

# Emergency Plan of Action (EPoA)

## Lao People's Democratic Republic: Floods

<b>DREF operation n° MDRLA004</b>	<b>Glide n° <a href="#">FF-2016-000093-LAO</a></b>
<b>Date of issue:</b> 27 August 2016	<b>Date of disaster:</b> 11-20 August 2016
<b>Amount allocated from DREF:</b> CHF 128,687	
<b>Operation start date:</b> 26 August 2016	<b>Expected timeframe:</b> Three (3) months
<b>Operation manager (IFRC):</b> Herve Gazeau, DRR Manager, Bangkok CCST	<b>Point of contact in Lao Red Cross:</b> Dr. Kaviphone Southy, Director of DM department
<b>Total number of people affected:</b> 19,306	<b>Number of people to be assisted:</b> 5,000
<b>Host National Society presence (n° of volunteers, staff, branches):</b> Lao Red Cross (LRC) consists of a national office, 17 provincial branches and 47 district chapters. It has at least 3,295 volunteers and 350 paid staff members.	
<b>Red Cross Red Crescent Movement partners actively involved in the operation:</b> The International Federation of the Red Cross and Red Crescent Societies (IFRC)	
<b>Other partner organizations actively involved in the operation:</b> The Department of Disaster Management and Climate Change (DDMCC) and Ministry of Labour and Social Welfare	

## A. Situation analysis

### Description of the disaster

Heavy rains, which started pouring on 11 August 2016 and continued to 20 August 2016, have caused flooding in five provinces of Lao People's Democratic Republic. Initially, rains affected the provinces of Luangprabang, Oudomxay, Salavan and Xaignabouli on 11 to 18 August. As conditions began to improve, a week later there followed more rains fuelled by effects of Tropical Storm Dianmu, mainly affecting the province of Xiangkhouang.

According to information consolidated by the Lao Red Cross, at least 19,306 people (10,438 male and 8,868 female) have been affected, with five casualties reported thus far. The largest number of affected population is in Oudomxay Province.



The floods marooned several houses, prompting the evacuation of people to safer areas, (Photo: Lao Red Cross)

**Table 1: Effects of the floods (source: Lao Red Cross)**

Province	Number of districts affected	Number of villages affected	Number of families affected	Number of people affected		
				Male	Female	Total
Luangprabang	4	45	675	1,786	1,589	3,375
Oudomxay	7	132	2,444	6,220	6,000	12,220
Salavan	1	46	920	1,907	853	2,760
Xaignabouli	1	4	172	490	401	891
Xiangkhouang	2	3	12	35	25	60
<b>Total</b>	<b>15</b>	<b>230</b>	<b>4,223</b>	<b>10,438</b>	<b>8,868</b>	<b>19,306</b>

There was some temporary displacement at the peak of flooding, due to evacuation of people from flooded sections to safer areas, but most residents have returned to their homes as floodwater recedes. However, vast farming areas are still flooded.

In some sections of Oudomxay and Xiangkhouang provinces, heavy rains caused localised landslides – in addition to flooding – with flooding also affecting some roads, slowing down the access to the impacted areas. A major challenge for the operation will be the access to remote communities and the poor road conditions at this time of the year.

## **Summary of the current response**

### **Overview of Host National Society**

Lao Red Cross staff in each affected branch started to collect data and coordinated their assessments with the related village, district and provincial authorities, in order to determine specific needs of affected people. In Luangprabang, Lao Red Cross released some relief items for immediate distribution. It has so far provided 294 families (1,470 people) with rice, sleeping mats, blankets and clothes.

As auxiliary to the Lao Government in providing humanitarian services, the Lao Red Cross (established in 1955) aims to support the most vulnerable people's basic needs on time. LRC works with communities to improve their health and livelihoods and help them to prepare for and respond to disasters. The National Society communicates early warning information, provides emergency relief supplies including food and medical kits, and conducts village level assessments in coordination with the DDMCC in times of emergency. The LRC structure consists of a national office, 17 provincial branches and 47 district chapters. The president of the National Society is a member of the National Disaster Management Committee (NDMC) with LRC national office having direct communication with the NDMO. Provincial branches coordinate with the Provincial Disaster Management Committee (PDMC) while the LRC district coordinator is a member of the District Disaster Management Committee (DDMC).

### **Overview of Red Cross and Red Crescent Movement in country**

The IFRC provides technical support to the Lao RC through its country cluster support team (CCST) office in Bangkok, Thailand. The Asia Pacific regional office in Kuala Lumpur also provides support if needed by the CCST. The ICRC and several PNS - Danish RC, French RC, German RC, Luxembourg RC and Swiss RC - have bilateral programmes with LRC. Thus far, there is no report of these partners supporting this response.

### **Overview of non-RCRC actors in country**

The Department of Disaster Management and Climate Change (DDMCC) as well as the Ministry of Labour and Social Welfare are coordinating the response operations. The AHA Centre issued a situation update on 12 August 2016 in coordination with the Ministry of Labour and Social Welfare, stating that the Government of Lao PDR had mobilised resources and personnel to assist the affected population. In the following days, the government also released funding for response operations, including most recently LAK 200 million (est. CHF 24,000) for activities in Luangprabang province. The Ministry of Health is providing safe water in some affected areas.

## **Needs analysis, beneficiary selection, risk assessment and scenario planning**

At this stage of the response, the assessment teams have identified that primary immediate needs are related to food, non-food and hygiene items. Understanding of the specific hygiene needs of women and girls, and people with disabilities, the needs will be ensured through assessments (which will include collection of sex and age disaggregated data and be informed by a gender and diversity analysis). Assessment teams will then inform the response teams to ensure that appropriate hygiene services and items are provided. Other potential needs include the provision of drinking water (as per AHA Centre initial analysis), cash support to rebuild houses and then agricultural seeds.

The numbers provided in Table 1 are compilations from Lao RC teams, which will need to be verified in the coming days as government authorities release the exact official figures based on ongoing assessments. It is expected that the number of affected men, women, boys and girls will increase.

The LRC teams will follow their standard approach to beneficiary selection, liaising with local authorities to pre-identify affected villages, and then selecting the most vulnerable households among them. Beneficiary prioritisation and selection criteria will align with the LRC and IFRC's commitments to take into account gender and diversity. Considerations are given to women and men who belong to socially vulnerable households, including women-headed households and those with many dependent children; persons with disabilities; the chronically ill and the elderly.

The selection criteria will be communicated clearly to beneficiaries and wider communities by LRC teams, so that people will understand the rationale behind distributions. This will help to prevent any potential tensions/frustrations by those people who do not meet the beneficiary distribution criteria. A beneficiary feedback and complaints mechanism will be developed. These will be accessible for females and males, including those from marginalised groups.

### **Risk Assessment**

It is likely that affected areas will continue to receive more rains in the coming weeks as per the seasonal calendar, which will potentially affect the access to villages due to the poor quality of roads. In rural areas, lack of electricity due to the floods might also reduce the communication coverage for mobile phones, which will complicate the operational coordination in the field, in particular during the detailed assessment to identify the most vulnerable families within targeted villages.

## **B. Operational strategy and plan**

### **Overall objective**

The immediate needs of 1,000 flood-affected households are met through the provision of food, non-food and hygiene items.

### **Proposed strategy**

Lao Red Cross has prepared this plan of action to roll out an immediate response in Oudomxay province, with priority on provision of food items (rice, noodles and canned fish), non-food items (blankets and mosquito nets), essential hygiene items (soap and sanitary pads) and hygiene promotion sessions.

The composition of the kit to be distributed to each household follows LRC standard, which is in line with local culture and national standards. Women and adolescent girls, including women and girls with disabilities, will be consulted about their personal hygiene management practices to ensure the items distributed are appropriate as are the instructions given for their use. Where possible female sanitary items should be delivered to individuals rather than at the household level.

The rationale behind the choice of Oudomxay province can be summarised as follows:

- It is the province with the greatest affected population as per current assessment data.
- No other organisation is currently responding to the needs.
- The Ministry of Labour and Social Welfare, which is leading the assessment in the province requested LRC to enhance its response there given the two reasons above.

The National Society will conduct detailed assessments in targeted villages as described above, which will allow adapting the relief distribution plans to the changes in communities due to the dynamic situation caused by the floods (including evacuation to neighbouring villages, seasonal internal displacement, etc.). These detailed assessments will include the collection, and analysis, of sex and age disaggregated data, which will inform a gender and diversity analysis to understand how relief distribution plans need to be adapted to reach the most vulnerable women, men, boys and girls and diverse groups in the community. Assessment teams will comprise a balance of men and women.

Finally, beneficiary selection criteria will also take into consideration the assistance provided already by other organisations, in particular the local government authorities, with whom the assessment will be coordinated closely.

LRC will integrate community engagement and accountability (CEA) best practices (two-way communication that invites and acts on feedback from the affected population) into the response to ensure that all women, men, boys and girls have direct access to information on the nature and scope of services provided by LRC, along with key issues facing them (disaster/health related). The communications and community engagement team, supported by IFRC, will use a mix of mass communication (radio, television and Facebook) and information, education and communication (IEC/ posters and flyers) and face-to-face options through social mobilisation to meet the information needs of affected people as well as their emerging concerns. IEC materials will be dispatched alongside distributions. This diversity in communication channels will ensure that people with disabilities (visual/hearing) are able to access the relevant information.

### **Operational support services**

#### **Human resources**

The LRC Luangprabang and Oudomxay provincial offices (together with the targeted district offices) will lead the implementation of the operation and the coordination with local authorities. They will be supported by the LRC national office, in particular through the disaster management department. IFRC will mobilise one regional disaster response team (RDRT) member to support the operation, focusing on relief or logistics. Moreover, the IFRC team in Bangkok will conduct monitoring and technical support missions as required. At planning stage, the operation will likely involve up to

150 village volunteers (ensuring a balance of male and female), for which insurance will be provided as per IFRC standards.

### **Logistics and supply chain**

All relief items (food and non-food) included in this plan will be procured within Laos by LRC following IFRC standard procurement procedures. Local-level (at provincial capital cities) procurement will be a preferred option when market is available to reduce transportation costs. A small warehouse is available in the national office. Transportation of goods to the distribution points will be ensured through rental of vehicles or engagement of transportation services.

IFRC will provide technical logistics support according to its standard procedures to timely and efficiently source, procure and deliver relief items. This will be done through the IFRC's regional logistics unit (RLU) in Kuala Lumpur as well as via the RDRT member to be deployed.

### **Communications**

The IFRC communication team based in Bangkok will support the communication and fund-raising department of LRC to promote the response operation through web stories, social media posts as well as its access to the radio every Sunday morning. As outlined above, the technical support will focus in particular in ensuring a two-way communication with affected populations.

### **Security**

At this stage, there is no particular threat to this operation. LRC and IFRC will monitor the situation closely.

### **Planning, monitoring, evaluation, & reporting (PMER)**

Monitoring of the response operation will be a primary responsibility of LRC national office, with technical support from IFRC in accordance with LRC normal PMER guidelines. IFRC will conduct monitoring through short missions by technical from Bangkok as well as through the deployment of one RDRT member to support the operation. A lessons learned workshop will be held in Vientiane at the completion of the operation. Lessons learned will include an assessment of the gender and diversity approaches taken in the response and the impact this had.

Reporting on the operation will be carried out in accordance with the IFRC DREF minimum reporting standards. At least two updates will be issued during the operation timeframe and a final report within three months of the end of the operation. Sex, age and where possible disability disaggregated data will be collected and incorporated into the monitoring and reporting.

### **Administration and Finance**

The IFRC operations manager will be responsible for managing the budget. The IFRC CCST in Bangkok will support LRC with their financial management in accordance with existing procedures.

## C. DETAILED OPERATIONAL PLAN

### Food security, nutrition and livelihoods

**Needs analysis:** Food assistance has been identified as a primary and immediate need in this operation mainly because food stocks have been damaged by floodwaters and livelihoods disrupted, meaning that it will be days before some poor families can resume activities to earn income for meeting food and other household needs.

**Population to be assisted:** This component targets 1,000 households (approximately 5,000 people) in Oudomxay province, focusing on the most vulnerable groups within flood-affected villages. As a standard practice, LRC provides rice, fish cans and noodles in times of emergencies, and this approach will be followed here. Each household (average five persons) will be provided with:

- 60kg of rice (the quantity of rice provided follows nationally-agreed standard of 12kg /person/ month)
- 6 cans of fish
- 10 packs of noodles

Outcome 1: Immediate food needs of the disaster affected population are met													
Output 1.1: Appropriate food items are distributed to vulnerable households													
Activities planned	Week	1	2	3	4	5	6	7	8	9	10	11	12
Identify, register, verify and mobilize beneficiary households for distributions		X	X										
Mobilise and transport the food items to the affected areas			X	X	X								
Distribute food items to beneficiary households			X	X	X	X	X	X	X				
Conduct post-distribution satisfaction surveys ensuring SADD is collected										X	X		

## Water, sanitation and hygiene promotion

**Needs analysis:** In order to reduce risks of waterborne and water-related diseases within the communities, the operation will include hygiene items in the kits provided to vulnerable householders. Furthermore, LRC teams will conduct hygiene promotion sessions, including topics on disease prevention and vector control, during distributions.

**Population to be assisted:** This component targets 1,000 households (5,000 individuals) in Oudomxay province, focusing on the most vulnerable groups within flood-affected villages. Each selected household (average five persons) will be provided with:

- 4 pieces of bars of soaps
- 4 bottles of 400mg detergent
- 6 boxes of sanitary pads (with LRC teams noting, during the distribution, the composition male and female in each household to identify if more sanitary items are required for women and adolescent girls in each household)
- 2 mosquito nets

In conducting hygiene promotion, LRC will ensure a balance of male and female volunteers and staff. A particular attention will be given to children for the hygiene promotion sessions, using appropriate IEC materials existing in country. Existing IEC materials (posters) in Lao language will be reprinted and distributed to affected households together with provision of food and non-food items. Posters will also be displayed in community halls and local administration offices.

<b>Outcome 2: Immediate reduction in risk of waterborne and water related diseases in targeted communities.</b>													
<b>Output 2.1: Hygiene promotion activities which meet Sphere standards in terms of the identification and use of hygiene items provided to target population.</b>													
<b>Activities planned</b>	<b>Week</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>
Collect and reprint existing IEC materials		X	X										
Conduct a briefing for LRC staff / volunteers on hygiene promotion sessions			X										
Conduct hygiene / health promotion sessions during distributions			X	X	X	X	X	X	X				
<b>Output 2.2: Hygiene-related goods (NFIs) which meet Sphere standards are provided to the target population.</b>													
<b>Activities planned</b>	<b>Week</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>
Identify, register, verify and mobilize beneficiary households for distributions		X	X	X	X	X							
Procure soap, detergents, mosquito nets and sanitary pads		X	X										
Organise the distribution of soap, detergents, mosquito nets and sanitary pads along with hygiene promotion			X	X	X	X	X	X	X				

## Shelter and settlements (and household items)

**Needs analysis:** With houses flooded and some populations temporary evacuating to neighbouring houses and villages, there is a need for basic items to be distributed to affected populations, such as blankets.

**Population to be assisted:** This component targets 1,000 households (5,000 individuals) in Oudomxay province, focusing on the most vulnerable groups within flood-affected villages. Each selected household (average five persons) will be provided with two blankets alongside mosquito nets.

<b>Outcome 3: The immediate sleeping item needs of the target population are met.</b>														
<b>Output 3.1 Blankets are provided to the target population</b>														
<b>Activities planned</b>	<b>Week</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	
Identify, register, verify and mobilize beneficiary households for distributions.		X	X											
Mobilise and transport blankets to the affected areas			X	X	X									
Distribute blankets to beneficiary households			X	X	X	X	X	X	X					
Conduct post-distribution satisfaction surveys										X	X			





## ASSUMPTIONS AND RISKS TABLE TEMPLATE

### Assumptions and risks table

ASSUMPTIONS & RISKS	LIST IF SPECIFIC AFFECTED SECTORS OR STATE 'ALL'	Likelihood	Impact	CAN CONTROL; MITIGATE / INFLUENCE; OR ONLY FACTOR-IN
Risk of continuous rain affecting the access to remote communities and thus delaying the distributions	ALL	M	H	Difficult to mitigate as most of the operations timeline falls under the monsoon season. However careful planning by the provincial offices and use of local drivers with good knowledge of the roads could fasten some processes while ensuring optimum security for the teams

## Contact information

For further information specifically related to this operation please contact:

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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 (NGOs) in Disaster Relief and the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The 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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The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:



**Save lives,**  
protect livelihoods,  
and strengthen recovery  
from disaster and crises.



Enable **healthy**  
and **safe** living.



Promote social inclusion  
and a culture of  
**non-violence** and **peace**.

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# DREF OPERATION

26/08/2016

MDRLA004 Laos : Floods

<b>Budget Group</b>	<b>DREF grant budget</b>
Shelter - Relief	27,926
Food	56,336
Water, Sanitation & Hygiene	6,071
Teaching Materials	5,000
<b>Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES</b>	<b>95,333</b>
Distribution & Monitoring	2,000
Transport & Vehicle Costs	3,000
<b>Total LOGISTICS, TRANSPORT AND STORAGE</b>	<b>5,000</b>
National Society Staff	3,500
Volunteers	200
<b>Total PERSONNEL</b>	<b>3,700</b>
Workshops & Training	3,200
<b>Total WORKSHOP &amp; TRAINING</b>	<b>3,200</b>
Travel	10,000
Information & Public Relations	3,300
Communications	300
<b>Total GENERAL EXPENDITURES</b>	<b>13,600</b>
Programme and Supplementary Services Recovery	7,854
<b>Total INDIRECT COSTS</b>	<b>7,854</b>
<b>TOTAL BUDGET</b>	<b>128,687</b>