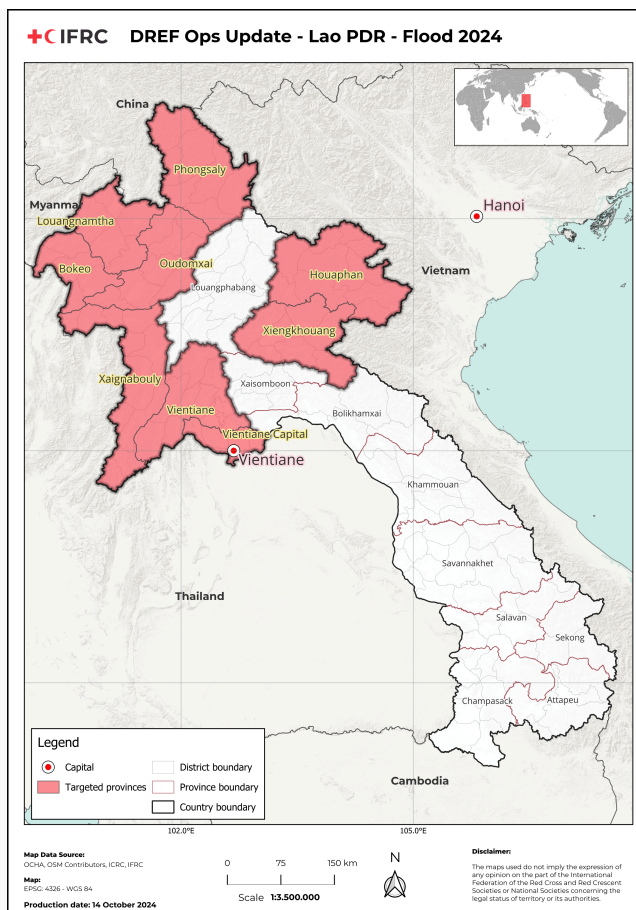




LRC staff conducting needs assessment through an interview with one of the affected people at Yuak Moun Villages, Mork District, Xiangkhuang Province. (Photo: LRC)

Appeal: MDRLA010	Total DREF Allocation: CHF 500,000	Crisis Category: Yellow	Hazard: Flood
Glide Number: FF-2024-000156-LAO	People Affected: 185,843 people	People Targeted: 28,694 people	
Event Onset: Sudden	Operation Start Date: 25-08-2024	New Operational End Date: 28-02-2025	Total Operating Timeframe: 6 months
Reporting Timeframe Start Date: 25-08-2024	Reporting Timeframe End Date: 15-10-2024		
Additional Allocation Requested: 473,345	Targeted Areas: Phongsali, Louang-Namtha, Oudomxai, Bokeo, Houaphan, Xaignabouli, Xiangkhouang, Vientiane		

Description of the Event



Map of the targeted areas. (Photo: IFRC)

Date of event

21-08-2024

What happened, where and when?

On 22 July 2024, the Department of Meteorology and Hydrology of Lao PDR issued urgent flood warnings due to Tropical Cyclone Prapiroon. From 23 to 31 July 2024, a combination of heavy rainfall, a low-pressure system, and strong southwest winds triggered floods and landslides across the northern and central regions. This severe weather particularly impacted Luang Prabang Province, where flash floods caused significant damage to infrastructure and displaced residents in three districts. Further warnings were issued for 31 July and 1 August 2024, as the low-pressure system and strong southwest winds continued to affect northern and central Laos. Persistent rainfall pushed water levels at key monitoring stations to dangerous thresholds. The initial NDMC report, covering the period from 22 July to 8 August 2024, detailed widespread flooding and landslides across six provinces: Luang Prabang, Huaphan, Xiangkhouang, Borlikhamxay, Khammuane, and Salavan. Among these, Luang Prabang, Huaphan, and Xiangkhouang were the most severely impacted.

The series of tropical cyclones and the southwest monsoon continued throughout August and into early September 2024. The latest government report indicated that 1,208 villages across 106 districts in 15 provinces were the most affected, including Huaphanh, Xayabouly, Luang Prabang, Bokeo, Phongsaly, Luangnamtha, Oudomxay, Savannakhet, Xiangkhouang, Khammuan, Sekong, Xaysomboun, Bolikhamxay, Vientiane, and Vientiane Capital.

In response to the situation, provincial authorities coordinated emergency efforts by assigning responsibilities to relevant departments to ensure efficient operations. Temporary shelters were established in safe locations, including five shelters equipped with medical teams at the provincial secondary school, the provincial bus station, and the boarding school. A total of 885 individuals sought shelter, with 174 at the provincial secondary school, 650 at the indoor sports centre, and 120 at the provincial public hospital. Those who did not stay in shelters sought refuge with relatives.

Security forces, national defence units, and over 300 volunteers were mobilized to assist the affected populations. Vehicles, including cars,



trucks, motorcycles, and boats, were deployed to evacuate people and transport essential supplies. Reception and distribution centres were established to provide necessary goods, with both public and private sectors collaborating to distribute food, drinking water, and other essential items to those in shelters and affected villages.

During late August 2024, the available information was inadequate for LRC to formulate a comprehensive plan of action and outline activities for each sector. Therefore, LRC applied for an IFRC-DREF assessment to evaluate the situation of the affected households and identify appropriate assistance in the most affected areas.



Needs assessment at PangHai Village, Khob District, Xayabouly Province. (Photo: LRC)



Needs assessment by LRC staff at NarOne village, Xienghorn District, Xayabouly Province. (Photo: LRC)

Scope and Scale

According to the National Disaster Management Committee (NDMC), the extreme weather affected approximately 3,920 families, or around 19,600 people—including nearly 10,000 women—across 261 villages in 32 districts. The floods and landslides caused extensive damage to 3,578 hectares of rice fields, 299 fishponds, and over 4,202 livestock, including cows, buffaloes, goats, pigs, and poultry. Infrastructure was also severely impacted, with 70 roads and six bridges rendered impassable, 73 electricity poles destroyed, 30 irrigation canals failing, and two local hospitals inundated. At least 27 water systems became non-functional. The estimated cost of the damages is 50.2 billion Lao kip (approximately CHF 1,956,580). This data, gathered from NDMC, highlights the necessity of assessing the full extent of damages and needs to ensure a timely emergency response and provision of essential assistance to affected communities.

On 21 August 2024, the Lao Red Cross (LRC) Huaphan branch reported further flooding and landslides between 13 and 17 August in Huameung and Hiem districts, Huaphan Province, as heavy rains persisted. Shelters, livestock, fishponds, and agricultural areas were all significantly affected. Adverse weather and poor road conditions hampered data collection and initial relief efforts. Nevertheless, urgent response is needed, particularly in the hardest-hit provinces of Huaphan and Xiengkhuang.

On 22 August 2024, LRC reported new flooding in Xayabouly Province, affecting Ngern and Xienghorn districts. Heavy rainfall on 21 August led to floods in four villages, impacting 80 families, 90 hectares of rice fields, 500 livestock, and 30 fishponds. LRC's Xayabouly branch reported nine additional affected villages in Xienghorn District, with 301 families, or 1,319 individuals, impacted. In total, 381 families across 13 villages were severely affected. Local officials emphasized the need for accurate data collection and continued response efforts.

According to the latest government report, the combined effects of the tropical cyclones and the southwest monsoon impacted 1,208 villages across 106 districts in 15 provinces: Huaphanh, Xayabouly, Luang Prabang, Bokeo, Phongsaly, Luangnamtha, Oudomxay, Savannakhet, Xiengkhuang, Khammuan, Sekong, Xaysomboun, Bolikhamxay, Vientiane, and Vientiane Capital. The flooding and landslides triggered by these events have resulted in eight fatalities and affected approximately 185,843 people (76,183 families), including 75,400 women.

The damages are estimated at USD 7.9 million (CHF 6,801,347). Key infrastructure losses include 252 road sections, 77 schools, 11 health facilities, 298 houses, and over 24,600 hectares of agricultural land. Vulnerable groups, particularly children under five, face heightened risks of malnutrition due to the loss of crops, rice storage, plantations, and other food sources. Many communities are struggling to recover, with authorities still assessing the full extent of the damage.

From late September to early October 2024, LRC conducted a needs assessment involving 2,369 households, representing 13,126 people (including 6,475 women) across six districts in Huaphanh, Xiengkhuang, and Xayabouly provinces. This assessment aimed to evaluate the conditions of affected households and identify areas for prioritized assistance. The findings and recommendations, including priority areas and target groups, are detailed in the attached report and further elaborated in the "Needs (Gaps) Identified" section below.

Summary of Changes

Are you changing the timeframe of the operation	Yes
Are you changing the operational strategy	Yes
Are you changing the target population of the operation	Yes
Are you changing the geographical location	Yes
Are you making changes to the budget	Yes
Is this a request for a second allocation	Yes
Has the forecasted event materialize?	No

Please explain the summary of changes and justification:

This Operation Update details adjustments made to the initial funding allocation, primarily for needs assessment purposes. The adjustment is based on findings from a comprehensive needs assessment conducted by the LRC between 24 September and 8 October 2024 in Houaphan, Xaignabouli, and Xiangkhouang provinces. The assessment highlighted significant adverse impacts on livelihoods and food security due to recent flooding in these regions.

The updated plan aims to provide immediate assistance to 5,430 families (a total of 28,694 people, including 14,825 women) through multipurpose cash assistance. This support includes assistance for livelihoods and basic needs, with a focus on ensuring Protection, Gender, and Inclusion (PGI) considerations in emergency response efforts. Additionally, the update emphasizes community engagement and accountability through Community Engagement and Accountability (CEA) activities. Plans for Post-Distribution Monitoring and a Lessons Learned workshop are also outlined to enhance and refine LRC's assistance programmes.

To facilitate these expanded operations, LRC requested an additional allocation of CHF 473,345, bringing the total IFRC-DREF funding to CHF 500,000, with a six-month operation timeframe.

Current National Society Actions

Start date of National Society actions

07-08-2024

Livelihoods And Basic Needs	From 12 to 15 September, the LRC Headquarters deployed 2 staff members and 35 volunteers to assist flood-affected individuals in Hadxaifong District, Vientiane Capital. They mobilized seven ambulances and two boats to facilitate the evacuation of people and essential assets. Additionally, staff and volunteers supported the distribution of cooked food boxes to those affected by the floods, with assistance from both the public and private sectors.
Multi Purpose Cash	<p>In the Viengkham and Pakxeng districts of Luang Prabang Province, LRC commenced direct cash distribution on 20 August 2024. The launch event was attended by the LRC President, the Provincial Governor, and local authorities. Within just 13 days of receiving official notification from the National Disaster Management Committee (NDMC), LRC mobilized resources from its national headquarters to facilitate this critical assistance.</p> <p>The distribution efforts reached 13 villages, benefiting a total of 511 households and 2,582 individuals, comprised of 1,304 males and 1,258 females. Cash assistance was provided in two tiers: households with one to four members received LAK 1,000,000 (approximately CHF 39), while households with five or more members received LAK 1,500,000 (approximately CHF 58). This cash distribution was made possible through the support of the Singapore Red Cross (SRC), totaling LAK 659,000,000 (approximately CHF 25,594), aimed at alleviating the hardships faced by affected communities.</p>



Water, Sanitation And Hygiene	<p>From 7 to 13 August 2024, the LRC Luang Prabang branch utilized AP 700 CL water treatment equipment to generate clean water for 605 families across six villages in Viengkham District, benefiting a total of 3,451 individuals, including 1,910 males and 1,541 females. During this operation, 52,000 liters of clean water were produced, funded by the Swiss Red Cross (SRC).</p> <p>Subsequently, from 23 to 26 August 2024, the LRC Xayabouly branch employed the same water treatment equipment to provide clean water for two villages, Thamphangoy and Panghai, in Khob District, Xayabouly Province. This effort served 380 individuals, including 154 women, and produced a total of 5,980 liters of clean water, with funding support from the Provincial Disaster Management Committee.</p>
Coordination	<p>LRC headquarters collaborated with the National Disaster Departments under the National Disaster Management Committee (NDMC) and the Ministry of Labour and Social Welfare (MOLSW) to gather information about affected areas. They also coordinated with LRC branches at both the provincial and district levels to be ready to provide assistance as needed.</p>
National Society Readiness	<p>The LRC has been actively involved in emergency response and relief efforts, providing assistance to 15 villages and six temporary shelters. Key activities include installing water treatment systems in six villages in Luang Namtha Province and distributing essential household items and kitchen utensils to three villages. Additionally, rice was delivered to 20 villages (16 in Luang Namtha and 4 in Nalae) to support affected families. The LRC also conducted needs assessments across six districts in three provinces (Sayabouly, Huaphan, and Xiengkhuang) to identify areas needing further assistance and to plan for ongoing response and early recovery efforts.</p>
Assessment	<p>With financial support from the Swiss Red Cross (SRC), the LRC conducted a needs assessment from 9 to 16 August 2024 in Luang Prabang Province, covering two districts: Viengkham (seven villages) and Pakxeng (six villages). This assessment encompassed a total of 13 villages, 511 households, and 2,582 people (1,304 males and 1,258 females).</p> <p>Following the approval for the IFRC- DREF assessment on 25 August 2024, LRC carried out further needs assessments from 24 September to 7 October, covering 64 villages across six districts in three provinces: Huaphan, Xayabouly, and Xiengkhuang. This assessment included 2,369 families, totaling 13,126 people (6,475 females).</p> <p>Additional needs assessments will be conducted in new locations, targeting 53 villages across 10 districts in five provinces: Phongsaly, Bokeo, Luang Namtha, Oudomxay, and Vientiane. These assessments will cover approximately 3,061 families, with an estimated total of 15,568 people, including 8,350 females.</p>
Resource Mobilization	<p>The Thai Red Cross Society has contributed USD 20,000 (CHF 17,219) in direct financial assistance to LRC, while the Singapore Red Cross has provided an additional USD 38,000 (CHF 32,715) in indirect support. These donations are intended to assist communities impacted by the severe flooding caused by multiple tropical cyclones in early September. The funds will be directed towards relief and early recovery efforts to help the affected populations rebuild and recover from the widespread devastation.</p> <p>Furthermore, in collaboration with LRC, the World Food Program (WFP) has allocated USD 1.5 million (CHF 1,291,395) to distribute rice to 20 affected villages, including 16 in Luang Namtha and 4 in Nalae, ensuring essential food support reaches those in need.</p>
National Society EOC	<p>Although LRC does not have a formal Emergency Operations Center (EOC), it has taken significant steps to form a disaster committee at headquarters to enhance coordination efforts, LRC has utilized the WhatsApp platform as one of the coordination forum to facilitate communication and operations, ensuring that the committee's activities extend to the branch levels as well.</p>



IFRC Network Actions Related To The Current Event

Secretariat	<p>The IFRC Asia Pacific Regional Office (APRO) and IFRC Country Cluster Delegation (CCD) in Bangkok closely monitored the situation and provided technical support to the LRC in securing the IFRC-DREF fund. This assistance enabled LRC to conduct needs assessments to inform more comprehensive response measures and develop an early recovery plan. Furthermore, the IFRC APRO and IFRC CCD Bangkok also facilitated LRC in preparing to submit a second allocation request for the IFRC-DREF operation during this reporting period.</p>
Participating National Societies	<p>As part of the ongoing Institutional Preparedness for National Society Development (IPNSD) initiative, the Swiss Red Cross (SRC) has provided financial assistance to the LRC headquarters. This support aimed at enhancing rapid response efforts including supplying relief kits and drinking water. Moreover, the financial aid also covered conducting needs assessments in two districts of the targeted province of the IFRC-DREF Assessment.</p>

ICRC Actions Related To The Current Event

<p>N/A</p>

Other Actors Actions Related To The Current Event

Government has requested international assistance	<p>No</p>
National authorities	<p>In response to the flood crisis, provincial authorities coordinated emergency response efforts by assigning specific responsibilities to various departments to ensure efficient and effective operations. They established temporary shelters for affected individuals in safe locations, including the provincial secondary school center, the provincial bus station, and the boarding school. A total of 885 individuals were impacted, with 174 seeking temporary shelter at the provincial secondary school center, 650 at the indoor sports center, and 120 at the provincial public hospital. Those who did not reside in temporary shelters stayed with relatives.</p> <p>To support the affected populations, security forces, national defense units, and over 300 volunteers from various sectors were mobilized. Vehicles, including cars, trucks, motorcycles, and boats, were utilized for evacuations and to transport essential supplies. Reception and distribution centers were established to provide vital goods, and assistance was coordinated between the public and private sectors to deliver food, drinking water, and necessary items to shelter residents and affected villages.</p>
UN or other actors	<p>UNICEF Lao PDR has mobilized both internal and regional funds to conduct rapid needs assessments, procure emergency supplies, and respond to urgent requests from Line Ministries for WASH supplies and learning materials. Utilizing sector assessments and an interactive map enhanced by satellite imagery and AI, UNICEF is actively monitoring the situation while awaiting detailed impact reports from the Government's rapid assessments. With an initial funding requirement of approximately USD 935,000 (CHF 804,970), UNICEF is engaging with donors to support the Government's response and recovery efforts, prioritizing children, women, and families in accordance with its Core Commitments for Children.</p> <p>On 26 September, the LRC and the World Food Programme (WFP) distributed rice to flood-affected populations in Luang Namtha Province. The distribution covered 20 villages and benefited 2,909 families, totaling 14,343 people, including 6,979 women.</p>



More than 100 tons of rice were provided, with an estimated allocation of 7 kilograms per person.

Are there major coordination mechanism in place?

At the national level, the Ministry of Labour and Social Welfare (MOLSW) is playing a key coordinating role in working closely with provincial authorities. The Laos Red Cross (LRC) is actively collaborating with the National Disaster Management Committee (NDMC) to assist in designated areas for the benefit of the affected people, following directives from the government.

Needs (Gaps) Identified



Shelter Housing And Settlements

The flood caused extensive damage to 2,369 families, with 59 per cent of households classified as severely affected. Many homes suffered structural damage to roofs, walls, floors, and doors, while personal belongings and essential household items were either destroyed or heavily impacted. Electrical appliances, such as refrigerators and washing machines, along with vehicles like motorbikes, tractors, and cars, also sustained significant damage. Additionally, critical livelihood equipment, including rice mills and water pumps, was severely affected.

The damage assessment revealed that 54 per cent of households experienced moderate damage, affecting 30 to 59 per cent of their property and infrastructure, while 41 per cent faced major damage (60 to 79 per cent impact), and 5 per cent suffered catastrophic destruction (80 to 100 per cent of properties destroyed). This indicates that a significant portion of the population requires shelter support, particularly those who have lost their homes.

Despite the extensive damage, the LRC is unable to provide specific shelter-related support due to limitations in budget, time, and the capacity of their operational team to implement such interventions. The identified gaps will primarily be addressed by relevant government agencies, ensuring that affected families receive the necessary support.



Livelihoods And Basic Needs

The flood caused widespread devastation to agricultural land and livestock, severely impacting 71 per cent of total agricultural assets. The hardest-hit areas included rice fields, rice storage facilities, cassava farms, and rubber plantations. A significant number of livestock, such as cows, buffaloes, pigs, poultry, goats, and fish, were also lost due to the flooding.

Based on the damage assessment, only 3 per cent of agricultural areas suffered minimal damage, with 1 to 29 per cent of crops and assets affected. Moderate damage, affecting 30 to 59 per cent of agricultural land and resources, accounted for 43 per cent of the total. Similarly, another 43 per cent experienced major damage, with 60 to 79 per cent of farmland and assets damaged. Finally, 12 per cent of agricultural areas were completely devastated, losing 80 to 100 per cent of crops, livestock, and other resources. This extensive damage places a significant strain on local farmers and threatens food production and economic stability in the region.

Local government authorities are spearheading assessments and providing ongoing support to affected communities, focusing on livestock and farmland recovery. In response, the Lao Red Cross (LRC) has committed to providing multi-purpose cash assistance to affected families, enabling them to purchase essential food items and basic hygiene items.



Multi purpose cash grants

Flooding and landslides have inflicted significant damage on key infrastructure, including roads, schools, health facilities, and residential and agricultural areas, with the estimated cost of damages around USD 7.9 million (CHF 6,801,347). Vulnerable groups, particularly children under five, are at heightened risk of malnutrition due to the loss of crops, rice storage, plantations, and other food sources.

The assessment indicates that for forthcoming assistance in the next few months, 90 per cent of the affected population prefers cash assistance, while 10 per cent favors in-kind support. The priority needs, ranked in order of importance, are food, WASH (Water, Sanitation, and Hygiene), non-food items, health, shelter, and education.

The strong preference for cash assistance suggests that cash-based interventions could be the most effective approach in the coming



months, enabling recipients to address their immediate multi-sectoral needs in a manner that best suits their specific circumstances. Given the diverse range of priority needs and anticipated support from assigned government agencies in areas such as shelter, WASH, health, and livelihoods, multi-purpose cash grants could be particularly beneficial. This approach would provide the flexibility for recipients to allocate funds based on their individual priorities.

Health

The majority of individuals in the flood-affected areas have access to healthcare services. Approximately 89 per cent can reach district hospitals, while 40 per cent have access to community hospitals. Access to provincial hospitals is available to 8 per cent, with 2 per cent relying on private clinics and only 1 per cent utilizing private hospitals. The assessment indicates that 72 per cent of households are located within six kilometres of the nearest hospital, while 28 per cent live more than six kilometres away from the closest healthcare facility. Furthermore, the findings show that about 89 per cent of the population do not require psychosocial support, whereas approximately 11 per cent have some need for it.

The Ministry of Health will lead efforts to address the identified needs and gaps within the health sector. To enhance access to healthcare facilities, the LRC will incorporate coverage for essential service costs, such as communication and transportation, into the design of its multipurpose cash assistance program. Additionally, to address potential risks to mental health and psychosocial well-being, psychological first aid will be integrated into the multipurpose cash intervention.

Water, Sanitation And Hygiene

The assessment found that only a small portion of the population faced challenges accessing drinking water after the flood. Specifically, 7 per cent of the population reported some difficulties, while a majority, 93 per cent, had reliable access to drinking water. Most individuals employed safe water treatment methods, with 66 per cent purchasing treated water from local factories and 29 per cent using boiling as a method of purification. Although 24 per cent of the population consumed untreated water, this issue remains manageable, and there appears to be adequate awareness of proper water treatment practices.

Regarding sanitation and hygiene, 98 per cent of households have functioning toilets, and 84 per cent of the population regularly wash their hands with soap, particularly after using the toilet and before preparing or eating food. Hygiene issues reported by 6 per cent of the population were mainly due to a lack of soap and detergent, indicating relatively minor concerns. While the overall WASH (Water, Sanitation, and Hygiene) situation is positive, further hygiene promotion activities could help maintain the current high standards.

Government agencies, such as the Ministry of Health (MoH) and the Ministry of Natural Resources and Environment (MoNRE), will take the lead in addressing these gaps by providing health education, technical support, and resources to improve water, sanitation, and hygiene practices. This local government approach is expected to be sufficient in addressing the identified gaps and needs. Therefore, a WASH promotion initiative is not considered a primary need for this operation.

Protection, Gender And Inclusion

The 2,369 targeted households include vulnerable groups such as the elderly, pregnant women, children under five, and people living with disabilities. These groups face significant challenges in accessing essential services like food, healthcare, and WASH facilities due to the flood's impact. Consequently, they are at heightened risk of malnutrition, lack of vaccinations, and limited access to clean drinking water and medical care, raising serious concerns about their safety and well-being.

To effectively address these vulnerabilities, it is crucial to plan responses that consider the specific needs of these groups. Utilizing Sex, Age, and Disability Disaggregated Data (SADDD) will help ensure inclusiveness and accountability in the response efforts. Additionally, refresher training on Protection, Gender, and Inclusion (PGI) for Lao Red Cross staff is necessary to enhance their capacity to provide effective support. Furthermore, a child safeguarding analysis will be conducted to ensure that children are protected from violence, abuse, and neglect, with preventive measures and accountability prioritized throughout the operation.

Community Engagement And Accountability

In the affected areas, various channels are employed to disseminate information about relief efforts, including announcements made by village heads through loudspeakers and social media. Among the 2,369 affected individuals surveyed, a notable 32 per cent prefer to

receive information from village heads, 24 per cent from district authorities, and 16 per cent from fellow villagers. Other preferred channels include village notice boards (9 per cent), television (14 per cent), and social media platforms like Facebook (5 per cent). However, only 47 per cent of households are aware of how to provide feedback or inquiries to the LRC, indicating a significant gap in communication, particularly among vulnerable groups such as women, children, the elderly, ethnic minorities, and individuals with disabilities.

Effective communication from both government and non-governmental organizations is crucial. Clear information about available support and access procedures should be readily provided to affected households, with continuous monitoring of community needs to ensure targeted assistance. During disasters, two-way communication is vital—not only to share important information but also to gather feedback and understand the specific needs of the affected population. Timely and accurate information sharing plays a life-saving role, especially for households with vulnerable individuals. To enhance community engagement, integrating Post Distribution Monitoring (PDM) is essential for collecting feedback and addressing concerns. This process ensures that beneficiaries' voices are heard, grievances are resolved, and future distribution programs are improved based on their input.

Regarding participation in community meetings, 89.6 per cent reported that both men and women equally attend, 1.1 per cent said only women participate, 1.8 per cent mentioned only men, 1.1 per cent said mostly men, and 6.5 per cent indicated that only women attend. When it comes to speaking during these meetings, 93.2 per cent stated that both men and women equally contribute, 0.3 per cent said only women speak, 0.8 per cent noted only men, and 5.7 per cent mentioned that only women speak.

Operational Strategy

Overall objective of the operation

The overall objective of the IFCR-DREF Operation is to enable 28,694 people (5,430 families) affected by flooding to meet their immediate basic needs. Primarily through multipurpose cash assistance, this support will allow families to make autonomous decisions based on their specific needs, including in terms of food, livelihoods, household items, as well as other essential goods and services. Additionally, the operation integrates cross-cutting elements like Protection, Gender, and Inclusion (PGI) and Community Engagement and Accountability (CEA) to ensure equitable distribution and transparency, prioritizing vulnerable groups and ensuring the assistance is responsive to the needs of all affected communities across eight targeted provinces.

Operation strategy rationale

According to the National Disaster Management Office (NDMO) of Lao PDR, flooding has affected 15 provinces, including Huaphanh, Xayabouly, Luang Prabang, Bokeo, Phongsaly, Luangnamtha, Oudomxay, Savannakhet, Xiengkhuang, Khammuan, Sekong, Xaysomboun, Bolikhamxay, Vientiane, and Vientiane Capital. However, the LRC, guided by the NDMC and based on its operational capacity, will direct aid to flood-affected individuals in eight targeted provinces: Huaphanh, Xayabouly, Xiengkhuang, Bokeo, Phongsaly, Luangnamtha, Oudomxay, and Vientiane. Other affected provinces will receive assistance from the Lao government and various appointed organizations.

In line with the second IFRC-DREF allocation, LRC plans to assist 5,430 families impacted by floods in these eight targeted provinces.

Multipurpose Cash Assistance as Primary Intervention:

The core intervention under this DREF Operation will be the provision of multipurpose cash assistance (MPC) to address the immediate basic needs of flood-affected families. It will be sufficient to cover the needs for food, livelihoods, household items, other essential goods, and services of a family for one month. Given that the average household size in Laos is approximately 5.3 people and recognizing that some extended families consist of up to 19 members, the cash distribution will be tailored to ensure that larger households receive sufficient resources to meet their specific needs. Thus, the cash allocation value will vary according to the family size.

The cash transfer values have been calculated based on the Minimum Expenditure Basket (MEB) recommended by the Lao Cash Working Group, led by the World Food Programme (WFP). The available MEB calculation was updated in the last quarter of 2022. The total MEB amount, excluding the monthly cost for WASH and health, is LAK 3,516,129 per family. This figure includes a 26.10 per cent inflation rate reported by the Laos National Bank in July 2024. Based on such figure, the average monthly cost per person is LAK 663,421 per person per month. Additionally, taking into consideration the disaster was identified as yellow category level, the budget limitation and support from other actors, LRC has decided to adjust the transfer value to cover 35 per cent of the expenditure for each level as follows:

- (1) Families with 1 to 5 members will receive LAK 1,200,000 (estimated 3,475 families).
- (2) Families with 6 to 10 members will receive LAK 2,000,000 (estimated 1,850 families).
- (3) Families with 11 or more members will receive LAK 2,600,000 (estimated 105 families).



The operation will utilize the cash-in-envelope as the delivery mechanism. Similar to previous practices, LRC disaster management and finance team will prepare the cash and distribute it directly to the targeted recipients. The cash-in-envelope method is suitable for remote areas, where access to banking infrastructure and financial service is limited or unavailable. Currently, LRC continues to develop its framework agreement with a financial service provider (FSP).

Approximately 80 per cent of the total budget, equivalent to CHF 400,483 out of CHF 500,000, will be allocated through Cash and Voucher Assistance (CVA) to support affected individuals in meeting their basic needs. This significant allocation underscores the priority given to flexible, direct financial support, aligning with the IFRC's target to deliver 50 per cent of assistance through CVA by 2025.

To address the concern around mental health and psychosocial well-being, psychological first aid (PFA) considerations will be integrated into MPC intervention. As part of their responsibilities, trained staff volunteers will disseminate key messages on self-care and positive coping strategies to the affected communities during the cash distribution process. This approach aims to support the mental well-being of both staff and affected people, ensuring that essential information about emotional resilience and coping mechanisms is effectively communicated.

Cross-Cutting Areas:

The cash intervention will also incorporate cross-cutting considerations such as PGI and CEA. Specific efforts will prioritize vulnerable groups, including women-headed households, the elderly, and people with disabilities, in the distribution process. Community feedback mechanisms will enhance transparency, and targeted communication strategies will keep communities informed about cash distribution criteria and processes, ensuring the inclusion of all affected groups.

Building on lessons learned from previous operations, LRC has identified the importance of effective coordination and communication between headquarters (HQ) and branches. Past delays in communication led to inefficiencies, particularly in data collection and targeting processes. To address these challenges, LRC will implement more structured communication protocols and improve coordination mechanisms to ensure timely information flow between HQ and branches, enhancing operational efficiency during needs assessments and aid distribution.

Additionally, lessons learned from previous cash assistance operations highlight the need for improved staff preparation and training. Ensuring staff have adequate experience in cash distribution and familiarity with data collection tools like Kobo will be prioritized. LRC plans to conduct capacity-building sessions, including Kobo refresher training, to prepare staff effectively for the current operation. Incorporating these lessons aims to facilitate smoother cash distribution execution and improved coordination throughout the operation.

Targeting Strategy

Who will be targeted through this operation?

With the IFRC-DREF allocation, LRC aims to assist 5,430 families, totaling approximately 28,694 people, across the provinces of Huaphan, Xayabouly, Xiengkhuang, Bokeo, Phongsaly, Luangnamtha, Oudomxay, and Vientiane. This target is based on the decision of LRC DREF Committee, guided by NDMC, and the households identified in the needs assessment conducted by LRC. The primary target population include those severely affected by the floods, focusing on vulnerable groups including economically vulnerable households, households without support from other organizations, families with disabilities or serious illnesses, female-headed households, pregnant women, families with children under five years old, isolated individuals, and elderly persons aged 60 and above.

Explain the selection criteria for the targeted population

The selection criteria for the targeted population include households significantly affected by the floods as identified by the relevant authorities, focusing on vulnerable groups including economically vulnerable households, households without support from other organizations, families with disabilities or serious illnesses, female-headed households, pregnant women, families with children under five years old, isolated individuals, and elderly persons aged 60 and above.



Total Targeted Population

Women	12,601	Rural	67%
Girls (under 18)	2,224	Urban	33%
Men	12,066	People with disabilities (estimated)	1%
Boys (under 18)	1,803		
Total targeted population	28,694		

Risk and Security Considerations

Please indicate about potential operation risk for this operations and mitigation actions

Risk	Mitigation action
The flood situation could potentially worsen.	LRC will apply flexible response mechanisms to scale up the relief operation if the situation worsens. LRC will allocate a contingency budget within the IFRC-DREF operation plan to rapidly procure additional supplies and mobilize extra personnel or volunteers. Moreover, LRC will coordinate with local and national authorities and other key stakeholders to ensure alignment and quick decision-making in case the flood situation escalates. Additionally, LRC will ensure volunteers and staff receive safety training and protective equipment to operate in challenging conditions.
Community tension or conflict may arise during cash distribution due to varying amounts allocated to families based on their size.	A pre-launch meeting for cash distribution will be organized with district government officials, police, traders, and commercial agencies. This meeting will cover the cash distribution process and selection criteria, ensuring that all stakeholders are informed and involved as observers to prevent any security issues or conflicts among the affected population.
Significant risk of unexploded ordnance (UXO) in some targeted provinces. Very High Risk: Xiengkhuang High Risk: Huaphan Moderate Risk: Xayabouly, Phongsaly, Udomxay, Vientiane Province Low to Moderate Risk: Luangnamtha Low Risk: Bokeo	LRC will raise awareness among staff and volunteers including briefing about the risks of unexploded ordnance (UXO), identifying potential hazards, and following emergency procedures if UXO is encountered during field operations. Safety and security protocols will be put in place, including the use of safe routes, marking hazardous areas, and avoiding "no-go" zones as identified by UXO experts. Furthermore, LRC will coordinate with UXO clearance agencies to ensure high-risk areas are cleared before implementing DREF intervention activities.
While cash-in-envelope distribution is practical and preferred by the community, it presents higher institutional risks, as National Societies are responsible for managing all cash withdrawals and packaging.	National Societies will ensure the up to date of Standard Operating Procedures (SOPs) that covers comprehensively all aspects of cash-in-envelope distribution, from fund withdrawals to post-distribution recapitulation. Emphasis should be placed on segregating duties, with different teams handling cash withdrawals, packaging, and distribution to reduce risks and enhance accountability.
Injuries or loss of life of LRC staff and volunteers due to road accidents during assessments and carry-on operation activities in remote areas and flood-prone areas.	LRC will implement several safety measures. First, a comprehensive safety briefing will be conducted for all staff and volunteers before deployment, emphasizing road safety protocols, including defensive driving techniques, use of seat belts, and speed limits. LRC will also ensure that only trained and licensed drivers operate vehicles during the operation, and



vehicles used will be inspected for roadworthiness before deployment. Furthermore, the LRC will prioritize travel during daylight hours to minimize risks associated with poor visibility and difficult road conditions. Emergency contact numbers and first aid kits will be provided in every vehicle, and volunteers will receive basic first aid training to respond effectively in case of accidents. Coordination with local authorities and police will also be established to ensure prompt assistance in the event of an emergency.

Please indicate any security and safety concerns for this operation

Comprehensive measures were implemented to ensure the safety and security of all Red Cross Red Crescent (RCRC) personnel engaged in the operation. All RCRC staff and volunteers were strongly encouraged to complete the IFRC Stay Safe 2.0 e-learning courses, which provide essential safety and security training.

For those personnel under IFRC security management, including surge teams and deployed Participating National Societies, the IFRC country security plan was fully applied. This plan covers key protocols such as security regulations, medical emergency contingencies, relocation procedures, and critical incident management. Additionally, all field missions conducted by IFRC personnel adhered to the established IFRC travel approval processes and followed current health advisories and business continuity planning (BCP).

Has the child safeguarding risk analysis assessment been completed?

No

Planned Intervention



Multi Purpose Cash

Budget: CHF 403,465

Targeted Persons: 28,694

Indicators

Title	Target	Actual
# of families supported through multipurpose cash grants	5,430	-
# of refresher orientations conducted on cash distribution to LRC staff and volunteers	48	-
% of targeted families reached with PDM	20	-

Progress Towards Outcome

List of planned activities:

1. Conduct Cash Distribution Refresher Training for LRC staff and volunteers to ensure they are well-prepared for the cash distribution process.
2. Launch Meeting with Local Authorities: A coordination meeting will be held with local authorities from the target provinces and relevant departments from each province to ensure smooth implementation of the cash distribution activity.
3. Conduct multipurpose cash distribution to targeted families based on family size with the following allocations:



- Families with 1 to 5 members will receive LAK 1,200,000 (estimated 3,475 families).
- Families with 6 to 10 members will receive LAK 2,000,000 (estimated 1,850 families).
- Families with 11 or more members will receive LAK 2,600,000 (estimated 105 families).

This one-off cash distribution will provide to 5,430 families through direct cash in envelope within the affected communities. The LRC will conduct post distribution monitoring to ensure the progress and effectiveness assistance provided.

4. Provide Psychological First Aid (PFA) orientation to staff and volunteers involved in fieldwork during the operation. As part of their responsibilities, staff will disseminate key messages on self-care and positive coping strategies to the affected communities during the cash distribution process. This approach aims to support the mental well-being of both staff and affected people, ensuring that essential information about emotional resilience and coping mechanisms is effectively communicated.

5. Conduct post-distribution monitoring in target villages, covering 20 per cent of the 5,430 families receiving assistance.

Progress Towards Outcome:

The planned activities will be implemented in the coming weeks.



Protection, Gender And Inclusion

Budget: CHF 2,556

Targeted Persons: 48

Indicators

Title	Target	Actual
# of LRC personnel trained on PGI	35	-
# of staff receive sensitization on PGI during cash refresher distribution training	48	-

Progress Towards Outcome

List of planned activities:

1. Integration of PGI during emergency training into refresher Kobo data collection training for staff and volunteers. This will ensure they can identify and address the specific needs of vulnerable groups during emergency response efforts.
2. Conduct PGI Sensitization for Staff in Target Provinces. This will focus on the importance of integrating PGI into all emergency operations, ensuring inclusivity and addressing the needs of the most vulnerable populations.
3. Presentation of the Child Safeguarding Risk Analysis Tool during PGI Sensitization. As part of the PGI sensitization, LRC will present the Child Safeguarding Risk Analysis Tool to help staff identify and mitigate potential risks to children during the emergency response.

Progress Towards Outcome:

The refresher Kobo data collection training will be integrated to ensure that LRC staff and volunteers are equipped to address these critical aspects during emergency response operations.



Community Engagement And Accountability

Budget: CHF 2,556

Targeted Persons: 48



Indicators

Title	Target	Actual
# of LRC personnel trained on CEA	35	-
# of staff receive sensitization training on CEA during emergency	48	-

Progress Towards Outcome

List of planned activities:

1. Conduct CEA during emergency training integrated with KOBO data collection refresher training
2. Produce printed CEA key messages on how to access the information on assistance and service provided by LRC. The messages would be pasted in the public areas where people receive the cash assistance and can read the messages.
3. Set up feedback mechanism, including comment box and hotline.
4. LRC will provide CEA sensitization training for staff during second allocation for distribution team.

Progress Towards Outcome:

The refresher KOBO data collection training will be integrated to ensure that LRC staff and volunteers are equipped to address these critical aspects during emergency response operations.



Secretariat Services

Budget: CHF 51,127

Targeted Persons: 10

Indicators

Title	Target	Actual
# of monitoring visits conducted	5	-
# of IFRC surge personnel deployed	1	-

Progress Towards Outcome

List of Planned Activities:

1. Conduct monitoring visits during implementation.
2. Deploy Operation Manger with capacity of Operational management to help with this operation and to support LRC for two months
3. Assign PGI and CEA technical staff to support the LRC team in reviewing PGI materials and messages related to cash distribution and other operation activities. This collaborative effort aims to ensure that all aspects of cash distribution and operation activities align with best practices and established standards.

Progress Towards Outcome:

As of the reporting period, IFRC programme officer participated with LRC assessment team and provided technical support on Kobo training, data collection and monitoring the assessment process.



Budget: CHF 40,296

Targeted Persons: 154

Indicators

Title	Target	Actual
# of damage and needs assessment report developed	2	-
# of workshops conducted to consolidate and finalize assessment data	8	-
# of lessons learned/reflection workshop conducted for the assessment	1	-

Progress Towards Outcome

List of planned activities:

1. Form three teams for refresher KOBO training, including PGI and CEA sensitization, for staff in three provinces.
2. Implement the first needs assessment in 64 villages across six districts in three provinces.
3. Conduct data consolidation workshops for the three provinces separately to finalize assessment data.
4. Form five additional teams for refresher KOBO training with PGI and CEA sensitization for staff in five more provinces.
5. Implement the second needs assessment in five new provinces.
6. Conduct data consolidation workshops for the five provinces separately to review the collected data.
7. Develop the assessment report and operation update based on the data gathered from both assessments.
8. Organize a lesson-learned workshop to evaluate the process and refine the operations for further improvement.

Progress Towards Outcome:

As of the reporting period, the LRC has successfully conducted three refresher KOBO data collection training sessions, integrating sensitization on PGI and CEA for staff. Following these training sessions, LRC completed a needs assessment in the targeted areas and organized data consolidation workshops to finalize the findings. These efforts are designed to ensure accurate data collection and facilitate informed response planning and operation updates.

About Support Services

How many staff and volunteers will be involved in this operation. Briefly describe their role.

A total of 48 personnel from both headquarters and branches will be deployed to implementing cash distribution activity across 117 villages in 16 districts within eight targeted provinces under this IFRC-DREF allocation. In addition, a total of 138 volunteers will support operation including 106 volunteers conducting the second needs assessment in 53 villages and 32 volunteers assisting with cash distribution in 16 districts.

Will surge personnel be deployed? Please provide the role profile needed.

An Operation Manager with expertise in cash-based interventions will be deployed for two months to support the LRC in the early stages of the IFRC-DREF operation. This role will focus on assisting the LRC in planning and executing the response promptly and effectively. Reporting to the IFRC CCD Programme Coordinator, the Operation Manager's responsibilities will include defining strategic priorities, managing the overall operation, coordinating with Movement partners and external stakeholders, overseeing security measures, and ensuring a smooth transition to early recovery efforts. Additionally, surge personnel will provide technical support to both LRC headquarters and provincial teams. The presence of IFRC technical support will be essential to maintaining the quality and timeline of the operation, making the deployment of an Operation Manager crucial to its success.

If there is procurement, will it be done by National Society or IFRC?

The procurement related to the IFRC-DREF would be done by LRC in regular coordination with IFRC.

How will this operation be monitored?

The IFRC CCD Bangkok will conduct monitoring visits and maintain regular coordination with LRC to identify and address any issues as needed. An appropriate monitoring and evaluation (M&E) system will be established for the operation, utilizing existing PMER resources for regular data collection and reporting. Reporting will adhere to IFRC standards, with updates provided to relevant stakeholders as necessary. A final report will be issued within three months following the conclusion of the operation. Additionally, a lesson learned workshop will be held at the end of the IFRC-DREF operation to gather recommendations for LRC's consideration in future emergency responses. Throughout these processes, LRC will receive essential PMER support from the IFRC CCD Bangkok and APRO teams.

Please briefly explain the National Societies communication strategy for this operation

The IFRC will enhance the communication capacity of the LRC through the communications team in the Bangkok CCD and APRO. This support will include assistance in media relations, content gathering, and the production and distribution of communication materials and resources. Moreover, IFRC will leverage social media platforms, such as Facebook and Twitter, to promote advocacy messages on both global and regional levels. Furthermore, IFRC will assist in managing reputational risks at the country level, ensuring that Movement actors communicate and act with a unified voice to foster trust among partners, donors, and other stakeholders. Effective communication channels with stakeholders and partners will also be established.



Budget Overview



DREF OPERATION

MDRLA010 - Lao Red Cross
Floods 2024

Operating Budget

Planned Operations	408,577
Shelter and Basic Household Items	0
Livelihoods	0
Multi-purpose Cash	403,465
Health	0
Water, Sanitation & Hygiene	0
Protection, Gender and Inclusion	2,556
Education	0
Migration	0
Risk Reduction, Climate Adaptation and Recovery	0
Community Engagement and Accountability	2,556
Environmental Sustainability	0
Enabling Approaches	91,423
Coordination and Partnerships	0
Secretariat Services	51,127
National Society Strengthening	40,296
TOTAL BUDGET	500,000

all amounts in Swiss Francs (CHF)



Contact Information

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

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[Click here for the reference](#)

