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# Final Report

## Lao People's Democratic Republic: Flash Floods

 International Federation  
of Red Cross and Red Crescent Societies

<b>Emergency Appeal</b>	<b>Operation n° MDRLA005</b>
<b>Date of Issue:</b> 30 June 2020	<b>GLIDE n°</b> <a href="#">FF-2018-000118-LAO</a>
<b>Operation start date:</b> 26 July 2018	<b>Operation end date:</b> 30 April 2020
<b>Host National Society:</b> Laos Red Cross Society	<b>Operation budget:</b> CHF 2,892,493 (93.5% covered as of 30 April 2020)
<b>Number of people affected:</b> 13,100	<b>Number of people assisted:</b> 7,500 (1,500 households)
<b>Red Cross Red Crescent Movement partners currently actively involved in the operation:</b> American Red Cross, Australian Red Cross, The Canadian Red Cross Society, Danish Red Cross, German Red Cross, Hong Kong branch of Red Cross Society of China, Italian Red Cross, Japanese Red Cross Society, Red Cross of Monaco, The Republic of Korea National Red Cross, Spanish Red Cross, Swedish Red Cross, Swiss Red Cross, Thai Red Cross Society, and the Netherlands Red Cross, Viet Nam Red Cross Society, International Federation of Red Cross and Red Crescent Societies (IFRC), and the International Committee of Red Cross (ICRC).	
The Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO); Facebook, Intercontinental Hotels Groups (IHG), the Governments of Canada, Chile, Italy, Luxembourg, the Netherlands, New Zealand, Spain and Switzerland (Swiss Agency for Development and Cooperation, SDC); the United Nations Development Programme (UNDP), and Western Union Foundation have also contributed financially to the operation.	
<b>Other partner organizations actively involved in the operation:</b> Lao PDR Department of Disaster Management and Climate Change (DDMCC); and Lao PDR Ministry of Labour and Social Welfare.	

The Emergency Appeal sought CHF 2,892,493 of which CHF 2,690,224 was raised (93 per cent coverage). The total expenditure recorded was CHF 2,272,508 (84 per cent of income), leaving a balance of CHF 417,716. The balance will be transferred to the IFRC Operation Plan 2020. Partners and donors who have any queries or require clarification regarding the reallocation of balance are requested to contact IFRC Asia Pacific Regional Office within 30 days of report.

## A. Situation analysis

### Description of the disaster

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. According to [UN Information Bulletin No. 5](#), all provinces in Lao PDR were affected, including 2,382 villages, 126,736 households, and 616,145 people. 1,779 houses were destroyed and 514 damaged. 90,000 hectares of paddy fields and 11,000 hectares of other plantations have been destroyed, and 630 kilometers of roads and 47 bridges have been damaged, report says. According to the findings from the Post-Disaster Need Assessment (PDNA) conducted by Laos' Ministry of Labour and Social Welfare, and facilitated by the UN, World Bank, and the EU, the total damage reportedly added up to USD 147 million, while the total loss added up to USD 225 million. The most affected sectors overall were agriculture and transport, which contributed to 90 per cent of damages and losses. The most affected provinces were Vientiane Capital, Khammouane, Huaphanh and Attapeu. Attapeu was most affected per capita. As the floods increasingly affected other

parts of the country, the Humanitarian Country Team enhanced the Disaster Response Plan by expanding the focus of the operation from Attapeu to cover the entire country. The Lao Red Cross responded according to the original plan. This Emergency Appeal operation remained focused on Attapeu flash flood response and recovery.

## Summary of the current response

### Overview of Host National Society

Lao Red Cross (LRC) assisted in the rescue and recovery operations from the day after the dam collapse and began formulating a response plan with partnering organizations on 25 July 2018. LRC mobilized rescue teams into the affected areas, augmenting the local government response forces in the operations. Based on initial information and assessments, the main needs related to food items, non-food items (including mosquito nets), hygiene kits, and emergency shelter supplies (tarpaulins and toolkits). The recovery phase of the operation began in January 2019 targeting 1,500 households or 7,500 people reached.

From 14 to 25 March 2019, LRC Headquarters and Attapeu provincial branch carried out a series of assessments on the needs of the affected communities in 12 villages of Attapeu Province which were recommended by the district government as priority areas. LRC verified the final people targeted in the third week of April 2019 through a door to door survey. The assessment and survey led to the identification of 314 households that needed shelter repairs, and 519 households that needed latrine rehabilitation (latrine construction or repairment), during the recovery phase of the operation. The team also selected 557 households who needed livelihood support specifically Pig rearing (for 123 families), Poultry farming (for 431 families) and kitchen gardening (for three families). In addition, LRC conducted a workshop on lessons learnt, to review the effectiveness of their emergency response during the first six months after the flash floods occurred in July 2018.

It should be noted that activities completed under the relief phase of the operation were adjusted based on the support provided by other actors as well as evolving priorities of the affected population. Variances to the intended targets are explained in the “remarks” section of the matrix. The matrix below (Table 1: Emergency Appeal activities for Relief Phase) captures the activities completed during the initial relief phase.

Table 1: Emergency Appeal (EA) activities for Relief Phase				
No.	Contents	Supported Households	Proposed Target Households	Remarks
<b>Distribution of food items</b>				
1	Relief kit ( <i>see table 1 below for details</i> )	500	Changed from 1,500 to 500	The EA provided <b>500</b> kits. All of which have been distributed. Through bilateral support from Thai Red Cross Society (TRCS), additional 838 were also distributed.
2	Clean water	988	1,500	Under the EA, 3,750 people (750 households) in Tamoyod village were provided with clean water during September – December 2018. In addition, during the first four weeks of the operation, at least 238 households were provided with water in Sanamxay school collective site. There was no distribution of clean water after December 2018 as the public water supply system had been restored in the areas.
<b>Distribution of household items</b>				
1	Mosquito nets	1,486	1,500	The EA distributed 1,486 units of mosquito nets which were from Australian Red Cross' in-kind contribution to the Appeal. The remaining stock of 14 are in the warehouse and will be distributed when need arises.
2	Hygiene kits ( <i>in-kind support by Korea National Red Cross (KNRC)**; see table 2 below for details</i> )	2,203	1,500	All 2,203 households were provided with hygiene kits which were sent by the KNRC as in-kind support to the EA.
3	Tarpaulins	1,500	Changed from 1,500 to 500 as German Red Cross (GRC) distributed 1,000 tarps.	GRC, through its bilateral support to LRC, distributed tarpaulins to 1,000 additional households.
4	Shelter Tool Kits (STK)	500	Changed from 1,500 to 500 as GRC distributed 1,000 STKs.	500 STKs from IFRC and 1,000 from GRC were all distributed.

5	School items	0	1,500	Deprioritised due to the support by other humanitarian actors
6	Dignity kits	814	Changed from 1,500 households to 814 households	Through direct donations, LRC was able to distribute items such as sanitary napkin, diaper, lingerie, children shoes or bras to over 350 families. Other agencies also stepped in to fill the gap during the relief phase. Recent assessment by IFRC shows that the needs still exist especially for consumable items. Therefore, 814 households have been provided with dignity kits over the last week of December 2018.
7	Solar lamps	814	500 but changed from solar lamp to torchlights	The hygiene kits that had already been distributed included torchlights with batteries (refer to the above section "Dignity kits"). Therefore, the plan to give out solar lamps was suspended. However, recent assessment shows that additional torchlights would be needed at latrine and bathroom at night, and that torchlights are cost effective and available at the local market.
8	Unconditional cash distribution	1,464	1,500 but changed to 1,464 in accordance with the current number of the totally damaged households who live in camps and transitional shelters.	A total of 1,464 households have received the unconditional cash grants during 14-17 January 2019. There were two levels of cash grant, namely, LAK 600,000 (CHF 69) distributed to a household with up to four members, and LAK 900,000 (CHF 103) to a household with more than four members. The amount of CHF172 was calculated based on the household minimum expenditures basket (MEB) to support food and basic needs.
<b>Orientation / Promotion / Prevention activities</b>				
1	Health education	2,117	1,500	-
2	Hygiene promotion	1,908	1,500	-
3	Orientation for Shelter Tool Kit	500	Changed from 1,500 to 500	GRC supported 1,000 kits

**Table 2: The contents of the food relief kit from Thai Red Cross Society (TRCS)**

No.	Items	Unit	Qty
1	Rice (5kg)	bag	1
2	Instant noodle	pack	30
3	Canned rice	can	6
4	Canned mackerel in tomato sauce	can	6
5	Canned mackerel in chili sauce	can	6
6	Pickle	can	6
7	Canned chili paste	can	2
8	Canned eggs with chicken	can	6
9	Instant chocolate beverage	pack	1
10	Household medicine	set	1

No.	Items	Unit	Qty
11	Flashlight with battery	Set	1
12	Candle	Pc	2
13	Lighter	Pc	1
14	Mosquito repellent spray (30ml)	Bottle	1
15	Salt (400 gm)	Bag	1
16	Garbage bag (30'x40')	Pc	6
17	Garbage bag (18'x20')	Pc	6
18	Clotrimazole cream (10gm)	Tube	1
19	Plastic bag	Bag	1
20	Medicine (CPM, Antacid tab, ORS powder, bandage)	Set	1

**Table 3: The contents of the Hygiene kits from Korea National Red Cross (KNRC)**

No.	Items	Unit	Qty
1	Body soap (100 g)	bars	12
2	Laundry soap (250 g)	bars	5
3	Toothpaste (120 g)	pcs	3
4	Toothbrush	pcs	3
5	Disposable razor	pcs	5
6	Sanitary pads (medium)	pack	6
7	Toilet paper (12 rolls)	pack	1
8	Bath towel (1,300x700 mm)	pcs	2

Through bilateral support to LRC, GRC assisted the Shelter component of the EA during the emergency phase, under which tarpaulins and shelter tool kits were given to 1,000 families, along with shelter orientation. With the above distribution by GRC, IFRC later reduced the number of its own target recipients of tarpaulins and shelter tool kits under the EA from 1,500 to 500 households, while maintaining the number of people reached at 1,500 households. GRC agreed to lead the implementation of these distributions together with providing shelter orientation. IFRC provided logistics arrangement such as the erection of GRC warehouse tent and delivered relief goods to distribution points.



Lao Red Cross Attapeu branch staff were given training on Emergency WASH during 27-28 June 2019. (Photo: Lao Red Cross)

As a direct support to LRC, TRCS contributed food relief kits to 1,309 families since the beginning. During January 2019, LRC completed food distribution, in collaboration with WFP, to 5,398 people (1,085 households) in seven villages (Sompoy, Pindong, Nongkhae, Phonsad, Had-Oudomsay, Saydonkhong and Tamoyod) under Sanamxay district. Therefore, the targeted people for food items under the EA were reduced from 1,500 to 500 households.

In the Recovery Phase, the operational areas (district and province) which were targeted, experienced seasonal rains annually from May onwards, which restricted access and therefore implementation. Although the implementation was originally expected to be completed by January 2020, LRC faced delays due to (i) flooding in Southern Laos which took up LRC's attention requiring a pause in the implementation of activities under this EA operation; (ii) rainy season and poor road conditions prevented

access to implementation sites; and (iii) change of implementation modality for the shelter and livelihood components of the program from support-in-kind to conditional cash transfers.

Consequently, the operation underwent a third revision of the EPoA and was extended for three months (end date changed from 31 January 2020 to 30 April 2020). Change of priorities, context, needs of the population affected and support from other agencies, necessitated the following changes:

- Rehabilitation of classrooms in two schools were reduced to zero as other agencies supported the rehabilitation of the schools.
- Removal of Community-Based Health and First Aid activities.
- Removal of Participatory Hygiene and Sanitation Transformation (PHAST) and Child Hygiene and Sanitation Training (CHAST) training for the chapter staff, volunteers and teachers.
- Some National Society capacity enhancement activities were modified which included procurement of a new truck to enhance the National Society's logistical capacity.

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

The operation mobilized a number of RDRT members within the International Red Cross and Red Crescent Movement (Movement) such as the International Committee of Red Cross (ICRC) Regional Office in Bangkok, the IFRC Country Cluster Support Team (CCST) Bangkok, and IFRC Asia Pacific Regional Office (APRO).

**Table 4: List of surge capacity deployment**

No.	Function	Deployed number	Source
1	Operations Manager	4	APRO 1, CCST 1, Surge 2
2	Communications	3	Surge 1, RDRT 1, CCST 1
3	Relief	3	RDRT1, bilateral 2
4	WASH	3	RDRT1, bilateral 2
5	Relief & coordination	1	RDRT (ICRC) 1
6	Logistics	6	APRO 1, Surge 2, ICRC 1, RDRT 2
7	Finance	2	CCST 2
8	Cash	2	CCST 1, APRO 1
9	Reporting	1	CCST 1
10	Coordination	2	CCST 2
<b>Total</b>		<b>27</b>	<b>APRO 3, CCST 8, Surge 4, RDRT 5 (including 1 ICRC), bilateral 4 and ICRC 1</b>

GRC and Swiss Red Cross (SRC) have been present in the country to provide their support to the operation. For instance, GRC Shelter delegate worked with LRC and provided technical support to the host National Society in terms of both shelter technical expertise and project management experience. In addition, the GRC also regularly attended Shelter Cluster on behalf of LRC and coordinated with the cluster members on the same matter.

SRC was particularly interested in water, sanitation and hygiene promotion (WASH) aspect and attended the WASH Cluster meetings on behalf of LRC. SRC committed its support by providing one water purification unit (AP 700CL) directly to LRC and has shared the design of the household latrines and its bill of quantities as the reference for the EA operation.

### Overview of non-Red Cross Red Crescent actors in country

During the reporting period, IFRC Cash experts conducted a cash feasibility study and liaised with the cash working group members in country, such as, WFP, United Nations Capital Development Fund (UNCDF) as well as several financial institutions. The findings of the assessment were shared with the cash working group which sits under the Early Recovery cluster.

## Needs analysis, targeting, scenario planning and risk assessment

### Needs analysis

LRC and IFRC conducted planning workshop for the recovery phase at the end of October 2018, followed by a joint field assessment which was conducted at the beginning of November.

The planning workshop was an opportunity to discuss and update the needs of the targeted people three months after the disaster and compared between the actual needs and EPoA activities which had been planned three months ago. The workshop participants included LRC HQ technical staff who have been involved in the operation from its onset, LRC Attapeu chapter staff and IFRC (Acting Head of CCST, PGI Officer and Surge Operations Manager). The topics covered shelter, livelihood, health, WASH, DRR and PGI. At the end of the one-week workshop, the participants identified their respective activities and took part in the field assessment to review whether these activities are still relevant for the current situation or not.



April 2019: Villagers show the assessment team their farmland still buried under mud nine months after the dam collapse. (Photo: Lao Red Cross)

The field assessment was divided into two stages, including the preparation and the strategy development stage, and the actual field assessment stage. The preparation stage checked the contents of the proposed activities at the recovery phase, finalised the questionnaires and strategies of the assessment such as the creation of three teams and assigned the separate task which were household interview, group discussion and to check the condition of the water and sanitation facilities of the school and community. During the assessment stage, sector leads spent one day in each target area, namely Tamoyod, Pindong, Donbok, and Donbok-Hadyao.

The outcome of the assessment was discussed at LRC HQ to ensure the planned recovery activities correspond to the needs on the ground. The timeframe and budget of these activities were also discussed, which became as the fundamental source of the first revised EPoA.

At the same time the [key findings of the Post-disaster needs assessment \(PDNA\)](#) were also considered for this revision. The revised EPoA took into account Lao Government's goal for its recovery plan and tried to match the activities, while addressing the gaps.

From 15 to 25 March 2019, LRC carried out an assessment for 1,936 households in 12 villages: Khokkong, Thaouan, Donmuang, Donbok, Pindong, Tamoyod, Hinlad, Had-Oudomsay, Sompoy, Hadyao, Tangao and Hinsombat, under Samamxay district. These twelve villages were identified following the beneficiary selection process which was done in discussion with the provincial and district government. LRC also did the final verification of people targeted in the third week of April 2019 following the mechanism of door to door survey.

The assessment and survey resulted in further narrow down the number of people targeted for shelter repairs for 314 households and Latrines to 519 households (i.e. latrine construction for 456



SGBV Prevention and Child Protection training conducted for Lao Red Cross volunteers in Attapeu during 2-4 May 2019. (Photo: Lao Red Cross)

households and latrine repairment for 63 households) spread over 10 villages: Thaouan, Donmuang, Donbok, Pindong, Tamoyod, Had-Oudomsay, Sompoy, Hadyao, Tangao and Hinsombat. The assessment also identified 557 households those need livelihood support specifically Pig rearing (for 123 families), Poultry farming (for 431 families) and kitchen gardening (for three families).

In addition, the assessment team also selected the underneath villages/schools following consultation with District officials and concerned village leaders for the activities mentioned below:

**Table 5: List of Villages Consulted for Activities**

Activity	Village/school	Remarks
Rehabilitation of water facilities in the community	Don Maung	Repair of nine boreholes, set up new water tanks and connection with electric water pumps.
	Don Bok	Repair of existing water facilities in one point and connection with electric water pump.
Rehabilitation of water facilities in the school	NonHin Primary school and HinSom Bath Primary school	Boring of new boreholes, set up new water tanks and connection with electric water pumps.
	HadOudomxay Primary school and HadYao Primary school	Set up new water tanks and connection with electric water pumps.
Rehabilitation of sanitation facilities in the schools	HadOudomxay Primary school and HadYao Primary school	Construction of three-unit cubical latrines and hand washing facilities.

### Target areas for the recovery phase operation

The interventions under the Emergency Appeal operation focussed on assisting people residing outside temporary shelters. This was because, people residing in the shelters were primary targets for direct support by the Lao Government and majority of the aid agencies. The EA recovery phase aimed to help communities that were not reached by relief support. The following 12 villages were recommended by Attapeu district authorities as priority areas during the assessment in March 2019. Table 6 provides a list of villages which were identified as areas for support under the recovery phase:

**Table 6: Target Village and Different Types of Needs**

SI #	Name of Village	Total HH	Shelter repair	HH Latrine	Livelihoods	WASH	Health	DRR
01	Khokkong	228			✓	✓	✓	✓
02	Thaouan	170	✓	✓	✓	✓	✓	✓
03	Donmuang	228	✓	✓	✓	✓	✓	✓
04	Donbok	171	✓	✓	✓	✓	✓	✓
05	Pindong	94	✓	✓	✓	✓	✓	✓
06	Tamoyod	98	✓	✓	✓	✓	✓	✓
07	Hinlad	168			✓			
08	Had-Oudomxay	118	✓	✓	✓	✓	✓	✓
09	Sompoy	317	✓	✓	✓	✓	✓	✓
10	Hadyao	209	✓	✓	✓			
11	Tangao	69	✓	✓	✓			
12	Hinsombat	68	✓	✓	✓			

The Government of Laos had categorized its target areas into 1) totally damaged villages (six villages); 2) partially damaged villages (seven); and minor damaged villages (six). Altogether, there were 19 villages affected by the floods. For the first category, the government listed the number of sites for construction of permanent shelters, unconditional cash distribution, reconstruction and rehabilitation of schools, etc. In this connection, LRC directed its assistance towards villages listed under the second and third categories.

For the cash-based interventions completed in January 2019, considering the long process for disbursement of unconditional cash distribution by the government, it was decided that the cash support would be granted to the “totally damaged village” group which was deemed most in need of cash support.

### Risk Analysis

LRC identified its target areas, in coordination with provincial and municipality governments as well as village leaders. LRC also coordinated with humanitarian implementing partners to prevent duplication of recovery efforts.

The delay in reissuing ID card for people reached impacted the beneficiary registration and validation process for recovery interventions. It required intensive collaboration and cooperation with local authorities to avoid mistakes and double registration.

The slow process of restoring farmlands meant that affected families remained without jobs for a longer time. This was due to the severity of the damage, the scale of the affected areas, and the long-term recovery planning process of the government. Families with children lacked the means to afford basic necessities or to send their children to school which meant that the recovery interventions could create a positive long-term impact.

This was also the first time that LRC implemented such a huge operation under the Emergency Appeal. Given their lack of previous experience in relevant recovery work as well as limited human resources, especially due to the absence of technical staff in LRC (both in headquarters and in chapter), hard to reach villages, shortage of suppliers/vendors in the operational areas (district and province), there were inevitable delays in implementation. The project was extended for three months until the end of April 2020.



*Shelter need assessments conducted in April 2019.  
(Photo: Lao Red Cross)*

## B. Operational strategy

### Overall operational objective

The revised EPoA targeted the needs of 7,500 people (1,500 households) of the most vulnerable affected communities, and to maintain the timeframe for the implementation of the activities which will end in April 2020. The recovery phase focused on support for shelter, livelihood and basic needs, health, water and sanitation (WASH), Protection, Gender and Inclusion (PGI) and Disaster Risk Reduction (DRR).

### Areas of focus

The following were the areas of focus and the strategy used for the recovery phase:

1. **Shelter:** The initial plan was to repair 500 partially damaged houses either through the provision of construction materials or conditional cash intervention. During 15-25 March 2019, LRC carried out an assessment and during third week of April 2019, the team finally narrowed down the number of households to be assisted to 314 households from ten villages for shelter repair following door to door verification. This was because during the survey the team noticed that some of the houses were already repaired with own/external support. The selection of those people reached was conducted by the community, using the criteria decided by LRC to ensure the community engagement and accountability approach. LRC decided to implement shelter repair activities through the distribution of conditional cash and CGI sheets since the affected community had limited access to construction materials (especially quality CGI) as materials meeting minimum quality standards were not readily available in the local market. The community also selected local maintenance services who had experience in construction work. LRC's local engineer provided orientation and training for local carpenters and people reached with support from the Provincial Vocational School, on building safe shelters. At the same time, the operation identified two schools (PinDong and HinSom Bath primary schools) that needed repairs.

2. **Livelihoods and basic needs:** The government provided cash support (LAK 100,000 (CHF 11) / person / month) as monthly allowance plus LAK 5,000 (CHF 0.50) / person / day for food support. Altogether, the government's cash support amounted to LAK 250,000 (CHF 29) / person / month for people residing in camps and temporary shelter residences whose houses were totally damaged. However, the field assessment identified that the cash distribution by the government was delayed, and many residents had not received the cash yet. The assessment also suggested that LAK 150,000 (CHF 17) / person / month would better cover the needs of the affected people and to enable them to procure essential items and services. Therefore, LRC two levels of cash grant were proposed, namely, LAK 600,000 (CHF 69) for families with up to four members, and LAK 900,000 (CHF 103) for families with more than four members. The first distribution of cash grants was delivered last 14-17 January 2019. A total of 6,127 people (1,464 households) used the grants to obtain necessary items such as meat for food and bicycles for transportation/movement.

Apart from above, the recovery phase also focused on supporting people reached with their income-generating activities. Majority of the affected people were farmers but there was not enough farmland near the temporary shelters. Hence, they were forced to search for alternative options/work for earnings. During the assessment in March-April 2019, LRC selected 557 people reached (431 for poultry farming, 123 for pig rearing and three for kitchen gardening) and provided them with livelihoods support by distributing CHF 300 (either in cash or in kind), after they came up with a business plan. The cash distribution was conducted in phases to ensure accountability. This was carried out from February to March 2020 in two rounds of cash distribution in seven villages.

3. **Health:** Health sensitization and community-based messaging on Epidemic Control for Volunteers (ECV) and Community-Based Health and First Aid (CBHFA) trainings were given to communities and schools. Both ECV and CBHFA trainings were provided to local RC chapter staff, volunteers and teachers who then conducted awareness raising activities in the four targeted areas and three schools. There were several on-going Psychosocial Support (PSS) interventions being done by other humanitarian agencies. Therefore, all PSS activities under the revised EPoA were replaced with training sessions for volunteers on PSS during the recovery phase so that PSS activities could be scaled up in case of future emergencies. These activities started from January 2019 onwards. In addition, the rehabilitation of community health facilities was planned under the government plan of action. Therefore, the rehabilitation of community health facilities was removed from the operation.

4. **WASH:** Following the field assessment, four schools were identified where water and sanitation facilities needed to be rehabilitated by commissioned local workers. The assessment also suggested that the rehabilitation of household latrines was preferred over rehabilitation of community latrines. As a result, WASH activities were modified for the recovery phase to focus on rehabilitation of latrines at the household level, and not at the community level. After completing the assessment, the number of households requiring support for latrines was found to be 520. Among them 456 households needed construction of new latrines and 63 households need support for repairing their latrines. The construction of latrines was implemented either through hiring a construction company or providing the construction materials to the respective people reached. LRC recruited an engineer who assisted in designing and supervising the construction.

Trainings on Participatory Hygiene and Sanitation Transformation (PHAST) in the community, and an adapted version in schools, was also conducted after the training of the chapter staff, teachers and volunteers. The team translated and adapted the IFRC WASH guidelines for hygiene promotion in emergency operations and the 'Children Hygiene and Sanitation Training (CHAST)' methodology in Lao language.

To ensure good hygiene practices among the population, a top up of hygiene kit items was provided to 1,000 families over a 3 months' period during the recovery phase. In addition, emergency WASH training was added to the revised EPOA, taking into consideration the lessons learnt during the emergency phase where four water purification units were deployed and operated by trained LRC staff and volunteers mobilized from neighboring provinces. Therefore, it was suggested that the WASH activities establish and train a pool of volunteers who could operate the water purification units in Attapeu to reduce operational costs in the future.

5. **Protection, Gender and Inclusion (PGI):** During the response period, a number of children and women friendly spaces were set up by several aid agencies. Hence, further setup of these spaces was cancelled. Thus, a total of 2,188 dignity kits including torchlights were distributed to 814 households. PGI trainings for LRC staff and volunteers were completed in March- April 2019. The implementation of trainings on Child protection and Sexual and Gender-Based Violence (SGBV) prevention was carried out in the targeted villages from July 2019 onwards.

6. **Disaster Risk Reduction (DRR):** DRR activities and plans commenced at the middle of the recovery phase as planned. Awareness on climate change through Community Based Disaster Risk Reduction (CBDRR) was organized, particularly to sensitize the people in the communities and schools. Messages focused on encouraging environmental solutions. Vulnerability Capacity Assessment (VCA) was conducted to map out the vulnerabilities of the area.

## C. DETAILED OPERATIONAL PLAN



### Disaster Risk Reduction

People reached: 3939

Male: 2,017

Female: 1,922

#### DRR Outcome 1: Communities in high risk areas are prepared for and able to response to disaster.

Indicators:	Target	Actual
# of people in target communities are prepared and able to respond to disaster	4,000	3,939
Output 1.1: Communities take active steps to strengthen their preparedness for timely and effective response to disasters		
Indicators:	Target	Actual
# of contingency plans developed among target population	4	5

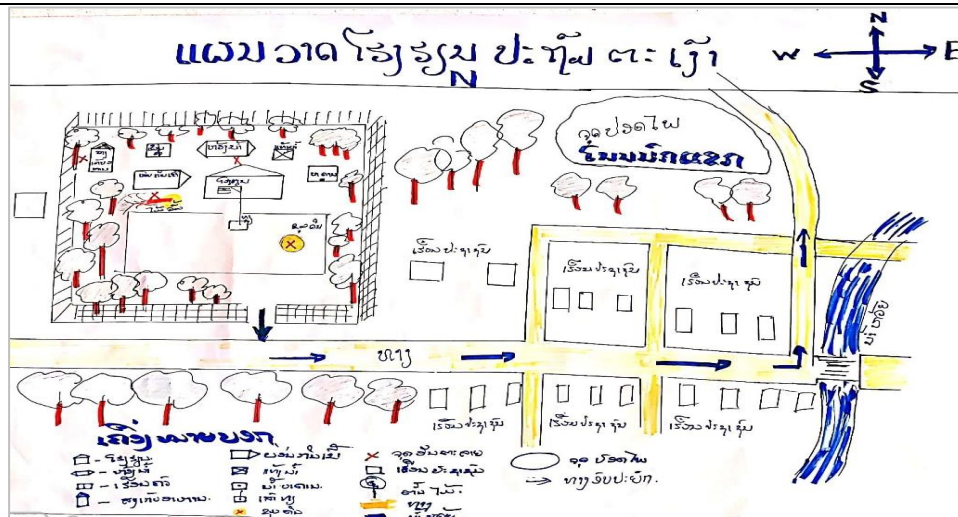
#### Narrative Description of Achievements

##### Recovery Phase

During the recovery phase of the operation LRC undertook several DRR activities to support the affected communities.

- Training of trainers (TOT) on CBDRR and School Safety was conducted in five target communities namely Had-Udomsay, Sompoy, Hadyao, Hinsombat, and Ta Ngo from 18 to 22 December 2019. A total 25 participants (six female) from LRC (Headquarter, Sekong and Chapasak branch), heads of villages and teachers from five schools (in the same communities), representatives from education ministry, representatives from labour and social welfare, and representatives from health ministry were present. This five-day training consisted of CBDRR methodology, school safety activities, Early Warning System (EWS) and VCA, and relevant topics which four days theory in the meeting room and one day VCA field practice in communities and schools. Participants shared the findings from the VCA exercise with community members, teachers and students.
- Public Education (PAPE) training for Red Cross Youth Volunteers (students) was conducted from 25-27 Feb 2020 in Attapeu province. There were 24 participants (10 female) from two schools – Sompoy High School and Chantrara High School and two teachers from each school. The purpose of this training was to i) Increase DRR knowledge which included a climate change component for youth volunteers, ii) provide PAPE for youth volunteers, and iii) Increase communication skills for youth volunteers. The three-day training included theory and practice which helped participants to develop IEC material to conduct awareness raising in the near future. The training included the component of DRR basic knowledge, disaster management cycle, hazards terminologies, climate change, basic knowledge of PAPE and Health in Emergencies.
- Vulnerability Capacity Assessment (VCA) – This activity was conducted together with CBDRR and school safety training with one day of theoretical instructions and one day of practical application, with five communities. There were 10 representatives from five communities, along with five teachers from five schools who participated in the training. The VCA training provided information on each type of risk assessment tool and helped participants identify the right tools to work with the community. The VCA field work showed that community members did not have knowledge of disaster management, nor did they have the equipment to respond to disasters. Similarly, in schools, the teachers and students did not know about school safety, and there were several risky areas in the school compounds which needed to be addressed.

Below is an image of the VCA map of Ta Ngo School (in local language):



VCA map of Ta Ngo School, Photo: Lao Red Cross

- The equipment for Early Warning Systems (EWS) response equipment were procured and distributed among ten communities. Based on the VCA conducted during TOT CBDRR training in five communities Had-Udomsay, Sompoy, Hadyao, Hinsombat, and Ta Ngo had identified that the equipment (detailed in the table below) were needed in order to assist the community to be prepared and respond to disasters. During CBDRR training, the heads of these villages recommended that LRC should support five more communities living along the river, so that they can communicate with each other and share information on preparedness and response to any disaster. Thus, five additional communities situated near the river named- Baan Mitsampan, Thadau, Nonhung, Tapak and Sekong also received the EWS equipment. The details of the items included in the EWS equipment is described in the table below:

Table 7: Details of Early Warning System and Response Equipment			
No.	Description	Unit	Quantity
Early Warning System			
1	Loudspeaker 150 W	Unit	30
2	Amplifier 250 W	Unit	10
3	Cable for loudspeaker (100 meters per one set)	Set	30
4	YAMAHA microphone with cable 5 m	Set	10
5	FM – AM radio	Unit	10
Response equipment			
1	Rope 9 mm (30 meters)	roll	10
2	Rubber boots	pair	50
3	Life ring	unit	30
4	Raincoat	piece	50
5	Flashlight	unit	100

- Mitigation and school safety items were procured for five schools, as a result of VCA conducted during TOT CBDRR and School safety training (18 to 22 Dec 2019). LRC and teachers including students worked together to identify the types of school safety equipment which protects from natural hazards, as well as man-made disasters. The list of equipment is given below:

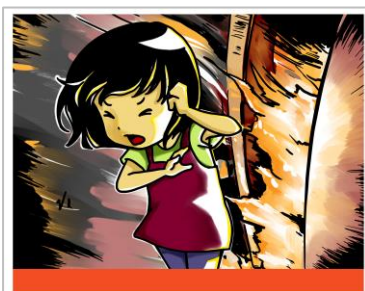
Table 8: Details of School Safety Equipment			
No.	Description	Unit	Quantity
Hadyao school			
1	Fencing around school 200 meters	set	20
2	Pole (for fencing) 12 cm x250 cm	unit	16
3	Sink for handwashing	set	1
4	Repair of classroom door	room	5
5	Fire extinguisher	unit	2
6	Trash Bin	unit	2
7	Cleaning products	set	1
8	Garden materials (shovel, hoe ...)	set	1
9	First Aid kits	set	1
Hin Sombat school			
1	Entrance Gate	unit	1
2	Sink for handwashing	set	1
3	Fencing Net	set	1

4	Ceiling Fan and electricity cable for 3 classrooms	set	6
5	Fire extinguisher	unit	2
6	Trash Bin	unit	2
7	Cleaning products	set	1
8	Garden materials (shovel, hoe ...)	set	1
9	First Aid kits	set	1
<b>Sompoy School (High school)</b>			
1	Fire extinguisher	unit	2
2	Trash Bin	unit	2
3	Sink for handwashing	set	2
4	Cleaning products	set	1
5	Garden materials (shovel, hoe ...)	set	1
6	First Aid kits	set	1
7	Ceiling Fan for 4 classrooms	set	16
8	Net for fencing 750 meters	roll	75
9	Key and Lock	set	4
10	Faucets (Sanwa)	unit	4
<b>Ta Ngo school</b>			
1	Electricity in school	set	1
2	Water pump to water tank	set	1
3	Sink for handwashing	set	1
4	Fire extinguisher	unit	2
5	Trash Bin	unit	2
6	Cleaning products	set	1
7	Garden materials (shovel, hoe ...)	set	1
8	First Aid kits	set	1
9	Net for fencing (400 meters)	roll	56
10	Ceiling Fan	unit	6
<b>Had Udomsay School</b>			
1	Net for fencing	roll	45
2	Sink for Handwashing	set	1
3	Fire extinguisher	unit	2
4	Trash Bin	unit	2
5	Cleaning products	set	1
6	Garden materials (shovel, hoe ...)	set	1
7	First Aid kits	set	1
8	Ceiling Fan	unit	6

Note: the items have been procured and are waiting to be delivered to schools and communities after the COVID-19 related government lockdown is lifted.

- Awareness materials have been produced and provided to schools. These consist of three hazard related comics – drought, flood and fire, eight posters on hazards such as floods, earthquake, tsunami, windstorm, wind fire, drought, landslide and chemical spills, and a board game on DRR. (Images below)

### Three thousand copies of three comics (1,000 each) on Fire, Flood and Drought



ຫ້າງຫາກະກຽມຕໍ່ໄພພິບັດ :  
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Poster 1: Fire



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Poster 2: Flood



ຫ້າງຫາກະກຽມຕໍ່ໄພພິບັດ :  
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Poster 3: Drought

500 pieces of posters on eight different hazards

500 units of the board game on DRR



- LRC also produced 200 T-shirts and 100 caps for Red Cross Volunteers in communities and 200 shirts for students in schools, as shown below:



**Challenges**

The DRR activities had different components such as training, VCA, public awareness, production of IEC materials and procurement of equipment. The biggest challenge in carrying out these activities was the lack of staff with training on DRR in LRC. As a result, the existing staff were conducting programs in several different thematic areas (Shelter, Livelihood etc.) which severely impacted their productivity and timeliness of results.

The time frame allotted for DRR activities was insufficient. DRR activities started only in November 2019 and several activities such as trainings that were to be held separately had to be clubbed together. This was burdensome for the trainers as well as the participants who were forced to absorb a lot of information.

**Lessons Learned**

LRC has limited human resources yet has several ongoing projects. This means that all activities need to be planned well in advance to fit within the timeframe of the project. The disaster management team also requires more capacity building to function as trainers.



## Shelter

People reached: 2,500

Male: 1,225

Female: 1,275

### Shelter Outcome 1: Communities in disaster and crisis affected areas restore and strengthen their safety, well-being and longer-term recovery through shelter and settlement solutions.

Indicators:	Target	Actual
# of households with safe and adequate shelter and settlements	500	500

#### Output 1.1: Short, medium and long-term shelter and settlement assistance is provided to affected households

Indicators:	Target	Actual
# of affected households provided with shelter and settlement assistance	500	500
# of affected households provided with a set of household items	500	500

#### Output 1.2: Technical support, guidance and awareness raising in safe shelter design and settlement planning and improved building techniques are provided to affected households

Indicators:	Target	Actual
# of affected households provided with awareness messaging and guidance	316	314
# of schools rehabilitated	2	De-prioritized

### Narrative Description of Achievements

#### Response Phase

- GRC supported LRC bilaterally for 1,000 households for shelter tool kits and 1,000 households for tarpaulins, hence IFRC has reduced the target households of shelter tool kits from 1,500 to 500 and tarpaulins from 1,500 to 500 since it would be sufficient number for the target 1,500 households in consideration of other agencies supports. Also, GRC and IFRC agreed that GRC leads the implementation of shelter tool kits and tarpaulins for the combined 1,500 households each whereas IFRC leads the logistics arrangements such as the delivery of the items and the support of the erection of German RC Mobile Storage Unit (MSU) in Sanamxay.
- The household items kit includes the standard IFRC shelter toolkits<sup>1</sup> and tarpaulins, which were handed out along with mosquito nets. All shelter-related items (500 sets) were distributed at the end of October.
- IFRC has worked together with the GRC, and the LRC to verify the beneficiary list provided by the Lao Government and to design the selection process, registration system, and beneficiary card system.

**Table 9: Beneficiary selection criteria for distribution of shelter toolkits and tarpaulins**

No.	Criteria
1	Directly affected by the July 2018 flood in Attapeu and have not received any support for shelter
2	Houses got significantly / fully damaged
3	No or limited access to shelter facility
4	No relevant own resources to cope with the basic humanitarian needs
5	Not receiving any equivalent support from other organizations / government
6	Belonging to a highly vulnerable group (female or child headed households, elderly, disabled, chronically ill etc.)

#### Recovery Phase

During 15-25 March 2019, LRC carried out an assessment and during April 2019, the team selected 314 households to be assisted from ten villages for shelter repairs after a door to door survey. During the survey the team noticed that some of the houses had already been repaired and did not require further support. This is the reason for the number of households for shelter repairs being less (314) than the original target of 500 households. Training was provided to community volunteers by instructors from the Provincial Vocational School on the topic of building safe shelters from 15 to 19 July 2019. This knowledge helped volunteers to monitor the implementation of activities, better.

All activities in relation to shelter repairs were delayed due a combination of issues. Due to the onset of rainy season from July, it was determined that this activity would need to be delayed until after the rainy season as it would be difficult/impossible to transport items to the communities. Access by most vehicles is difficult into the rural areas where the affected population is situated. The procurement procedures were initiated during the rainy season, with a plan to contract suppliers towards October, in order to allow suppliers time for preparation and delivery of wood, CGI and other items to the communities.

<sup>1</sup> Rope, handsaw, nails, shovel, hoe, mutt hoe, machete, shears, tie wire, and claw hammer.

In early September, there was significant flooding in six provinces of southern Laos which required LRC to suspend the EA operation from 6 September until 4 October to ensure that all LRC capacity was focused on responding to the floods. Hence, the procurement process for this operation commenced again at the beginning of October. Given the issues with procurement and delays due to flooding, it was determined that it would be impossible to complete the activity within the existing operational timeframe which would end on 31 January 2020. The timeframe was finally extended to April 2020.

Negotiations were conducted between IFRC and LRC to change the implementation of household shelter repairs to conditional cash modality. This was agreed upon and IFRC deployed a delegate and RDRT to provide technical support to implement the activity. IFRC personnel developed guidelines and SOPs for the implementation of the conditional cash programme. LRC HQ and chapter staff were provided with training and orientation to prepare them for implementation.

Community engagement was conducted by LRC in January 2020 and target population were divided into three categories for provision of conditional cash as shown:

No.	Name of Village	No of HH	Category 1	Category 2	Category 3
			2,900,000 LAK	3,300,000 LAK	3,700,000 LAK
			50% of assisted households	30% of assisted households	20% of assisted households
1	ThaOun	47	24	14	9
2	PinDong	18	9	5	4
3	Tamoyod	17	9	5	3
4	DonBok	29	15	9	6
5	DonMouang	81	41	24	16
6	Had Oudomsay	26	13	8	5
7	Sompoy	14	7	4	3
8	Had Yao	38	19	11	8
9	Ta Ngao	26	13	8	5
10	Hin Sombat	18	9	5	4
<b>Total</b>		<b>314</b>	<b>157</b>	<b>94</b>	<b>63</b>

To conduct the distribution of cash for conditional transfers, LRC partnered with BCEL Bank of Laos. The modality utilized was physical cash distribution to be conducted in each of the 10 targeted communities. LRC established distribution centres and conducted verification and registration of each target person / household and then BCEL conducted confirmation of identification followed by distribution. Each participating household had to produce a proposal of their shelter reconstruction plan to receive the cash assistance. The distribution occurred in two installments with targeted households receiving 60 per cent of cash and their allocated amount of CGI as part of the first installment. Once LRC monitoring confirmed that targeted households were utilizing the cash as per their proposal, they were approved to receive the second allocation of remaining 40 per cent. All recipients completed requirements and received first and second instalment of conditional cash. The partnership of LRC and BCEL worked well and the two installments of cash distribution were completed during 12 February to 21 March 2020. Distribution of the two installments occurred as shown in the table:

No. of beneficiaries	First instalment	Second instalment	Total amount of assistance for shelter
314	599,112,000 LAK	399,408,000 LAK	998,520,000 LAK

Post distribution monitoring was conducted with beneficiary satisfaction survey at each community reaching 15 per cent of the households assisted which was 131 people participated (82 male and 49 female). The post distribution monitoring confirmed the following:

- 97 per cent of supported households confirmed that they were involved in the assessment, planning, implementation and monitoring of the activity
- More than 99 per cent of supported households stated they would be self-sufficient after assistance from LRC.
- It was confirmed that 47 per cent of population supported were vulnerable, living with very young children, 30 per cent were elderly over 60 years living alone, 15 per cent were self-supporting mothers and 7 per cent were people with disabilities.

## Challenges

Due to slow implementation of activities in the first half of 2019, there were some activities completed by others. Two schools had been identified for repairs at Pin Dong and Hin Som Bat. However, due to the delays mentioned earlier, the provincial government along with another organization completed the repairs for these schools. The district government did not provide information on any other schools that needed similar assistance; hence, the activity was de-prioritised as part of revision #3 of the EPoA.

Conducting a conditional cash-based programme was new for LRC and there was need to develop SOPs, guidelines and many more supporting documents for project implementation. This took time and a lot of facilitation for LRC to understand and agree to the requirements. Several rounds of introduction, orientation and training sessions were held to ensure LRC personnel had enough capacity to implement the activities.

The geographical spread of the operational area where the 10 villages are located very far from each other and can only be accessed via with rural dirt roads. This meant that it was not possible to cover more than one village per day during distributions due to distance and the long time taken to travel. This meant that all distribution and monitoring activities needed to be well coordinated and planned out in advance.

Often, the communities to be assisted got busy with their day to day activities and were absent for several days. Due to this, the LRC team had to go back to them several times spending more time than necessary. This meant completing community engagement prior to distribution took longer than expected.

There was a long gap between the need assessment conducted in March 2019 and the implementation of activities during January to March 2020. This meant that further verification of the people to be assisted needed to occur again to confirm ongoing needs of affected communities.

## Lessons Learned

This EA operation has yielded several important lessons in working together which are applicable to all aspects of the operational plan. One of the key lessons is that, in future operations, IFRC needs to work with LRC on needs assessments early on and that, training and capacity building of LRC (on areas detailed below) is essential for LRC to deal with large recovery operations in future. IFRC is including this in its operational plan going forward.

Some aspects of project implementation, especially cash-based interventions were new for the LRC, and it took additional time and effort to understand and implement by the team. LRC has gained a lot of valuable experience from this operation. Further support from IFRC in development of disaster response and recovery SOPS and training for staff and volunteers will help them to be better prepared to manage such disasters in future.

Lack of trained volunteers also hampered the operation. Implementation of all activities like beneficiary verification, assessment, distribution, and monitoring was done by Red Cross staff, which in fact, could have been done by volunteers. Hence, creation of a trained pool of volunteers is needed.

Having gained experience of a large recovery operation, moving forward LRC should develop further SOPs and conduct training at HQ and chapter level to be prepared for all eventualities. SOPs and training should focus on the entire process from conducting needs assessments, community engagement, planning and preparation of activities through to implementation and monitoring. The LRC team would also benefit from trainings on templates for reporting, assessments, and monitoring, helping the team to embed practices into all projects as well as disaster response and recovery operations. As a part of the process of continual improvement LRC should engage with IFRC to implement Preparedness for Effective Response (PER).

IFRC will provide procurement and logistics training and capacity building support to the LRC, to better carry out significant procurement of materials. IFRC and LRC have identified the technical support needed when it comes to such large operations in Laos, to complement LRC staff and capacity and IFRC is including this in its operational plan going forward.



## Livelihoods and basic needs

People reached: 6,690

Male: 3,278

Female: 3,412

### Livelihoods and basic needs Outcome 1: Communities, especially in disaster and crisis affected areas, restore and strengthen their livelihoods.

Indicators:	Target	Actual
# of affected households with livelihoods strengthened and restored	1,500	1,338
<b>Output 1.2:</b> Basic needs assistance for livelihoods security including food is provided to the most affected communities		
Indicators:	Target	Actual
# of affected households received food assistance for basic needs	1,500	1,338
<b>Output 1.3:</b> Household livelihoods security is enhanced through food production and income generating activities		
Indicators:	Target	Actual
# of households received conditional cash grants or in-kind assistance	557	550
<b>Output 1.5:</b> Households are provided with unconditional/multipurpose cash grants to address their basic needs		
Indicators:	Target	Actual
# of households received unrestricted cash grants	1,500	1,464

### Narrative Description of Achievements

#### Response Phase

By the end of the response phase (in October 2018), relief kits with food items were provided by the Thai Red Cross Society as bilateral support (1,000) and by the IFRC (500) to Lao Red Cross. The EA operation has provided support in terms of logistics, warehouse management, and distribution of the relief kits to the people reached.

A feasibility study was conducted in September 2018 followed by a technical training for LRC staff and volunteers and beneficiary validation process which took place during 17-23 December 2018. A total of 6,127 people (3,172 male; 2,955 female) from 1,464 households in 10 villages under Sanamxay district had received the unconditional cash grants during 14 to 17 January 2019.

The distribution of unconditional cash grant programme was technically supported by the IFRC CCST Bangkok and IFRC Asia Pacific Regional Office.

#### Recovery Phase

During the assessment in March-April 2019, LRC selected 557 households i.e. 431 for poultry farming, 123 for pig rearing and three for kitchen gardening - providing them livelihoods support worth of CHF 300, either in cash or in kind. Training was provided to community volunteers on livelihood programming from 15 to 19 July, for the volunteers to assist with monitoring of livelihood activities.

Visits to potential suppliers occurred in July to determine whether there was capacity to supply the quantity of livestock required for the operation. During this assessment it was found that African Swine Flu in Laos was affecting pigs, and the Government of Lao had placed restrictions on movement of pigs between provinces. Information from the Ministry of Agriculture showed that the African Swine Flu was spreading in Attapeu province itself, causing further issues with supply of pigs. Hence, LRC cancelled the procurement and distribution of pigs.

Further, on 29 August 2019, Tropical Storm (TS) Podul made landfall in Laos, bringing rainfall and winds until 3 September 2019, which caused flooding in six provinces in the southern part of the country. LRC was immediately involved in flood relief and response operations that were conducted at the chapter level in support to the response operations of the provincial government. It was acknowledged that LRC had limited capacity to cope with the ongoing emergency appeal (EA) operation (MDRLA005) and a DREF operation for flood relief, simultaneously. LRC leadership suspended the EA operation (6 September until 4 October) for all capacity to be focused on the flood relief operations. This caused further delay in conducting procurement for the EA operation. All these delays throughout the EA operation meant that a change of modality was required to successfully complete livelihood activities by the end of the operation. Hence, LRC decided to change all livelihood programmes to conditional cash transfers. In December

2019, IFRC deployed one delegate and one RDRT member to support the implementation of the conditional cash programme.

Before the livelihood activity could be implemented utilising conditional cash, significant preparation was required. As this was LRC's first experience of conducting a large-scale conditional cash programme, a set of guidelines and SOPs were developed to enable the implementation of the activity. LRC personnel at HQ and local chapters were then trained to ensure they had required understanding and capacity to implement the activity.

In December, LRC conducted beneficiary verification (as part of a combined activity with shelter repairs) to confirm the ongoing requirement for livelihood support for the affected households identified during needs assessment. From the 557 households previously identified, it was confirmed that 550 were still in need of livelihood support, as shown in the table below:

<b>No.</b>	<b>Name of Village</b>	<b>No. of HH</b>
1	ThaOun	<b>85</b>
2	PinDong	<b>53</b>
3	Tamoyod	<b>30</b>
4	HinLath	<b>50</b>
5	DonBok	<b>3</b>
6	DonMouang	<b>142</b>
7	Khokkong	<b>187</b>
<b>Total</b>		<b>550</b>

During January to February 2020, orientation of selected households was carried out. They were given detailed guidance to develop their proposals to demonstrate how they would utilize the conditional cash to restart or undertake new livelihood activities. The cash distribution was then conducted in two allocations with beneficiaries receiving 60 per cent during the first allocation. Once monitoring by LRC confirmed that cash recipients were utilizing the first installment as per their proposal, they were then provided with the second installment.

These cash transfers were also conducted in collaboration with BCEL Bank. This distribution was conducted together with the cash distribution for shelter repairs. LRC established distribution centres and conducted verification and registration of each target person / household and then BCEL conducted identification and confirmation of the selected households followed by distribution of cash. The distribution of cash in two installments was conducted between 12 February to 21 March 2020. All recipients followed their proposals and received first and second instalment of conditional cash.

Post distribution monitoring was conducted with beneficiary satisfaction survey in each community reaching 15 per cent of the population assisted where 131 people participated (82 male; 49 female). The post distribution monitoring confirmed the following:

- 97 per cent of supported households confirmed that they were involved in the assessment, planning, implementation and monitoring of the activity
- More than 99 per cent of supported households stated they would be self-sufficient after assistance from LRC.
- It was confirmed that 47 per cent of population supported were socially endangered living with very young children, 30 per cent were elderly over 60 years living alone, 15 per cent were self-supporting mothers and 7 per cent were people with disabilities.
- 

## **Challenges**

Initially livelihood assistance was to be provided through livestock (pig and chickens) and vegetable gardens. However, as mentioned earlier due to African swine flu prevalent in Laos at that time and the delay caused by the floods in Southern Laos, the modality of livelihood support was changed to cash support. Although LRC lacked experience in cash transfer, they were able to successfully implement the program with technical support from IFRC.

The geographical spread of the operational area where the 10 villages were located was very vast with rural dirt roads for access. This meant that it was not possible to cover more than one village per day during distributions due to distance and the long time taken to travel. This meant that all distribution and monitoring activities needed to be well coordinated and planned out in advance.

Often, the communities to be assisted got busy with their day to day activities and were absent for several days. Due to this, the LRC team had to go back to them several times spending more time than necessary. This meant completing community engagement prior to distribution took longer than expected.

There was a long gap between the need assessment conducted in March 2019 and the implementation of activities during January to March 2020. This meant that further verification of the people to be assisted needed to occur again to confirm ongoing needs of affected communities.

### Lessons Learned

Cash based interventions were new for the NS, and it took additional time and effort to understand and implement by the NS team. LRC has gained a lot of valuable experience from this operation. Further support from IFRC in development of disaster response and recovery SOPs and training for staff and volunteers will help them to be better prepared to manage such disasters in future.

From the experience of implementing a conditional cash programme, LRC is now more confident of implementing a cash based programme that provides target households with more options in deciding what is best for them with the flexibility to receive support based on a proposal that shows how the cash will be utilized to restart or build household livelihoods.

Lack of trained volunteers also hampered the operation. Implementation of all activities like beneficiary verification, assessment, distribution and monitoring was done by Red Cross staff, which in fact, could have been done by volunteers. Hence, creation of a trained pool of volunteers is needed.

Having gained experience of a large recovery operation, moving forward LRC should develop further SOPs and conduct training at HQ and chapter level to be prepared for all eventualities. SOPs and training should focus on the entire process from conducting needs assessments, community engagement, planning and preparation of activities through to implementation and monitoring. The LRC team would also benefit from trainings on templates for reporting, assessments and monitoring, helping the team to embed practices into all projects as well as disaster response and recovery operations. As a part of the process of continual improvement LRC should engage with IFRC to implement Preparedness for Effective Response (PER).



### Health

**People reached: 7,430**

Male: 3,640

Female: 3,790

#### Health Outcome 1: The immediate risks to the health of affected population are reduced

Indicators:	Target	Actual
# of affected people reached by emergency health services	7,500	1,673
<b>Output 1.2:</b> Target population is provided with rapid medical management of injuries and diseases		
Indicators:	Target	Actual
# of households received mosquito nets	1,500	1,486
# of First Aid consultation done	N/A	1,190
<b>Output 1.3:</b> Epidemic prevention and control measures carried out		
Indicators:	Target	Actual
# of people reached by health sensitization messaging	7,500	1,673
<b>Output 1.5:</b> Psychosocial support provided to the target population		
# of people in target population received psychosocial support (PSS)	1,190	1,190
# of volunteers trained in PSS	20	25
<b>Output 1.6:</b> Community-based disease prevention and health promotion is provided to the target population		

# of communities received CBHFA promotion	8	De-prioritized
# of volunteers trained in CBHFA	20	25
# of damaged health facilities rehabilitated	2	De-prioritized

### Narrative Description of Achievements

#### Response Phase

- By the end of the response phase (in October 2018), first aid consultation and PSS activities were prioritised in the village of Tamoyod which is where the government has specifically assigned LRC as primary care giver due to the lack of the support by humanitarian agencies due to the isolated location. Currently, the population of Tamoyod includes the villages from Ban Hinlad who fled their village due to the flash flood. Total number of households of the two villages combined is 238 (1,190 people).
- Rehabilitation of damaged health facilities was de-prioritised and not implemented under the EA as the activity was covered by the MoH and other partners.

#### Recovery Phase

There were delays in the implementation of a number of training and awareness activities, however most were still completed. Please see the table below for details:

Sl.No	Date of Training	Training Topic	Location	Total No.of Participants	Male	Female	Brief description of training
1.	17-19 June	Community Based Health and First Aid (CBHFA) training	Attapeu	25	17	8	CBHFA training for LRC staff and local government officials
2.	20-22 August 2019	Epidemic Control for Volunteers (ECV) training for LRC staff	Attapeu	18	10	8	ECV training for LRC staff
3.	Oct 2019	ECV training	Attapeu	34	22	12	ECV training for LRC staff
4.	28-30 Oct 2019	Psychosocial Support (PSS) training	Attapeu	28		9	PSS training LRC staff, district staff and Volunteer
5.	18-21 October 2019	CBHFA training	Attapeu	25	17	8	CBHFA training for LRC volunteers

ECV awareness in targeted communities was not completed due to lack of capacity of LRC to provide personnel to conduct the awareness activities (due to commitment to other projects, as well as other activities for the EA operation).

#### Challenges

Due to the delays in the project, several health-based training and awareness activities have been de-prioritized.

The LRC personnel were stretched to the limit in supporting multiple operations at the same time resulting in delays in implementation of a number of health activities. LRC needs to ramp up the number of trained personnel to undertake such large-scale operations efficiently in a timely manner.

The health training (First Aid, ECV and PSS) was only conducted for two days which was insufficient to train staff to provide suitable assistance and awareness in communities. This once again highlights the need for a roster of volunteers that are trained and engaged with LRC chapters on an ongoing basis, rather than depending on ad hoc community volunteers with no training or experience.

#### Lessons Learned

There is a requirement for LRC to have more trained personnel and volunteers that can be deployed to support a disaster response or recovery operation, rather than relying on ad-hoc community based volunteers with little or no training or experience.

Further work is required to edit and adapt the health training packages and promotion guidelines to the Laos context and capacities of staff and volunteers. The LRC health team also needs to set participant criteria for health and first-aid trainings based on experience and existing capacity.

After trainings there is a need for HQ and chapters to monitor and conduct refresher training of staff and volunteers on an annual basis. In addition, the First Aid kits provided to volunteers, communities and schools needs to be checked every three to six months to ensure they are properly stocked and useable.



## Water, sanitation and hygiene

People reached: 4,940

Male: 2,495

Female: 2,445

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

#### Indicators:

	Target	Actual
# of households in target communities have reduced immediate risks of water borne and water related diseases	1,500	988

# of households in target communities have reduced immediate risks of water borne and water related diseases	1,500	988
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**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

#### Indicators:

	Target	Actual
# of people in target population has access to safe water	7,500	4,940
# of communities benefited from rehabilitated water facilities	2	4
# of water facilities rehabilitated	4	11

# of people in target population has access to safe water	7,500	4,940
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# of communities benefited from rehabilitated water facilities	2	4
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# of water facilities rehabilitated	4	11
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**Output 1.3:** Adequate sanitation which meets Sphere standards in terms of quantity and quality is provided to target population

#### Indicators:

	Target	Actual
# of sanitation facilities rehabilitated in households and schools	519	520

# of sanitation facilities rehabilitated in households and schools	519	520
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**Output 1.4:** Hygiene promotion activities which meet Sphere standards in terms of the identification and use of hygiene items provided to target population

#### Indicators:

	Target	Actual
# of communities reached for hygiene promotion activities	0	0**

# of communities reached for hygiene promotion activities	0	0**
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**Output 1.5:** Hygiene-related goods which meet Sphere standards and training on how to use those goods is provided to the target population

#### Indicators:

	Target	Actual
# of households received hygiene kit	1,500	727

# of households received hygiene kit	1,500	727
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### Narrative Description of Achievements

*\*\* Hygiene promotion in schools and communities was not conducted. However, LRC translated a guideline document for Hygiene Promotion in emergency operations as well as CHAST guidelines and plans to print and distribute among its chapters.*

### Response Phase

- Four units of AP-700 were delivered and installed in Tamoyod to supply water for two communities. Altogether, four purification units could produce average 22,500 litres per day to benefit 1,190 people. Out of the four units, two of them used were installed at Sanamxay evacuation camp which produced 15,000 litres of water per day and benefited 3,750 people. IFRC, through LRC, continued to provide water supply to Tamoyod village from the beginning of the operation until January 2019. The number of people reached was limited to the Tamoyod village. The other villages are being supported by other aid agencies for water supply. IFRC and LRC ended the production of clean water through AP-700 after December 2019 since public facilities had been restored.
- Four communal latrine cubicles were also installed in Tamoyod village which benefit as additional latrine facilities for 1,190 people.
- Hygiene kits provided by KNRC were distributed to 727 households (2,924 people).
- Cleaning day was organized in Sanamxay High School site where community members were invited to help clean the premise.
- To increase accessibility to toilets in Sanamxay Evacuation Centre, one toilet which was out of order due to no water supply, was fixed. PVC pipes were installed to connect water from the clean source to supply one of the toilets.
- Awareness on hygiene was provided to communities where hygiene kits were distributed. Proper hand washing, and dental hygiene maintenance have been demonstrated to the community. In addition, volunteers were mobilized to help in the community hygiene promotion activities including cleaning the area and collecting garbage.

- Based on the findings from field assessments, the following activities have been carried out in the recovery phase, starting from January 2019.

### Recovery Phase

The rainy season from May until October 2019 severely restricted accessibility to the operational areas by road, for the delivery of construction materials. This delayed the construction of latrines which could only be carried out after the rainy season.

Emergency WASH training was added to the revised EPoA taking into consideration lessons learned during the emergency phase where four water purification units were deployed and operated by trained LRC staff and volunteers mobilized from neighbouring provinces. Emergency WASH training was conducted for 21 LRC staff in July 2019, and further training for 25 volunteers was conducted in November, in order to build the number of trained emergency WASH volunteers available to conduct activities when required in the future.

Other WASH activities continued as planned, but with some delays. These include:

- Rehabilitation of water and sanitation facilities in three schools. These were completed in coordination with district government health department personnel.
- Four primary schools were selected for rehabilitation of water and sanitation facilities (water facilities in NonHin, HinSom Bath, HadOudomxay and HadYao) and rehabilitation of sanitation facilities as described in the table below (HadOudomxay and HadYao primary schools). These activities were completed in January 2020.

Activity	Village/school	Type of Repair Work Done
Rehabilitation of water facilities in the community	Don Maung	Repair of nine boreholes, set up new water tanks and connection with electric water pumps.
	Don Bok	Repair of existing water facilities in one point and connection with electric water pump.
Rehabilitation of water facilities in the school	NonHin Primary school and HinSom Bath Primary school	Boring of new boreholes, set up new water tanks and connection with electric water pumps.
	HadOudomxay Primary school and HadYao Primary school	Set up new water tanks and connection with electric water pumps.
Rehabilitation of sanitation facilities in the schools	HadOudomxay Primary school and HadYao Primary school	Construction of three-unit cubical latrines and hand washing facilities.

Due to the unforeseen delays in program implementation, the trainings on PHAST and CHAST in communities, and an adapted version in schools had to be de-prioritised.

### Rehabilitation of water and sanitation facilities in schools and community:

The rehabilitation of water and sanitation facilities in schools (water facilities in NonHin, HinSom Bath, HadOudomxay and HadYao; and rehabilitation of sanitation facilities in HadOudomxay and HadYao Primary schools) were completed by in January 2020. The school latrines and boreholes were constructed by contractors. These were completed in coordination with district government health department personnel. Rehabilitation of water facilities were carried out in two communities of Don Maung and Don Bok. The rehabilitation in both communities was carried out by the community members themselves with the materials being supplied by LRC.

### Construction of household latrines

The implementation of this activity was delayed due to the rainy season from May to October 2019. It was not possible to deliver construction materials to ten rural communities due to poor road conditions that were inaccessible during the monsoon. Furthermore, flooding in six provinces of southern Laos in September caused a delay in procurement, as LRC suspended the EA operation from 6 September to 4 October. Due to the delay, it was not possible to complete procurement and construction of latrines by the end of the original operation timeframe of 31 January 2020.

The initial plan for construction of household latrines was to procure the services of a contractor to supply all materials and conduct construction. However, the procurement team found that the preferred supplier's cost was significantly over budget and therefore could not be approved. A change of approach was negotiated and agreed with LRC. This meant that the design of latrines was changed to use materials more suitable to the local context (CGI walls, rather than concrete block walls). This also decreased the cost for materials. The other change was that only materials would be supplied to target households, and each household would be responsible for construction supported by local labour where necessary.

Verification of the targeted households was completed in December 2019, as part of combined activity with verification for shelter and livelihood activities. This confirmed the number of households to be supported at 520. Procurement of construction materials for 520 household latrines occurred in January 2020 and distribution of materials to target households occurred from February to March 2020.

LRC teams were deployed in each community to conduct community engagement and support the households with construction using the LRC design. LRC also trained 30 local labourers (all males) to assist with construction of latrines for the most vulnerable (elderly, single headed households, people living with disabilities). Thus, all 520 latrines were fully constructed prior to the end of the EA operation.

### Challenges

The initial plan for latrine construction was to utilize a contractor to build all latrines with a design provided by LRC and IFRC. The design proved to be expensive and unsuitable for the local context. Therefore, the procurement was abandoned, and this caused a delay in completion of the activity. A change in design was necessitated and a new procurement process to procure materials and deliver to 520 households in 10 communities was carried out.

During the household latrine construction, delivery of some items by suppliers was slow which caused delay in the construction of latrines. In future, LRC HQ and chapter offices will need to coordinate more closely with suppliers to avoid delays. However, despite the delays, the completion of latrine construction was achieved within the extended timeframe.

Community volunteers involved in the operation had no prior experience or knowledge of the activities they were involved in, and the EA operation was the first time they had been provided with training. Therefore, the volunteers were only able to provide limited inputs or support to awareness activities in communities.

### Lessons Learned

There should be a focus on increasing volunteer engagement and training. Hence, the maintenance of water purification units and training of volunteers for their upkeep needs to be factored into the regular budget of LRC's operations. This will enable them to remain ready for deployment in case of any emergency.

It will be beneficial for LRC HQ and chapters to improve coordination of WASH personnel to maintain good flow of information and coordination. Contingency planning at HQ and chapters should be included in annual planning in order to be prepared for potential disaster response requirements.



## Protection, Gender and Inclusion

People reached: 4,070

Male: 1,882

Female: 2,188

### 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

Indicators:	Target	Actual
<i>Emergency Appeal operations address the needs of vulnerable groups to ensure equitable access to assistance</i>	Yes	Yes
<b>Output 1.1:</b> NS programmes improve equitable access to basic services, considering different needs based on gender and other diversity factors.		
Indicators:	Target	Actual
<i># of households received dignity kit</i>	814	814
<i>% of EA activities recorded SADD data</i>	100%	100%
<b>Output 1.2:</b> Emergency response operations prevent and respond to sexual- and gender-based violence and all forms of violence against children		
Indicators:	Target	Actual
<i># of communities or evacuation centres received protection or referral messaging</i>	4	4
<i># of households received solar lamps</i>	500	814

### Narrative Description of Achievements

## Response Phase

- In the beginning of the emergency response, LRC concentrated on the distribution of the donated items which are available at the chapter and included sanitary napkins, diapers, undergarments, and hygiene products. The items were distributed to about 350 families. Distribution of those items by LRC was later suspended as it was found that other agencies were distributing similar items.
- In October 2018, IFRC Protection, Gender and Inclusion Officer (PGI) and LRC PGI focal person conducted field visits to conduct a needs assessment in the villages. A planning session for implementation of all sectors was conducted with the goal to have PGI mainstreamed. An assessment for the content of dignity kits was conducted in villages not covered by other organizations. A total of 2,188 Dignity Kits were purchased and distributed to 814 households (2,188 female) during 26-31 December 2018.



Packaging of Dignity Kits in progress at the LRC office, for distribution to the community. (Photo: IFRC)

- The beneficiary list was disaggregated by gender and age. At distribution points, women, children and people with disabilities were given priority.
- As part of the improvement of the camp management in Sanamxay high school camp, plastic walls were installed for 2 bathing points.
- It was agreed by LRC during the detailed assessment that torchlights were more user-friendly than solar lamps, which was planned under the EA. Therefore, LRC has procured and distributed 814 torchlights to 814 households (4,070 people) together with the distribution of dignity kits.

## Recovery Phase

Two training sessions were conducted on the PGI Minimum Standards for Attapeu branch staff and HQ staff on 11 March and 29 March 2019 respectively. A total of 30 staff participated.

An SGBV in Emergencies Training was conducted for volunteers in Attapeu chapter over the period from 9 to 11 July 2019. This was conducted for youth volunteers from Attapeu and Champasak chapters. A total of 23 volunteers were trained. The youth volunteers then conducted community-based awareness activities using performance-based messaging to provide awareness into affected communities. A total of 383 beneficiaries were reached during 12 to 13 July.

As part of the implementation of other key activities during the EA operation, priority was provided to the most vulnerable in affected communities. Consultation was conducted with district government and community leaders to understand which households were the most vulnerable in each community. District government poverty data was used as secondary information. The needs assessment also confirmed this information through community engagement, and household surveys.

The post distribution monitoring of main activities showed that the assistance provided met the needs of the affected population and priority was provided to the most affected and vulnerable households. It confirmed that 47 per cent of population supported were living with very young children, 30 per cent were elderly over 60 years living alone, 15 per cent were self-supporting mothers and 7 per cent were people living with disabilities.



Participants at the training on SGBV in Emergencies at Attapeu. (Photo: IFRC)

## Challenges

Finding adequate staff to provide translation during community visits and trainings made sharing information with the community is difficult.

The implementation planning was often a lengthy process which required many meetings, approvals, etc. leading to delays in implementation or last-minute changes in plans, which resulted in diminished quality of activities.

As mentioned earlier, the LRC personnel were stretched to the limit in supporting multiple operations and staff available to support PGI activities was very limited, meaning that often only one or two people were in charge of many activities, sometimes without adequate support or monitoring.

### Lessons Learned

As PGI and SGBV are technical areas in which it is possible to create further harm in communities, it is important to have adequately trained staff and volunteers. This makes having a proficient translator during community events and trainings necessary, and PGI should be prioritized in this regard.

Early inclusion of PGI staff and focal points in the planning periods are necessary for sufficient mainstreaming. This was done in the early planning period with LRC, but it was more of a coincidence than a planned event.

A situation where additional trained staff could be allocated to support the PGI work would be required in future disaster response work with LRC in order to ensure better overall program quality and to ensure that there are less disruptions in planned activities.

## 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**

Indicators:	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**

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

**Output S1.1.6: National Societies have the necessary corporate infrastructure and systems in place**

Indicators:	Target	Actual
NS has necessary infrastructure and systems in place	Yes	Yes

**Output S1.1.7: NS capacity to support community-based disaster risk reduction, response and preparedness is strengthened**

Indicators:	Target	Actual
# of NS members trained in emergency needs assessment	25	De-prioritized

### Narrative Description of Achievements

- In its role as auxiliary to the Government of Lao PDR, LRC's contribution to community-driven activities have been mainly supplementary. As a result, LRC has limited number and scope of work for the volunteers. Upon the start of the EA operation, the roles of volunteers have been discussed with LRC. Recruitment and orientation have been taking place since the onset of the operation and a core group of volunteers is in place to support any operational related activities. Currently, LRC has completed subscribing to IFRC's Global Accident Insurance Scheme for volunteers for the year 2020. In December 2020, they will decide on renewing the subscription for the next year.
- Two MSU's have been installed to store the items at the Attapeu Chapter compound as IFRC supported warehouse whereas in Sanamxay as GRC supported warehouse. IFRC warehouse works as the main warehouse and German warehouse is used as a field hub warehouse in the targeted areas.
- IT equipment have been dispatched from CCST Bangkok to support the operation.

- Two vehicles, acquired through the IFRC Fleet Base in Dubai, have been handed over to LRC in Vientiane in March 2019. Both the vehicles are being used for activities under the recovery operation.
- The premise of the LRC Chapter has been improved to accommodate the warehouse and loading of items. The front yard development work of the Attapeu chapter has been completed by end of May 2019.
- One LRC staff participated in the RDRT training in Sri Lanka during 8-12 October and two HQ staff participated in the Conference on School Safety from 3 to 4 April 2019 in Bangkok.
- As priority was given to distributing relief items and services to the affected population, the operation had not started providing technical support/training to NS regarding emergency needs assessment or on Implementing Preparedness for Effective Response (PER). Subsequently this activity was de-prioritized and will be included in the operational plans for Laos.
- Lao Red Cross (LRC) was supported for its delivery of a training on Protection, Gender and Inclusion (PGI) for its staff at the Attapeu Chapter and the headquarters on 11 and 29 March 2019 respectively. The objective of the training includes disseminating information about PGI and violence against women to LRC staff and sharing and discussing the ways forward to integrating PGI to all sectors of LRC operation.
- It should be noted that LRC does not have a consistent base of RC volunteers; with volunteers drawn as needed from the communities. It is therefore not possible to provide figures for insurance coverage as per the indicator.
- A truck was procured for LRC for logistics and other transportation requirements (Hino 5T).
- A new warehouse was constructed at the LRC Attapeu chapter.

Remaining funds after the closure of the EA will be used for National Society capacity building as identified with the LRC and developed in an operational plan going forward. This may include National Society enhancement activities such as:

- Warehouse repairs, construction and modernization.
- Disaster Risk Reduction activities.
- Follow up and monitoring of major projects under the EA.
- Final event to mark the closure of the EA with government and other partners, as well as expenses to carry out these activities.
- Delivery of First Aid kits to community trained volunteers.
- Fleet improvements and repairs.
- Epidemic Control for Volunteers (ECV) awareness and training.
- Community health monitoring training and capacity improvement.
- National Society Preparedness for Effective Response (PER) training.
- Training for emergency WASH, and implementation of hygiene promotion guidelines, and procurement of water purification units for disaster response and to improve national capacity.
- Rescue boat procurement, including boat driver and rescue training to improve national capacity, particularly for future flood disasters.
- Training at headquarters and branches around disaster response, improving the national response capacity, improving capacity to conduct emergency needs assessments, team leader training, and SOP development.
- Significant capacity enhancements, training, and certification with regard to logistics and procurement management and finance management.

### **Challenges**

Due to changes in priorities for the EA operation and budget requirements, a number of NS capacity enhancement activities were de-prioritized, particularly training for LRC personnel on emergency needs assessments, rescue training and NDRT. These will be re-introduced as part of the operational plan for ongoing support to LRC after the end of the EA operation.

### **Lessons Learned**

As mentioned earlier in this report, the EA operation has yielded several important lessons in working together which are mainly related to technical and managerial capacity building of LRC. Accordingly, IFRC has planned for the National Society enhancement activities mentioned above and is incorporating all the lessons learnt in its operational plan going forward.

<b>Outcome S2.1: Effective and coordinated international disaster response is endured</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i>% of people reached by the IFRC disaster response operations to the people affected by these emergencies</i>	Minimum 5%	5%
<i>IFRC engage in inter-agency coordination at the country level</i>	Yes, Shelter Cluster	Yes
<b>Output S2.1.1: Effective response preparedness and NS surge capacity mechanism is maintained.</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i># of RDRT deployed</i>	Minimum 3	11
<b>Output S2.1.3: NS compliance with Principles and Rules for Humanitarian Assistance is improved</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i>NS is compliant with Principles and Rules for Humanitarian Assistance</i>	Yes	Yes
<b>Output S2.1.4: Supply chain and fleet services meet recognized quality and accountability standards</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i>% compliance with IFRC logistics procedures</i>	100%	50%
<b>Output S2.1.6: Coordinating role of the IFRC within the international humanitarian system is enhanced</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i>% of operations involving international humanitarian system supported by IFRC</i>	100%	100%
<b>Narrative Description of Achievements</b>		
<ul style="list-style-type: none"> <li>• During emergency phase, IFRC attended meetings of Early Recovery Cluster, Logistics partners, Health, and Education Cluster. Also, GRC participated in Shelter Cluster while SRC attended WASH cluster on behalf of LRC and IFRC.</li> <li>• Two RDRT communications, three RDRT Relief, two RDRT WASH, and one RDRT relief and coordination have been deployed. The second rotation of RDRT Health and RDRT WASH has been dispatched through a bilateral support by Thai Red Cross Society (TRCS). Since Lao and Thai languages have similarity and they can communicate without major language barriers, TRCS has supported the majority of the deployed members.</li> <li>• At the beginning, the Regional office in Kuala Lumpur deployed their Logistics Coordinator to LRC Attapeu chapter which is the frontline of the operation immediately and make sure the rules and regulations of IFRC logistics, procurement and fleet. Then Surge Logistic delegate took over its role and maintains the task.</li> <li>• CCST Bangkok have also deployed its personnel to support in the areas of Finance. Due to the need for ability to communicate in Laos, the CCST finance manager was used to deploy to Laos one to two weeks per month to directly support the EA operation, as he is Thai he was able to communicate with Lao language and read finance documents etc. RDRT finance was then deployed to CCST Bangkok in order to support CCST work and EA operation in order to allow for CCST finance manager to be part time in Laos. Two rotation of RDRT finance deployed to CCST over the period October 2019 to April 2020.</li> <li>• LRC has recruited several staff to support the operation such as, an engineer (for shelter-related activities), a support service officer, and two drivers. A total of four translators were utilized on fixed-term contracts throughout the recovery phase. The translators were used to support IFRC delegates in the field and also to provide written translation of all procurement documents and other SOPs and guidelines. LRC also allocated a programme officer to work with IFRC operations manager and one finance officer to focus solely on the EA operation.</li> <li>• The CCST DRR Officer has been designated as the Field Coordinator for the operation, regularly working together with LRC, for general support but also specifically on DRR recovery activities. Technical support was provided from the CCST PGI Officer and CCST Communications and Reporting Officer.</li> <li>• An Operation Manager joined on 7 February 2019 and took part in the internal <a href="#">lessons learned workshop</a> on 14 March to discuss what went well, challenges and recommendations consolidated from the beginning of the operation until the end of the emergency phase. The workshop was participated by LRC staff from headquarters and Attapeu Chapter including the leads from the Disaster Management, Health, International Relations, Finance, and Administrations departments.</li> <li>• The Operations Manager also took part in the need assessments that was conducted in Attapeu (see details in "Shelter" section) from 15 to 25 March and during the last week of April to identify households where shelter interventions were planned.</li> <li>• A new Operations Manager arrived at end of June 2019 to take over the operation management and was deployed until April 2020 to ensure completion of all recovery activities.</li> </ul>		

- LRC has been supported by IFRC in adapting its procurement process to be in line with IFRC's logistic procedures. As LRC's procurement process is different from that of IFRC's, close supervision and guidance is required from IFRC to ensure that LRC complies with the logistic procedures. LRC has shown improvement in following IFRC procedures. However, as it is still required to produce a separate set of paperwork to comply with its own procedures, the process becomes lengthier than anticipated.
- A Logistics Delegate joined on 5 June 2019 and started to support LRC team regarding procurement related activities and was deployed until completion of major procurement for Shelter, Livelihood and WASH activities in March 2020.
- A Cash and Voucher Assistance delegate was deployed to support the implementation of conditional cash programme for shelter and livelihood activities. He was deployed from December 2019 until April 2020. A generalist RDRT was also deployed for three months from December 2019 until March 2020 to support the delegate and implementation of these activities.
- A lessons learned workshop was conducted internally by LRC on 26 March 2020 at Attapeu chapter, attended by LRC HQ and chapter personnel. The report was utilised to outline challenges and lessons learned against all main activities in the final reporting. The lessons and recommendations were also used by LRC leadership to outline improvements and changes that should occur moving forward.

### **Outcome S2.2: The complementarity and strengths of the Movement are enhanced**

<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i>Complementarity and strengths of the Movement are enhanced</i>	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.

<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i># of RCRC coordination meetings</i>	5 per week	5

### **Narrative Description of Achievements**

- It is observed that the implementation of this EA has been receiving solid collaboration and cooperation with PNSs in the country- GRC and SRC as well as TRCS. It is also worth to mention that the IFRC provided logistics support aspect such as the transportation of the shelter items and erection of GRC MSU in Sanamxay while the GRC run its bilateral shelter intervention support with LRC.
- Due to language commonalities, RDRT deployment was mainly from TRCS and ICRC Bangkok Office (one logistics and RDRT Relief and Coordination). It is reported that all RDRT deployment has provided significant capacity building and coaching to LRC team on various technical expertise including on the job trainings to LRC staff, volunteers and local residents.

### **Challenges**

Conducting procurement of items in the absence of personnel who were well trained in IFRC's procurement procedures, led to delays that slowed down the implementation process. The logistics delegate only joined after June 2019, following which procurement processes went smoothly.

Several discussions and training sessions were required to ensure that LRC understood IFRC's procurement standards and requirements. While it helped to strengthen the capacity of LRC's staff, it also slowed down operations.

### **Lessons Learned**

LRC would benefit from having further development of logistics and procurement management SOPs and training at HQ and chapter level.

LRC should consider creating the position of logistics manager to guide LRC logistics and procurement processes to avoid delays in future operations.

<b>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.</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i>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.</i>	Yes	Yes
<b>Output S3.1.1: IFRC and NS are visible, trusted and effective advocates on humanitarian issues</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i># of media log is kept and shared on a monthly basis</i>	1	1
<b>Output S3.1.2: IFRC produces high-quality research and evaluation that informs advocacy, resource mobilization and programming.</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i># of detailed assessment report is produced</i>	1	1
<i># of final external evaluation of the operation is conducted</i>	1	N/A
<b>Narrative Description of Achievements</b>		
<ul style="list-style-type: none"> <li>• Several social media posts have been published on Facebook and Twitter. A social media <a href="#">video message</a> was post on IFRC Twitter and Facebook on 23 August to mark one month after the dam collapse.</li> <li>• <a href="#">The day the water came: Laos dam collapse one month on</a> was published on IFRC page on 23 August.</li> <li>• A <a href="#">web story</a> and a <a href="#">video message</a> to commemorate three months after the incident was published on IFRC media platforms during the last week of October 2018.</li> <li>• A <a href="#">web story</a> updating the situation six months after the incident was published in February 2019. Stories of the affected people being supported by the cash-based intervention were being highlighted.</li> <li>• Due to COVID-19 and the subsequent lockdown in Laos, the external evaluation could not be carried out.</li> </ul>		
<b>Outcome S3.2: The programmatic reach of the National Societies and the IFRC is expanded</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i>Work in planning and reporting to ensure effective accountability internally and externally</i>	Yes	Yes
<b>Output S3.2.1: Resource generation and related accountability models are developed and improved</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i>Reporting deadlines are respected</i>	Yes	Yes
<b>Narrative Description of Achievements</b>		
<ul style="list-style-type: none"> <li>• Operation Update no.1-4 have been published, one month, three months, and six months respectively after the incident.</li> <li>• Revision of EPoA and budget was conducted in July 2019 to confirm a number of changes to priority for implementation of activities and ongoing needs of affected communities.</li> <li>• A further revision of EPoA and budget was conducted in December 2019 to allow for extension of the EA operation from January 2020 to 30 April 2020. This was needed due to delays to the implementation of EA activities due to flooding in Laos in September 2019. It also then provided for required changes to priority of activities and allow for increase HR and support costs that needed to occur to allow extension of contracts for IFRC personnel supporting the operation.</li> </ul>		
<b>Challenges</b>		
Due to flooding in Laos in September 2019, there was a requirement to extend the EA operation to implement all activities. Hence the implementation timeframe was extended until 30 April 2020.		
<b>Lessons Learned</b>		
The experience of their first EA operation has been valuable to LRC, and through strong technical support from IFRC the capacity for implementation of large recovery programmes has improved.		
The experience of implementing conditional cash based programme was new for LRC. The guidelines and SOPs developed for this program can be used to support affected communities in the future.		

<b>Outcome S4.1: The IFRC enhances its effectiveness, credibility and accountability</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i>% of operations in accordance to established guidelines</i>	100%	N/A
<b>Output S4.1.3:</b> 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.		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i>% of compliance with IFRC financial procedures</i>	100%	100%
<b>Output S4.1.4:</b> Staff security is prioritized in all IFRC activities		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i># of updated security guidelines produced before third month</i>	1	0
<b>Narrative Description of Achievements</b>		
<ul style="list-style-type: none"> <li>• Visit of APRO and CCST Bangkok management helped to establish and consolidate the structure of Lao Operation. Also, the management discussed with on the issue of status agreement with the Lao Government in which the formalization process has begun.</li> <li>• CCST Bangkok Finance Manager and Finance Assistant provided orientation on skills of financial management to LRC team.</li> <li>• Security guidelines were developed for IFRC in Laos and approved by IFRC security unit.</li> </ul>		
<b>Challenges</b>		
Several rounds of negotiations were required between IFRC APRO, CCST and LRC in order to adjust the modality of implementing activities (use of conditional cash transfers instead of contractors to implement shelter and WASH activities and for livelihoods support). All this contributed to the delays in program implementation.		
<b>Lessons Learned</b>		
By undertaking large conditional cash programme to support affected communities, LRC learnt a new modality of program implementation, and have developed capacity at the HQ and chapter level to implement such projects in future.		

## **D. BUDGET**

The Emergency Appeal sought CHF 2,892,493 of which CHF 2,690,224 was raised (93 per cent coverage). The total expenditure recorded was CHF 2,272,508 (84 per cent of income), leaving a balance of CHF 417,716. The balance will be transferred to the IFRC Operation Plan 2020. Partners and Donors who have any queries or require clarification regarding the reallocation of balance are requested to contact IFRC Asia Pacific Regional Office within 30 days of report. Detailed expenditure is outlined in the attached Final Financial Report as the end of this document.



- [Previous Appeals and updates](#)
- [Emergency Plan of Action \(EPoA\)](#)

**For further information, specifically related to this operation please contact:**

**In Lao PDR Red Cross**

- Khamhoung Heuangvongsy, president; phone: +856 21 216 610
- Dr. Kaviphone Southy, DM department director; phone: +856 20 5561 5941; email: [southy\\_lrc@yahoo.com](mailto:southy_lrc@yahoo.com)

**In the IFRC Country Cluster Support Team Bangkok Office**

- Christopher Rassi, head of CCST; email: [christopher.rassi@ifrc.org](mailto:christopher.rassi@ifrc.org)

**In the IFRC Asia Pacific Regional Office, Kuala Lumpur**

- Mohammedomer Mukhier, deputy regional director; email: [mohammedomer.mukhier@ifrc.org](mailto:mohammedomer.mukhier@ifrc.org)
- Necephor Mghendi, head of DCPRR; email: [necephor.mghendi@ifrc.org](mailto:necephor.mghendi@ifrc.org)
- Nur Hayati Ahmad, operations coordinator; email: [nurhayati.ahmad@ifrc.org](mailto:nurhayati.ahmad@ifrc.org)
- Siokkun Jang, regional logistics manager; email: [siokkun.jang@ifrc.org](mailto:siokkun.jang@ifrc.org)
- Antony Balmain, communications manager; email: [antony.balmain@ifrc.org](mailto:antony.balmain@ifrc.org)

**In IFRC Geneva**

- Nelson Castano, manager, operations coordination, programme, operations and global networks practice unit; email: [nelson.castano@ifrc.org](mailto:nelson.castano@ifrc.org)

**For IFRC Resource Mobilization and Pledges support:**

- Pui Wah Alice Ho, Partnership in Emergencies Coordinator; email: [alice.ho@ifrc.org](mailto:alice.ho@ifrc.org)

**For Performance and Accountability support (planning, monitoring, evaluation and reporting enquiries):**

- Siew Hui Liew, PMER manager; email: [siewhui.liew@ifrc.org](mailto:siewhui.liew@ifrc.org)

## 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**.

# Emergency Appeal

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2018/7-2020/5	Operation	MDRLA005
Budget Timeframe	2018/7-2020/5	Budget	APPROVED

Prepared on 18 Jun 2020

All figures are in Swiss Francs (CHF)

## MDRLA005 - Laos - Flash Floods

Operating Timeframe: 26 Jul 2018 to 30 Apr 2020; appeal launch date: 26 Jul 2018

### I. Emergency Appeal Funding Requirements

Thematic Area Code	Requirements CHF
AOF1 - Disaster risk reduction	71,000
AOF2 - Shelter	834,000
AOF3 - Livelihoods and basic needs	391,000
AOF4 - Health	287,000
AOF5 - Water, sanitation and hygiene	288,000
AOF6 - Protection, Gender & Inclusion	99,000
AOF7 - Migration	0
SFI1 - Strengthen National Societies	320,000
SFI2 - Effective international disaster management	536,000
SFI3 - Influence others as leading strategic partners	67,000
SFI4 - Ensure a strong IFRC	0
<b>Total Funding Requirements</b>	<b>2,893,000</b>
<b>Donor Response* as per 18 Jun 2020</b>	<b>2,705,592</b>
<b>Appeal Coverage</b>	<b>93.52%</b>

### II. IFRC Operating Budget Implementation

Thematic Area Code	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction	106,253	51,347	54,906
AOF2 - Shelter	504,208	435,684	68,524
AOF3 - Livelihoods and basic needs	488,039	462,937	25,102
AOF4 - Health	132,720	92,468	40,251
AOF5 - Water, sanitation and hygiene	339,827	252,626	87,201
AOF6 - Protection, Gender & Inclusion	55,812	54,160	1,652
AOF7 - Migration	48,264	48,264	0
SFI1 - Strengthen National Societies	204,609	178,780	25,829
SFI2 - Effective international disaster management	613,095	543,066	70,029
SFI3 - Influence others as leading strategic partners	141,929	111,093	30,836
SFI4 - Ensure a strong IFRC	55,467	42,082	13,385
<b>Grand Total</b>	<b>2,690,224</b>	<b>2,272,508</b>	<b>417,716</b>

### III. Operating Movement & Closing Balance per 2020/05

Opening Balance	0
Income (includes outstanding DREF Loan per IV.)	2,690,224
Expenditure	-2,272,508
<b>Closing Balance</b>	<b>417,716</b>
Deferred Income	0
Funds Available	417,716

### IV. DREF Loan

* not included in Donor Response	Loan :	400,000	Reimbursed :	400,000	<b>Outstanding :</b>	<b>0</b>
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# Emergency Appeal

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2018/7-2020/5	Operation	MDRLA005
Budget Timeframe	2018/7-2020/5	Budget	APPROVED

Prepared on 18 Jun 2020

All figures are in Swiss Francs (CHF)

## MDRLA005 - Laos - Flash Floods

Operating Timeframe: 26 Jul 2018 to 30 Apr 2020; appeal launch date: 26 Jul 2018

### V. Contributions by Donor and Other Income

Opening Balance							0
Income Type	Cash	InKind Goods	InKind Personnel	Other Income	TOTAL	Deferred Income	
American Red Cross	99,556				99,556		
Australian Red Cross	667	10,265			10,932		
China Red Cross, Hong Kong branch	24,772				24,772		
Danish Red Cross	75,000				75,000		
European Commission - DG ECHO	225,591				225,591		
Facebook	96,974				96,974		
Intercontinental Hotels Groups(IHG)	14,920				14,920		
Italian Government Bilateral Emergency Fund	92,349				92,349		
Italian Red Cross	39,941				39,941		
Japanese Red Cross Society	88,843				88,843		
Luxembourg Government	288,302				288,302		
New Zealand Government	66,050				66,050		
Red Cross of Monaco	17,075				17,075		
Spanish Government	56,982				56,982		
Spanish Red Cross	4,451				4,451		
Swedish Red Cross	5,756				5,756		
Swedish Red Cross (from Swedish Government*)	106,578				106,578		
Swiss Government	300,000				300,000		
Swiss Red Cross	100,000				100,000		
The Canadian Red Cross Society	11,187				11,187		
The Canadian Red Cross Society (from Canadian Gov	90,511				90,511		
The Netherlands Red Cross (from Netherlands Govern	288,302				288,302		
The Republic of Korea National Red Cross	489,286	41,727			531,013		
UNDP - United Nations Development Programme (fron	48,443				48,443		
Western Union Foundation	9,484				9,484		
Write off & provisions				-2,787	-2,787		
<b>Total Contributions and Other Income</b>	<b>2,641,019</b>	<b>51,992</b>	<b>0</b>	<b>-2,787</b>	<b>2,690,224</b>	<b>0</b>	
<b>Total Income and Deferred Income</b>					<b>2,690,224</b>	<b>0</b>	