkhonkao	62	353	
		Thabor	4	7	
	Total	3 villages	120	612	
iv.	Thapabath District				
3	Hadkai	Hadkai	29	157	Rice 684 tins Canned fish 315 kgs Detergent 877 kgs Soap 1,800 pieces ORS 684 pieces
4	Phon Ngam	Phon Ngam	9	38	
	Total	2 villages	38	195	
v.	Borlikhan District				
5	Songkhonmay	Songkhonmay	35	235	Rice 76,140 kgs Canned fish 5,058 tins Detergent 843 kgs Soap 4,215 pieces ORS 5,058 pieces
6	Numpa	Numpa	24	185	
		Hadyeud	45	232	
7	Phiengdy	Phiengdy	23	183	
		Thaheua	31	161	
8	Hadpho	Hadpho	59	327	
		Nonsombuon	22	126	
		Sisavath	10	26	
9	Thasy	Thasy	8	62	
		Xiengxian	24	155	
	Total	10 villages	281	1,692	

Table: Total relief distribution under the MDRLA002 operation

Province	District	N° of villages	N° of households	N° of people reached	Rice (45kg /person)	Canned fish (18pcs/hh)	Detergent (3 kg/hh)	Soap (15 pcs/hh)	ORS (18 pcs/hh)
Vientiane	2	13	446	2,500	112,500	8,028	1,338	6,690	8,028
Borikhamxay	3	15	439	2,499	112,455	7,902	1,317	6,585	7,902
Grand Total	5	28	885	4,999	224,955	15,930	2,655	13,275	15,930

Borikhamxay and Vientiane provinces were chosen for LRC target areas, because they were most heavily affected areas. LRC had capacity to respond and meet immediate needs with support from the branches' own resources. LRC was able to complete the distribution earlier than planned, on 13 September 2011. The items distributed by LRC corresponded well to the identified needs of people, and were appreciated by the beneficiaries. The amount of rice was calculated at 15kg/person/month, which is less than the average consumption per person and day. In Lao PDR, families use sticky rice and consume an average of 0.65kg per person daily, which equals a monthly ration of 19.6 kg per person.



A family in Borikhamxay province receives food and non-food items. Photo: LRC

For beneficiaries it was not always clear why those affected by Typhoon Haima received relief items, but not those affected by Tropical Storm Nock-Ten.

One point noted was that if oral rehydration solutions (ORS) were included in the relief items, hygiene promotion should be included in the plan of action from the beginning of the operation.

Lao Red Cross did not have special Red Cross volunteers involved in the distribution; the national society used between eight to ten community volunteers at each distribution place for the relief distribution.

Water, sanitation, and hygiene promotion

Outcome: The risk of water-related diseases has been reduced through the provision of hygiene promotion to 5,000 flood-affected people (approx 1,000 families) over three months.

Outputs and activities planned:

- Conduct information sessions on good hygiene behaviour and distribute information, education and communication materials together with hygiene items, such as soap and detergent
- Monitor the use of hygiene items
- Attend water, sanitation and hygiene (WASH) cluster meetings

Impact:

Disasters such as floods are likely to be followed by outbreaks of disease and infection. To prevent these situations, and with additional financial support from German Red Cross, LRC organized hygiene promotion together with local authorities in 12 villages across two districts in Vientiane province. The teams organized meetings with village community members and explained how to prevent diseases, conducted hand-washing demonstrations, and how to use ORS, with question-and-answer sessions for the participants.

In Borikhamxay province, health promotion was carried out by local authorities while LRC's role was to combine short health briefings on the importance of hygiene and food preparation during the relief distribution. A total of 23,655 people (including 19,988 women) were reached through these dissemination sessions in October.

The hygiene promotion activities was very well-received by the community members. A monitoring of hygiene and sanitation promotion was done one month after the dissemination sessions. By random selection in each target village, five households were interviewed on what they remembered of the sessions. The findings showed that 80 per cent of the villagers were still practising hygiene and sanitation principles, contributing to the reduction of waterborne and water-related diseases of the affected population.

Village volunteers who were not Red Cross volunteers, provided support during the monitoring of the health promotion. LRC branches coordinated closely with national and local health organizations and provincial institutions to avoid unnecessary duplication on hygiene promotion activities. The national society's health division was responsible to attend water, sanitation and health (WASH) cluster meetings. Information, education and communication (IEC) materials were very limited, and mainly from the Provincial Health Service. Consequently, the capacity of LRC was improved through this experience of responding to health-related issues with health promotion activities.

In the future, LRC's health division plans to continue working closely with provincial health authorities on hygiene and sanitation promotion and include in its dissemination activities, the role of LRC in Lao PDR.

It remains a challenge to include the branch level in promotion activities, and to intensify community mobilization efforts to take responsibility for health promotion. Both the health division and disaster division are encouraged to work jointly on plans of action and to include health activities from the start together with relief distribution. IEC material should be always available in the warehouse for immediate and efficient dissemination at the beginning of a disaster. LRC will consider making a proposal for funding health promotion preparedness in emergencies before the next disaster.



In October 2011, the Lao Red Cross conducted hygiene promotion in Vang Vien province together with local authorities. Photo: LRC

Logistics

A robust procurement process was established for the operation with support from an IFRC logistics delegate based in Myanmar. Relief items, apart from rice, were packed in bags that could be carried as backpacks.

Rice suppliers were asked to deliver rice directly to the distribution sites in order to minimize storage and transportation costs. This worked effectively overall, despite occasional late deliveries causing some delay in

distributions. In the future, the ideal situation would be for suppliers to deliver rice in the evening before the day of distribution.

An open tender to purchase relief items was arranged. However, among rice suppliers who participated, only one supplier was able to provide all the necessary documents.

In future, Lao Red Cross would benefit from having a warehouse with pre-positioned stock of relief items at Headquarters, and in regions combined with relevant training on logistics.

Communication

LRC established a coordination team at Headquarters with representatives from all different divisions to enable timely and accurate information sharing between those working in the field and other major stakeholders to support programme objectives. The coordination team was also responsible for monitoring the operation.

The mechanism of using a coordination team can be recommended as it brought the different divisions together and enabled a close cooperation as well as a common plan of action.

This operation has had a clear and positive impact on the perception of LRC throughout the country. The LRC communications division has provided a regular flow of information about the operation to the public and to donors. Media visits to distribution sites were organized to get strong media coverage and enhance the profile of the national society in general.

The distributions were also used as opportunities to disseminate information about LRC and the Fundamental Principles of the Red Cross and Red Crescent Movement.

Contact information

For further information specifically related to this operation please contact:

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DREF history:

- This DREF was initially allocated on 18 July 2011 for CHF 329,778 for six months to assist 5,000 affected people.
- Two DREF operation updates were issued on 19 August 2011 and 26 September 2011.



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How we work

All IFRC assistance seeks to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable.

IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

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IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace.

MDRLA002 - Laos - Flash Floods

Appeal Launch Date: 15 jul 11

Appeal Timeframe: 15 jul 11 to 15 jan 12

Final Report

Selected Parameters	
Reporting Timeframe	2011/7-2012/2
Budget Timeframe	2011/7-2012/1
Appeal	MDRLA002
Budget	APPROVED

All figures are in Swiss Francs (CHF)

I. Consolidated Funding

	Pledge	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
A. Budget		329,788					329,788
B. Opening Balance		0					0
Income							
Other Income							
<i>DREF Allocations</i>		329,788					329,788
C4. Other Income		329,788					329,788
C. Total Income = SUM(C1..C4)		329,788					329,788
D. Total Funding = B + C		329,788					329,788
Appeal Coverage		100%					100%

II. Movement of Funds

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
B. Opening Balance	0					0
C. Income	329,788					329,788
E. Expenditure	-297,587					-297,587
F. Closing Balance = (B + C + E)	32,201					32,201

International Federation of Red Cross and Red Crescent Societies

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III. Consolidated Expenditure vs. Budget

Account Groups	Budget	Expenditure					TOTAL	Variance
		Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination		
A							B	A - B
BUDGET (C)		329,788					329,788	
Relief items, Construction, Supplies								
Shelter - Relief		25,984				25,984	-25,984	
Food	234,000	201,366				201,366	32,634	
Water, Sanitation & Hygiene	12,000	9,731				9,731	2,269	
Medical & First Aid	4,500	1,492				1,492	3,008	
Total Relief items, Construction, Supplies	250,500	238,574				238,574	11,926	
Land, vehicles & equipment								
Computers & Telecom	4,000	3,054				3,054	946	
Office & Household Equipment	1,000						1,000	
Total Land, vehicles & equipment	5,000	3,054				3,054	1,946	
Logistics, Transport & Storage								
Storage	5,000	143				143	4,857	
Distribution & Monitoring	3,000						3,000	
Transport & Vehicles Costs	3,000	5,824				5,824	-2,824	
Total Logistics, Transport & Storage	11,000	5,966				5,966	5,034	
Personnel								
International Staff	15,000	2,159				2,159	12,841	
National Society Staff		7,978				7,978	-7,978	
Volunteers	3,660						3,660	
Total Personnel	18,660	10,137				10,137	8,523	
Workshops & Training								
Workshops & Training	7,500	928				928	6,572	
Total Workshops & Training	7,500	928				928	6,572	
General Expenditure								
Travel	10,000	11,610				11,610	-1,610	
Information & Public Relations	2,500	9,893				9,893	-7,393	
Office Costs	1,000	3,760				3,760	-2,760	
Communications	1,500	652				652	848	
Financial Charges	500	-5,150				-5,150	5,650	
Other General Expenses	1,500						1,500	
Total General Expenditure	17,000	20,765				20,765	-3,765	
Indirect Costs								
Programme & Services Support Recov	20,128	18,163				18,163	1,965	
Total Indirect Costs	20,128	18,163				18,163	1,965	
TOTAL EXPENDITURE (D)	329,788	297,587				297,587	32,201	
VARIANCE (C - D)		32,201				32,201		