

Emergency Plan of Action Final Report

Lao People's Democratic Republic: Podul Flood

DREF No. MDRLA006	Glide n° FL-2019-000103-LAO
Operation start date: 13 September 2019	Timeframe: 4.5 months (extended from 3 months) End date: 31 January 2020
Funding requirements: CHF 196,450 (increased from CHF 51,366)	DREF Allocation: CHF 196,450 (increased from CHF 51,366)
Number of people to be assisted: A total of 5,000 households (25,000 people) have been targeted through the DREF operation for support through combined Health, WASH and PGI awareness activities.	
Host National Society presence: Lao Red Cross (LRC) consists of a headquarters office, 18 provincial branches and 87 district chapters. It has at least 63,240 volunteers and 592 paid staff members.	
Red Cross Red Crescent Movement partners actively involved in the operation: International Federation of Red Cross and Red Crescent Societies (IFRC) and Swiss Red Cross.	
Other partner organizations actively involved in the operation: Lao Department of Disaster Management and Climate Change (DDMCC), and Lao Ministry of Labour and Social Welfare.	

A. SITUATION ANALYSIS

Description of the disaster

On 29 August 2019, Tropical Storm (TS) Podul made landfall in Lao People's Democratic Republic (PDR), bringing rainfall and winds until 3 September 2019, which caused flooding in six provinces in the southern part of the country. The affected provinces included Attapeu, Champasak, Khammouane, Salawan, Savannakhet and Sekong. According to the National Disaster Prevention and Control Committee (NDPCC), a total of 155,799 households (766,936 people) from 1,525 villages across 44 Districts were affected. A total of 19 deaths and one missing person were reported. The following table reflects the information provided by the Ministry of Labour and Social Welfare provincial offices to NDPCC:

Table 1: Ministry of Labour and Social Welfare – Affected population

Province	District	Affected village	Affected households	Affected people	Dead	Missing
Attapeu	5	89	15,164	52,493	4	-
Champasak	10	483	48,614	267,258	8	-
Khammouane	6	231	16,670	69,844	-	-
Salawan	8	399	40,174	186,027	3	-
Savannakhet	11	178	17,159	103,184	4	-
Sekong	4	145	18,018	88,130	-	1
Total	44	1,525	155,799	766,936	19	1

Summary of the response

Overview of Host National Society

LRC was involved at headquarters (HQ) and chapter level since the onset of flooding. During the operation timeframe, response activities were conducted at chapter level supporting provincial government response operations.

LRC HQ deployed a rescue team (12 volunteers and two staff) on 7 September 2019 to Pakse area in Champasak province. Subsequently, on 10 September 2019, they were deployed to Savannakhet. An AP 700CL water purification unit (also known as a Man-pack) was established in Khammouane province.

LRC assisted with the evacuation of 2,464 people and provided first aid to 558 people in two provinces. A total of seven rescue boats were in operation. On 12 September 2019, a water, sanitation and hygiene promotion (WASH) and rescue team with two AP700CL water purification units was deployed to Savannakhet and established in two districts supported through bilateral funding from the Swiss Red Cross.

All affected LRC chapters in coordination with their headquarters, supported the respective provincial government through a joint response with National Disaster Management Office (NDMO) at the provincial level. Similar operations have been conducted in the six affected provinces. Personnel from LRC chapters supported the provincial government with rescue and evacuation of affected people, first aid, assistance at evacuation centres and delivery of relief items.

Through funding from the DREF operation, LRC provided clean water supply and awareness messaging for hygiene promotion, Protection, Gender and Inclusion (PGI) and Epidemic Control for Volunteers (ECV) to affected communities that had not been supported by government or other organisations. A total of eleven LRC personnel from HQ and chapters (eight funded through DREF) also supported the NDMO led needs assessment that was conducted in the affected provinces to determine needs for recovery. Information for the assessment was gathered through consultation with provincial government and district government across all key sectors of agriculture, transportation, infrastructure, education, labour and social welfare.

During the second phase of the DREF (second allocation), LRC focussed its effort on the two most affected provinces, Champasak and Sekong. The focus of activities during this phase was on provision of awareness activities for hygiene promotion, PGI and ECV conducted as a combined activity to target affected communities. The awareness messaging included topics such as basic hygiene, community cleaning, how to minimise risk of vector borne and waterborne diseases, protection of children and sexual and gender-based violence (SGBV).

Number of Awareness Activities – Hygiene Promotion, PGI, ECV					
Province	District	No. of Villages	No. of Participants	F	M
Sekong	Ka leum	11	1,576	829	747
	Dak Jeung	12	1,982	1,180	802
Champasal	Xanasomboon	17	3,650	2,185	1,465
	Champasak	7	2,585	1,354	1,231
	Soukhuma	7	1,435	734	701
	Mounlapamok	10	677	331	346
Total		74	11,905	6,613	5,292

During the second phase of the operation LRC also provided clean water to a number of communities that had not been supported by the Government or other organisations. The water was provided by WASH team using AP 700CL water purification units. The amount of water supplied is outlined in the table below:

Amount of clean water supply provided						
Province	Districts	No. of villages	HH	F	M	Litres
Sekong	Dak jeung	3	374	1,230	1,558	90,450
	Ka leum	3	177	534	515	86,380
Champasak	Xanasomboon	4	846	2,707	2,093	321,500
Total		10	1,397	4,471	4,166	498,330398,880

Overview of Red Cross Red Crescent Movement in country

The collapse of the Xe-Pian Xe-Namnoy dam on 23 July 2018 as a result of Tropical Storm Son Tinh that had made land fall days earlier, caused massive flash floods that affected 13,100 people and displaced 6,000 people, leaving 39 dead and around 97 missing (according to [UN Situation Report no. 9](#)).

Following Son Tinh was the Tropical Storm Bebinca which hit the country only weeks after. In response, the IFRC supported the National Society to implement an Emergency Appeal (EA) operation (MDRLA005) which started on 26 July 2018, before this DREF operation. The IFRC team comprised an operations manager co-located with LRC in Vientiane, a logistics delegate based in Attapeu province, and one logistics officer (national staff). In this way, IFRC provided close coordination and support to LRC. The Swiss Red Cross which is also co-located with LRC, provided bilateral support for the deployment of boat rescue teams and water supply. The IFRC Country Cluster Support Team (CCST) in Bangkok supported the IFRC operations office, in close collaboration with the IFRC Asia Pacific Regional Office (APRO) based in Kuala Lumpur.



LRC rescue team from headquarters deployed to support chapters in Champachak province, Laos. (Photo: Lao Red Cross)

Overview of non-Red Cross Red Crescent actors in country

Lao Government

Provincial governments in the six affected provinces worked on localized response to support the affected population. The emergency coordination centre was established at the national level. On behalf of NDPCC, the NDMO supported provincial government efforts through the preparation and provision of food and essential household items, as well as fundraising activities across Laos. An emergency fund of LAK 50,000,000 (equivalent to CHF 6,000 per province) was provided to each province. The Lao Army deployed 5,000 personnel to support response operation in the six affected provinces.

Immediately after the storm hit the southern provinces, the Lao NDPCC, through its NDMO, liaised with local administrators and LRC to conduct an assessment on the impact, losses, and needs in the affected areas. The assessment revealed that the most severe needs following the impact of the floods were food and livelihoods security, basic infrastructure, shelters, medical facilities, and WASH facilities. Details of the assessment are in the section on 'needs analysis'.

Other agencies

Other actors in-country included Asian Development Bank (ADB), Food and Agriculture Organization (FAO), United Nations Development Programme (UNDP), World Bank, World Food Programme (WFP), and several international non-governmental organizations (INGOs).

The ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA Centre) mobilized support for the Lao Government. This included essential household items such as family kits, jerry cans, kitchen kits, personal hygiene kits, and mosquito nets. The AHA Centre also put its Emergency Response and Assessment Team on standby for possible deployment.

Needs analysis, targeting, scenario planning and risk assessment

Needs analysis

From 21 September to 5 October, Laos' NDPCC through the NDMO together with other government ministries, the local provincial authorities and LRC, conducted impact, loss and needs assessment in the affected areas. The assessment results showed that the impact of the flood had damaged health and WASH facilities, agricultural properties, and basic infrastructures. The assessment suggested that the losses and emergency needs were estimated to be about LAK 811,846,377,168 (or CHF 91 million).

The NDMO identified the most urgent needs to be food, water, essential household items, medicines, as well as boats and equipment to support the search and rescue operations.



Rapid survey in collaboration with the National Disaster Management Committee, from 2 provinces of the Central region and the 4 southern provinces (Photo: Lao Red Cross)



The AP700CL was set up in Savannakhet province, Laos. (Photo: Lao Red Cross)

Risk factors related to vector and water borne diseases such as dengue fever, malaria, and diarrhea were elevated as affected people had limited access to safe water for drinking and hygienic sanitation facilities. There were increased incidences of dengue in southern Laos during 2019 according to Ministry of Health (MoH), with more than 14,000 recorded cases as of July 2019, including the most virulent form (serotype 2 and 4). There were concerns that the flooding could exacerbate the situation, especially since the six provinces were particularly prone to both dengue and malaria.

There was extensive damage to infrastructure, including two health centres, which adversely impacted the affected populations' access to services. Agricultural land was

inundated, and assets were either lost or damaged, which in turn adversely impacted food security and livelihoods of the affected communities. The availability of basic food commodities in the local markets of the six provinces was also disrupted due to the damaged roads and agricultural lands.

This DREF was activated to support LRC participation in the joint need's assessment, led by the NDMO, to determine the nature and scale of support to be provided to the affected population (refer to Section B: Operational strategy for detailed information on the assessment plan).

Targeting

The Ministry of Labour and Social Welfare through NDMO who led the overall coordination of the need assessment selected 10 districts across the six provinces affected by the flooding. The LRC's target population was a total of 25,000 people (5,000 households).

Scenario planning

Since the monsoon ended in the beginning of November 2019, there was no significant risk of further rains and flooding. The team continued to monitor the situation closely.

Operation risk assessment

It was acknowledged that LRC had limited capacity to cope with the ongoing emergency appeal (EA) operation (MDRLA005) and a DREF operation simultaneously. LRC leadership suspended the EA operation (6 September until 4 October) for all capacity to be focused on the flood relief operations. While this sufficed in the immediate term, support from IFRC was needed considering the HR surge requirements to fully support LRC in conducting two simultaneous operations, effectively and in a timely manner.

In addition, the National Society faced other challenges in implementing the DREF operation including: lack of relevant experience; limited human resources with relevant technical skills (both in headquarters and in chapter); geographically hard to reach villages due to poor road conditions; poor communication networks and limited suppliers and vendors in the operational areas (district and province). The flooding created access issues as the most affected areas were rural areas that received little support from the government or other agencies.

The experience of implementing the EA operation in response to flash floods showed that the slow process of restoring farmland resulted in joblessness and lack of income for affected households for a long time. The Lao government conducted a needs assessment to determine the needs of the population. In order to verify this information, LRC conducted close coordination and monitoring at the chapter level to determine the support needed from Provincial government.

B. OPERATIONAL STRATEGY

Overall operational objective

The overall objective was to support LRC to meet the immediate humanitarian needs of the most vulnerable households affected by floods across 10 districts in six provinces of Laos over four and a half months.

Proposed strategy

The response strategy included the following assistance:

- Needs assessment was conducted by NDMO to determine the needs of the affected population, existing capacities and resource requirements. This included the identification of caseloads and verification of targeted households across six provinces. This was led by the Ministry of Labour and Social Welfare through NDMO. LRC provided staff from HQ and each chapter to join the Government needs assessment. A total of 11 LRC staff were included, three LRC staff were funded by NDMO, and eight LRC staff were funded through the DREF. The Ministry of Labour and

Social Welfare finalized the methodology and approach for the need's assessment. After the completion of the analysis of the needs assessment Lao Government provided the outcomes and findings of the assessment. Partner agencies, international organizations and donors were then invited to contribute to the Government plan for further action and support to the affected areas and affected populations.

- Supporting the deployment of Manpack AP 700CL water purification units to affected districts; as well as replacement of consumables (fine sand, coarse sand, chlorine etc.)
- Additionally, focus was on the following relief activities:
 - **Livelihoods and basic needs:** LRC distributed 2,244 relief kits (procured through other donor funding) to affected families in four provinces during the initial response operation.
 - **WASH:** Hygiene promotion and community cleaning in affected communities that had not been assisted by LRC or other agencies. This was a combined WASH, Health and PGI awareness activity.
 - **Health:** Epidemic Control for Volunteers (ECV) refresher, volunteer mobilization and awareness activities in the affected communities was conducted.
 - **Protection, gender and inclusion (PGI):** messaging and awareness was provided in affected communities.



Clean water supply for the community in Xanasomboon District, Champasak Province (Photo: Lao Red Cross)

LRC sought to support the most vulnerable households in areas that did not receive support from the government or other partner agencies, with emphasis on ensuring gender equity, diversity and disability inclusion.

Strategies for implementation

Human resources

LRC had limited trained staff to support simultaneous emergency appeal operation (MDRLA005) and the DREF operation. CCST Bangkok staff supported the coordination, finance, PGI, communication and reporting functions.

The DREF operation covered the per diem, accommodation and transport allowances for staff and volunteers that were assigned to support the activities planned.

Logistics and supply chain

Logistics activities aimed to effectively manage the supply chain, including mobilization, procurement, customs clearance, fleet, storage and transport to distribution sites in accordance with the operation's requirements and aligned to IFRC's logistics standards, processes and procedures. The LRC logistics team was supported by the IFRC Logistics delegate, based in Attapeu.

Communications

LRC communications ensured visibility of LRC activities and partner support through the use of social media to highlight LRC operations and support to communities. Communications staff from CCST and APRO provided indirect and direct support where necessary to LRC communications. IFRC communications teams also supported broader audience reach by sharing content and photos on regional social media channels as these become available.

Security

The National Society's security framework applied throughout the duration of the operation to their staff and volunteers. For personnel under IFRC security's responsibility, including surge support and integrated PNS deployed to the area, the existing IFRC Laos country security plan, including security regulations, contingency plans for medical emergencies, relocation and critical incident management was applied. A full security briefing covering identified risks and mitigation measures was provided on arrival. All staff and volunteers were required to complete Stay Safe online course. The IFRC security focal point also briefed personnel working in the field on the evolving situation, the relevant evacuation routes and contingency plan processes to ensure they operated safely. Safety and security risks were identified in the IFRC risk assessment for Laos. However, it was expected that the current situation would potentially increase the risk level for health-related risks, in particular mosquito borne illness such as dengue fever.

At the same time, exposure to unexploded ordnance (UXO) may be increased as flooding could displace UXO and landmines from previously known locations – up to date information from authorities was sought on this risk and there were no incidents. Further storms would increase the risk of additional flooding, flash-floods and landslides. All field movement of IFRC personnel was monitored by the security focal point via SMS and phone calls. Adequate communications equipment and back up communications were required for all field travel, while dual SIM phones reduced the challenges of network dead spots. For activities in new areas, location specific safety and security assessments and mitigation measures were required. Personnel travelling by water were required to wear lifejackets at all times.


Planning, monitoring, evaluation, & reporting (PMER)


LRC was responsible for implementation and monitoring of all activities for the DREF operation with support from IFRC in country personnel. Support was provided from IFRC personnel to assist with reporting of activities and outcomes of the DREF operation.

Administration and finance

Operational expenses such as volunteer per-diem, accommodation, transportation, communication and coordination activities were regulated by IFRC procedures with the support of CCST. Finance and administration support to the operation was provided by LRC headquarters, with assistance from the finance and administration team of the IFRC CCST and APRO, when required.

C. DETAILED OPERATIONAL PLAN

 <p>Livelihoods and basic needs People reached: n/a Male: n/a Female: n/a</p>		
<i>Livelihoods and basic needs Outcome 1: Basic needs assistance for livelihoods security including food is provided to the most affected communities</i>		
Indicator:	Target	Actual
# of affected households received food assistance for basic needs	10,000	2,244
Narrative Description of Achievements		
Challenges		
<p>As mentioned earlier, 2,244 relief kits were distributed by LRC with funding support from another donor. This procurement of relief kits was conducted by LRC using their own procurement processes. Although this relief distribution was supposed to be covered by this DREF, it was finally covered by another source of funding and hence the budget for this component amounting to CHF 90,564, was unspent.</p> <p>LRC found the short timeframe for implementation of the DREF operation challenging. IFRC funding has some limitations that are not aligned with LRC regulations and capacities, both IFRC and LRC are working towards resolving these for future collaborations. It is also recognized that trainings on partners' rules and regulations should be incorporated to facilitate better financial management in future.</p>		
Lessons Learned		
<p>LRC would benefit from further support from IFRC to strengthen logistics, procurement and finance management systems, guidelines and SOPs. Further and ongoing support through Red Ready and Preparedness for Effective Response (PER) would be very useful.</p>		

 <p>Health People reached: 1,754 Male: 1,097 Female: 657</p>		
Health Outcome 1: The immediate risks to the health of affected populations are reduced		
Indicator:	Target	Actual
# of people directly reached to lessen immediate risks to the health	N/A	373
<i>Health Output 1.9: Target population is reached with Search and Rescue activities</i>		
Indicator:	Target	Actual

# of people in target communities supported by search and rescue activities	N/A	1,754
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Narrative Description of Achievements

During the first two weeks of the operation rescue teams operated in Champasak and Savannakhet provinces. There were a total of four rescue teams deployed with four rescue boats. One team from each of the chapters and two teams from LRC HQ and Vientiane chapter.



LRC conducting evacuation by boat in Champasak province. (Photo Lao Red Cross)

The rescue teams conducted boat rescue/ evacuation as well as first aid support. The total amount of support provided included:

- Rescue 1,754 people (a total of 1,097 male and 657 female) including one pregnant woman
- First aid support to 373 people

Other LRC chapters provided support to Provincial government to rescue and support at evacuation centres.

Rescue equipment and PPE was procured and provided to LRC for use by Chapter rescue teams. This included the following items:

Items	Quantity
Flashlight	30
Rubber Boot	30
Rope (30 m)	10
Raincoat	30
Life Ring	7
Life Jacket	30
Small Megaphone	10

Challenges

LRC operates with semi-autonomous chapters that also report directly to provincial government. This causes issues with accountability and responsibility as well as ability to provide support, decisions and resources to chapters. It also means there is fragmented information sharing and communication between LRC HQ and chapters.

The capacity of each chapter varies depending on resources and support from provincial government.

LRC relies on deploying personnel from HQ to support Chapters during disaster response, which limits capacity to implement response activities. In this case the EA operation was paused for one month in order for available LRC capacity to be focussed on the DREF operation.

It was difficult for IFRC to provide oversight of the response operation as no IFRC personnel were permitted to deploy to monitor and support activities in the field. Also, LRC HQ did not receive consistent and detailed information or reporting from Chapters, which further limited ability to provide suitable support with planning, problem solving and decision making to meet the needs in the affected areas.

Lessons Learned

More consistency of training and capacity needs to be provided to LRC HQ and chapters to enable them to respond and undertake actions required to support affected population.

Improvement of SOPs and training at HQ and chapter level to ensure effective preparedness for response, capacity to respond and conduct needs assessments along with clear and regular information sharing, coordination and support at all levels

Stronger communication and information sharing between LRC HQ leadership and LRC chapter leadership to ensure the LRC leadership and heads of departments are able to understand the situation on the ground and assist with problem solving, decision making and provision of resources, equipment and personnel to support chapters, based on a good understanding of needs.

LRC should communicate and inform to Lao Government the reasons and usefulness of having IFRC fully engaged as a partner for disaster response.



Water, sanitation and hygiene

People reached: 11,905

Male: 5,292

Female: 6,613

WASH Outcome 1: Immediate reduction in risk of waterborne and water related diseases in targeted communities

Indicator:	Target	Actual
# of households in target communities have reduced immediate risks of waterborne and water related diseases	N/A	2,381

WASH Output 1.2: Daily access to safe water which meets Sphere and WHO standards in terms of quantity and quality is provided to target population

Indicator:	Target	Actual
# of people in target population has access to safe water	N/A	8,637

WASH Output 1.4: Hygiene promotion activities which meet Sphere standards in terms of the identification and use of hygiene items provided to target population

Indicator:	Target	Actual
# of communities reached for hygiene promotion activities	5,000	11,905

Narrative Description of Achievements

LRC chapters deployed emergency WASH teams to provide clean water supply to affected population over the period 13 September 2019 to 12 January 2020. These were a combination of chapter personnel (staff and volunteers), supported by LRC HQ staff. They operated AP 700CL water purification units, also known as Man-pack. Two units were deployed under the DREF operation in the provinces of Champasak and Sekong. Another two units were deployed to Khammouane province (supported by the Government) and Savannakhet province (supported by Swiss RC). LRC also distributed 20L water containers to the most vulnerable in each target community. A total of 700 water containers were distributed.

The total amount of clean water produced and distributed by LRC to affected population in the provinces of Sekong (Dak Jung and Kaleum) and Champasak (Sanasmoboun) was 498,330 litres to a total of 8,637 people. The details of water supply are shown in the table below:

Amount of clean water supply provided						
Province	Districts	No. of villages	HH	F	M	Litres
Sekong	Dak jeung	3	374	1,230	1,558	90,450
	Ka leum	3	177	534	515	86,380
Champasak	Xanasomboon	4	846	2,707	2,093	321,500
Total		10	1,397	4,471	4,166	498,330



Provision of clean water supply in Xanasomboon district, Champasak Province using the AP 700CL water purification unit. (Photo: Lao Red Cross)

Distribution of water containers Ka Leum district, Sekong Province. (Photo: Lao Red Cross)

As part of the second allocation of the DREF, awareness activities including hygiene promotion, ECV and PGI were carried out. These were conducted as a combined activity in affected districts and villages that had not yet received support from LRC or other organizations. Refresher training sessions were conducted at LRC chapter level to prepare staff to undertake the awareness activities. Awareness activities were conducted over a three-week period before mid-January 2020. The sessions were conducted through meetings with community groups and at schools to present information and provide demonstrations on each of the three components. The awareness sessions included information on the following topics:

- Hand washing and personal hygiene
- Community cleaning activities to minimize secondary affects
- How to minimize risks of vector and waterborne diseases
- Basic awareness on child protection and SGBV

To conduct awareness activities, LRC deployed two teams each from Sekong and Champasak chapters. Each team consisted of five personnel. The awareness sessions were conducted as community events with demonstrations by LRC of good practices along with presentations on key topics. The teams conducted awareness activities in one community each day and then moved to the next target community. Awareness activities were conducted in 74 villages across six districts of Sekong and Champasak provinces reaching a total of 11,905 people. The following table provides details of awareness activities:

Number of awareness activities – hygiene promotion, PGI, ECV					
Province	District	No. of village	No. of participant	F	M
Sekong	Ka leum	11	1,576	829	747
	Dak Jeung	22	1,982	1,180	802
Champasak	Xanasomboon	17	3,650	2,185	1,465
	Champasak	7	2,585	1,354	1,231
	Soukhuma	7	1,435	734	701
	Mounlapamok	10	677	331	346
Total		74	11,905	6,613	5,292



Awareness activity in Soukhuma district and at a school in Mounlapamok district on handwashing and personal hygiene measures. (Photo: Lao Red Cross)

Challenges

Due to lack of communication and coordination between LRC HQ and chapters, along with variable capacity, there was a lack of overall needs assessment and building of detailed information and requirements in order to plan and implement activities.

LRC has limited volunteers that are trained and ready to deploy to support disaster response. Most activities are undertaken by staff from either HQ or Chapter. There is mostly use of “ad hoc” volunteers at community level to provide support in their area, which means they have no training or need to be trained to conduct activities. This slows down response time and limits the capacity to support affected communities on a larger scale in multiple areas at once.

Lessons Learned

Need to improve coordination and communication between LRC HQ and chapters to ensure quality information gathering and information sharing to enable planning and deployment of resources to support needs.

LRC needs to improve its ability to deploy teams from unaffected chapters to increase support to most affected and where there is the greatest need.

Improve SOPs for disaster response roles and responsibilities at each level and for each position at HQ and chapters.

Increase training of staff and volunteers in all aspects of disaster response - rescue, first aid, needs assessments, water supply, logistics and finance, awareness activities on PGI, ECV, hygiene promotion, etc.

Along with more dedicated training, also conduct simulation exercises in order to train and improve capacity and improve standards. In addition, practice establishment of emergency operation centres and train reporting and information sharing.

Continued training for emergency WASH is a priority for LRC in order to have more personnel available to support WASH activities during disaster response. It is important to provide refresher trainings to continue developing the knowledge and skills of staff and volunteers in emergency WASH, as well as a way to retain the interest of volunteers in particular.

LRC should evaluate level of equipment required to maintain a strong water purification capacity with ability to deploy multiple teams into an affected area in order to provide a quicker response to meet the needs of the affected population. There is also ongoing support and budget (from IFRC) for consistent and systematic operation and maintenance of equipment and spare parts to ensure the machines are in a ‘deploy-ready’ state.



Protection, Gender and Inclusion

People reached: 11,905

Male: 5292

Female: 6613

Inclusion and Protection Outcome 1: Communities identify the needs of the most vulnerable and particularly disadvantage and marginalised groups, as a result of inequality, discrimination and other non-respect of their human rights address their distinct needs

Indicator:	Target	Actual
DREF operations address the needs of vulnerable groups to ensure equitable access to assistance	Yes	Yes

Inclusion and Protection Output 1.1: NS programmes improve equitable access to basic services, considering different needs based on gender and other diversity factors

Indicator:	Target	Actual
% of DREF activities recorded SADD data	n/a	100%

Inclusion and Protection Output 1.2: Emergency response operations prevent and respond to sexual- and gender-based violence and all forms of violence against children

Indicator:	Target	Actual
# of communities or evacuation centres received protection or referral messaging	4	74

Narrative Description of Achievements

LRC ensured that most vulnerable in affected communities were provided with priority for clean water supply.



Community awareness Ka Leum district, Sekong province.
(Photo: Lao Red Cross)

PGI messaging was included in awareness activities within communities. The messaging focussed on basic understanding of child protection and SGBV. LRC personnel from chapters involved in the awareness activities received refresher training at their chapter prior to conducting the activities.

During the second phase of the DREF operation PGI messaging and awareness activities was conducted as part of a combined awareness campaign with WASH and Health awareness through affected communities. To conduct awareness activities LRC deployed two teams from Sekong chapter and two teams from Champasak chapter. Each team consisted of five personnel with a mix of male and female in each team. The awareness sessions were conducted as community events with demonstrations by LRC of good practices along with presentations on key topics. The teams conducted awareness activities in one community each day and then moved to the next target community.

This awareness campaign reached a total of 41 villages across six districts of Sekong and Champasak provinces reaching a total of 11,905 people. Details of awareness activities are shown in the following:

Number of Awareness Activities – Hygiene Promotion, PGI, ECV					
Province	District	No. of Village	No. of Participant	F	M
Sekong	Ka leum Dak Jeung	11	1,576	829	747
		22	1,982	1,180	802
Champasak	Xanasomboon Champasak Soukhuma Mounlapamok	17	3,650	2,185	1,465
		7	2,585	1,354	1,231
		7	1,435	734	701
		10	677	331	346
Total amount		74	11,905	6,613	5,292

Challenges

Due to commitment for other projects and EA operation, LRC was unable to provide personnel from HQ to conduct refresher training for chapter staff and volunteers to conduct PGI, ECV and Hygiene Promotion activities. Instead trained staff from chapters were utilised to provide refresher training prior to conduct of activities.

LRC does not maintain a roster of volunteers for disaster response at chapter level.

Lessons Learned

LRC have identified it as a priority to continue to train chapter staff and also to engage and train volunteers at chapter level to be able to conduct awareness activities such as PGI, ECV and hygiene promotion.

It is important for LRC to have a larger number of trained volunteers that are able to be mobilised to support disaster response will enable more timely and effective support to affected communities.

Strategies for Implementation

Outcome S1.1: National Society capacity building and organizational development objectives are facilitated to ensure that National Societies have the necessary legal, ethical and financial foundations, systems and structures, competences and capacities to plan and perform

Indicator:	Target	Actual
# of volunteers have access to existing protection measures and policies	100%	100%

Output S1.1.4: National Societies have effective and motivated volunteers who are protected

Indicator:	Target	Actual
# of volunteers are insured under SOS	100%	0

Narrative Description of Achievements

All volunteers (and staff) received briefing prior to engagement in the activities. They also received refresher training at chapter level for hygiene promotion, PGI and ECV awareness messaging to be conducted in the targeted affected communities.

LRC does not have a consistent volunteer base, and mostly utilizes ad hoc volunteers from communities. As these volunteers are on ad hoc basis and from within the community, there is a limited capacity to cater insurance services.

Challenges

LRC does not maintain a roster of volunteers for disaster response at chapter level.

Lessons Learned

LRC has identified the importance to engage and train volunteers at chapter level for disaster response and maintain a roster of volunteers to be mobilized when necessary.

Outcome S2.1: Effective and coordinated international disaster response is ensured

Indicators:	Target	Actual
% of people reached by the disaster response operations to the people affected by these emergencies	Minimum 5%	4.5%
IFRC engages in inter-agency coordination at the country level	yes	yes

Output S2.1.1: Effective response preparedness and NS surge capacity mechanism is maintained

Indicator:	Target	Actual
Emergency Plan of Action is revised	n/a	1

Output S2.1.4: Supply chain and fleet services meet recognized quality and accountability standards

Indicator:	Target	Actual
% compliance with IFRC logistics procedures	100%	100%

Output S2.1.6: Coordinating role of the IFRC within the international humanitarian system is enhanced

Indicator:	Target	Actual
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% of operations involving international humanitarian system supported by IFRC	100%	100%
Narrative Description of Achievements		
<p>The cluster system was not activated during this response, as the government of Lao PDR determined it would be a government led response.</p> <p>IFRC operations manager and LRC programme officer attended the IASC meeting held by NDMO and UN RC that informed that there would be no declared emergency by government of Lao PDR. The meeting informed there would only be one needs assessment conducted by NDMO, international donors and international organizations would then be invited to attend a conference where the government would present the findings of the needs assessment and provide any requests for funding to assist in any required recovery programme.</p> <p>IFRC and LRC also attended INGO disaster committee meetings to coordinate and share information with INGOs operating in Laos.</p> <p>The EPoA was revised to provide a second allocation of budget and extension of timeframe to provide further assistance to affected population through awareness activities (hygiene promotion, PGI, ECV).</p>		
Challenges		
<p>There was limited coordination at interagency and government level due to Lao Governments directive to have a localised response. Along with no foreigners able to deploy into the field to support disaster response operation, there was also inconsistent information sharing of the needs on the ground.</p> <p>The Lao Government through National Disaster Management Office (NDMO) conducted the recovery needs assessment internally and then provided a report on what it determined the needs in affected areas. However, the methodology was limited and therefore it was difficult to verify and validate the outcomes of the assessment.</p>		
Lessons Learned		
<p>LRC should communicate and inform to Lao Government the reasons and usefulness of having IFRC fully engaged as a partner for disaster response.</p> <p>IFRC needs to get an MoU signed with Lao Government, Ministry of Foreign Affairs, in order to have status in Laos that would provide more scope to advocate and enable direct support to disaster response operations.</p>		
Outcome S2.2: The complementarity and strengths of the Movement are enhanced		
Indicator:	Target	Actual
Complementarity and strengths of the Movement are enhanced	Yes	Yes
Output S2.2.1: In the context of large-scale emergencies the IFRC, ICRC and NS enhance their operational reach and effectiveness through new means of coordination.		
Indicator:	Target	Actual
# of RCRC coordination meetings	N/A	Several
Narrative Description of Achievements		
<p>IFRC operations manager conducted close coordination with PNS (Swiss RC) that were providing bilateral support to LRC response operation. Meetings were conducted regularly to ensure strong coordination and cohesion of support to LRC.</p>		
Challenges		
<p>Whilst coordination between IFRC and PNS was consistent, there is a need to ensure that consistent information and reporting provided to both IFRC and PNS from LRC. To ensure clear understanding of needs and requests for support</p>		
Lessons Learned		
<p>IFRC needs to support LRC further with development of SOPs and training to ensure the standard of response is improved by increasing capacity at LRC HQ and chapters in communication, coordination, reporting and use of SOPs for all parts of a response operation.</p>		

Outcome S3.1: The IFRC secretariat, together with National Societies uses their unique position to influence decisions at local, national and international levels that affect the most vulnerable		
Indicator:	Target	Actual
The IFRC secretariat, together with National Societies uses their unique position to influence decisions at local, national and international levels that affect the most vulnerable.	Yes	Yes
Output S3.1.1: IFRC and NS are visible, trusted and effective advocates on humanitarian issues		
Indicator:	Target	Actual
# of media log is kept and shared on a monthly basis	1	1
Narrative Description of Achievements		
<p>During the operation the activities under this DREF has been documented and shared widely through IFRC media platforms and Lao Red Cross social media webpage.</p> <ul style="list-style-type: none"> IFRC Southeast Asia Newsletter, September 2019, October 2019 issues reported on the release of DREF and the activities. Lao Red Cross Facebook posts: 12 Sep 2019, 13 Sep 2019 (1), 13 Sep 2019 (2), 19 Sep 2019 (1), 19 Sep 2019 (2), 19 Sep 2019 (3), and 24 Sep 2019 		
Output S3.1.2: IFRC produces high-quality research and evaluation that informs advocacy, resource mobilization and programming.		
Indicators:	Target	Actual
# of lessons learned workshops conducted	1	1
<p>A lesson learned workshop was conducted in January 2020 before the end of the operation. It was led by LRC in order to ensure ownership of lessons and recommendations for changes to be implemented. The findings of the lessons learned workshop were reported to LRC leadership for action on recommendations, and utilised in final reporting.</p>		
Outcome S3.2: The programmatic reach of the National Societies and the IFRC is expanded.		
Indicator:	Target	Actual
Work in planning and reporting to ensure effective accountability internally and externally	Yes	Yes
Output S3.2.1: Resource generation and related accountability models are developed and improved		
Indicator:	Target	Actual
Reporting deadlines are respected	Yes	Yes
Narrative Description of Achievements		
<p>An operation update was produced as per IFRC requirement in order to inform and request of second allocation of the DREF for the following:</p> <ul style="list-style-type: none"> replenishment for LRC distribution of relief kits to 2,000 families valued at CHF 89,612. See budget for details. include budget for further WASH activities focussing on hygiene promotion in affected communities ECV refresher/mobilization of volunteers and awareness activities PGI messaging as part of combined awareness activities <p>The operations update also informed and requested the extension of the DREF operation until 31 January 2020.</p> <p>The final report has been produced as per IFRC requirement in order to close the operation and inform of completion of requirements.</p>		
Challenges		
<p>IFRC personnel were not able to support LRC response operation in the affected areas. Also, LRC does not have SOPs that direct how coordination, communication, information sharing, conduct of needs assessments and decision making should occur between chapter and HQ. Therefore, it was difficult to receive good information from the field in a structured and consistent manner</p>		
Lessons Learned		
<p>LRC needs to develop a full portfolio of SOPs to cover all requirements of disaster response.</p> <p>Training at HQ and chapter level is required to improve capacity for disaster preparedness and response.</p>		

Outcome S4.1: The IFRC enhances its effectiveness, credibility and accountability		
Indicator:	Target	Actual
% of operations in accordance to established guidelines	100%	100%
Output S4.1.3: Financial resources are safeguarded; quality financial and administrative support is provided contributing to efficient operations and ensuring effective use of assets; timely quality financial reporting to stakeholders		
Indicator:	Target	Actual
% of compliance with IFRC financial procedures	100%	100%
Narrative Description of Achievements		
<p>LRC finance team was supported by IFRC CCST finance manager to ensure compliance with financial procedures.</p> <p>Note: 100% of activities undertaken as part of the DREF operation were in accordance with established guidelines and IFRC financial procedures. However, the procurement of “relief kits” that was conducted independently by LRC, and then to be included for reimbursement as part of the DREF second allocation, had significant issues with process and documentation. This was the reason that reimbursement of these relief kits was not approved.</p>		
Challenges		
<p>The capacity of LRC finance team at HQ and chapter is inconsistent.</p> <p>The procurement committee from LRC HQ that conducted the procurement of relief kits (prior to this being offered to be included in second instalment of DREF) did not follow LRC procurement guidelines. There were significant inconsistencies with the procurement process and documentation.</p>		
Lessons Learned		
<p>LRC requires significant support from IFRC to improve the capacity of finance and logistics procedures and management at HQ and chapters. There need to be SOPs developed and trained at HQ and chapters, in order to ensure compliance with IFRC finance and logistics guidelines and requirements.</p>		

D. BUDGET

The total budget allocation for the DREF operation was CHF 196,450 with a total of CHF 74,701 (38%) was utilised. The major reason for large underspend of total budget was because the budget allocated for the purchase of livelihood relief kits (CHF 90,564), remained unspent, as it was procured by LRC using funds from other sources. Other variance in budget reflects the actual needs on the ground and allocation of resources to meet requirements of affected population from review throughout the operation. This also takes into consideration bi-lateral, government and other donor support to LRC.

The balance of funds will be returned to the DREF pool. For further details on expenditure, please refer to the [attached](#) final financial report.



- Click [here](#) for Information Bulletin
- Click [here](#) for DREF EPoA

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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.

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.**

DREF Operation

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2019/09-2020/4	Operation	MDRLA006
Budget Timeframe	2019-2020	Budget	APPROVED

Prepared on 19/May/2020

All figures are in Swiss Francs (CHF)

MDRLA006 - Laos - Podul Floods

Operating Timeframe: 13 Sep 2019 to 31 Jan 2020

I. Summary

Opening Balance	0
Funds & Other Income	196,450
DREF Allocations	196,450
Expenditure	-74,150
Closing Balance	122,300

II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction			0
AOF2 - Shelter			0
AOF3 - Livelihoods and basic needs	96,451		96,451
AOF4 - Health	19,660	3,417	16,243
AOF5 - Water, sanitation and hygiene	34,346	35,940	-1,595
AOF6 - Protection, Gender & Inclusion	1,215		1,215
AOF7 - Migration			0
Area of focus Total	151,672	39,357	112,315
SFI1 - Strengthen National Societies	96		96
SFI2 - Effective international disaster management	33,886	31,280	2,606
SFI3 - Influence others as leading strategic partners	7,797	3,513	4,284
SFI4 - Ensure a strong IFRC	2,999		2,999
Strategy for implementation Total	44,778	34,793	9,985
Grand Total	196,450	74,150	122,300

DREF Operation

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2019/09-2020/4	Operation	MDRLA006
Budget Timeframe	2019-2020	Budget	APPROVED

Prepared on 19/May/2020

All figures are in Swiss Francs (CHF)

MDRLA006 - Laos - Podul Floods

Operating Timeframe: 13 Sep 2019 to 31 Jan 2020

III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
Relief items, Construction, Supplies	110,540	20,179	90,360
Food	87,774		87,774
Water, Sanitation & Hygiene	19,911	17,577	2,334
Utensils & Tools	2,855	2,603	252
Land, vehicles & equipment	400	606	-206
Computers & Telecom	400	606	-206
Logistics, Transport & Storage	23,639	2,253	21,386
Distribution & Monitoring	930		930
Transport & Vehicles Costs	22,709	2,253	20,455
Personnel	2,373	5,693	-3,321
National Staff		5,693	-5,693
Volunteers	2,373		2,373
Workshops & Training	16,897	3,298	13,598
Workshops & Training	16,897	3,298	13,598
General Expenditure	30,612	37,594	-6,982
Travel	30,312	37,496	-7,184
Office Costs	100	48	52
Communications		47	-47
Financial Charges	200	4	196
Indirect Costs	11,990	4,526	7,464
Programme & Services Support Recover	11,990	4,526	7,464
Grand Total	196,450	74,150	122,300