

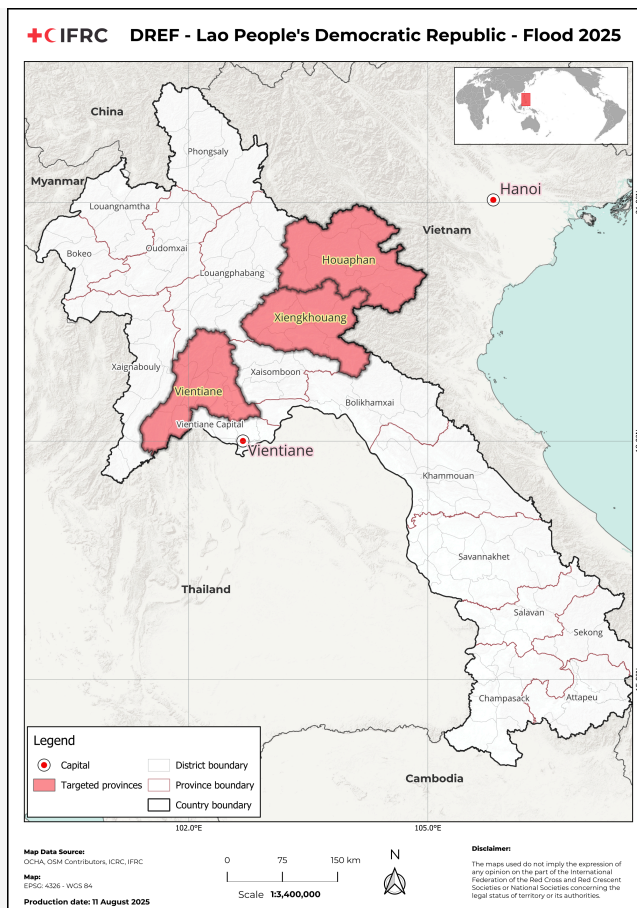


Cash distribution at Xiangkhong Province. (Photo: LRC)

Appeal: <b>MDRLA011</b>	Total DREF Allocation: <b>CHF 312,000</b>	Crisis Category: <b>Yellow</b>	Hazard: <b>Flood</b>
Glide Number: <b>FL-2025-000126-LAO</b>	People Affected: <b>172,010 people</b>	People Targeted: <b>10,765 people</b>	People Assisted: <b>10,765 people</b>
Event Onset: <b>Sudden</b>	Operation Start Date: <b>08-08-2025</b>	Operational End Date: <b>28-02-2026</b>	Total Operating Timeframe: <b>6 months</b>

Targeted Regions: **Houaphan, Xiangkhouang, Vientiane**

# Description of the Event



Map of Targeted Areas (Map: IFRC,IM)

## Date of event

30-07-2025

## What happened, where and when?

Between 21 and 30 July 2025, heavy rainfall associated with the remnants of Tropical Depression Wipha caused widespread flooding, flash floods, and landslides across northern and central provinces of Lao PDR, including Vientiane, Bolikhamxay, Luang Prabang, Xayabouly, Xiengkhouang, Houaphan, Xaysomboun, Khammouane, and Bokeo. The event resulted in significant impacts on at-risk communities, infrastructure, and livelihoods, as reflected in successive UN situation reports and initial government assessments.

According to the UN Lao PDR Monsoon Situation Report (Sitrep) No. 5 published on 31 July 2025, in Khammouane Province, flooding in Hinboun District between 27 and 28 July submerged homes; some up to roof level and affected 13 villages and over 335 families. Agricultural losses included damaged rice fields, crops, livestock, and fishponds, while temporary road inaccessibility further disrupted movement and response efforts. Total damages in the district were estimated at over LAK 1.2 billion (approximately CHF 44,581). At the time of reporting, no updated information was available regarding the number of affected people who had received assistance.

Rising water levels along the Mekong River and its tributaries further heightened flood risks, reaching warning thresholds in several locations, including Vientiane Capital and southern provinces. Authorities and the Department of Meteorology and Hydrology issued alerts for communities in low-lying and riverside areas, urging preparedness for potential continued flooding and landslides.

By the end of the DREF operation, reconstruction efforts remained ongoing in some areas. Basic services, including water supply and health care, were largely restored, although access to clean water continued to be limited in some remote communities.



Government-led interventions, supported by humanitarian partners including the Lao Red Cross (LRC), addressed the most urgent needs during the initial response phase. Early and mid-term recovery interventions were also implemented in affected communities to address challenges in restoring livelihoods and rehabilitating damaged infrastructure.



Beneficiary verification for cash distribution. (Photo: LRC)



PDM for MPC in Houaphan Province. (Photo: LRC)



Refresher training on cash distribution. (Photo: LRC)



Lessons learnt workshop. (Photo: LRC)

## Scope and Scale

According to the successive UN situation reports and government assessments, Tropical Depression Wipha affected 172,010 people (34,402 families) across 571 villages in 46 districts in nine provinces of Lao PDR, resulting in nine deaths and four missing persons, while displacing thousands, although detailed displacement figures remain unavailable. Significant damage to critical infrastructure was reported, including the destruction of one hospital, 55 bridges, and 20 schools, alongside disruption to electricity services in 56 locations and damage to 262 sanitation facilities, severely affecting access to essential services.

The impact on livelihoods and the local economy was substantial, with 147 shops and vehicles damaged or destroyed, and widespread damage to 241 road sections limiting access to affected areas. The agricultural sector was heavily impacted, with approximately 21,530 hectares of paddy fields destroyed and 7,546 livestock lost, posing serious risks to food security. Total estimated losses amount to USD 13.06 million (CHF 10.54 million).

Six months after the floods, some households have resumed livelihoods; however, many continue to face recovery challenges due to damaged infrastructure, limited resources, and ongoing resettlement needs, particularly in Luang Namtha. Access to target areas remained constrained by damaged roads, remote terrain, and intermittent connectivity, especially in Houaphanh and Xiangkhouang provinces. Despite these challenges, the LRC, with IFRC support, reached the targeted caseload within the planned timeframe.

## Source Information

Source Name	Source Link
1. Lao PDR Monsoon Situation Report (Sitrep) No. 5	<a href="https://laopdr.un.org/en">https://laopdr.un.org/en</a>
2. Lao Red Cross	<a href="https://lao-redcross.com/">https://lao-redcross.com/</a>

# IFRC Network Actions Related To The Current Event

<p><b>Secretariat</b></p>	<p>IFRC closely monitored the impact of Typhoon Wipha and the evolving needs in the affected provinces, in coordination with LRC and UN agencies in Lao PDR. IFRC Country Cluster Delegation (CCD) for Thailand, Cambodia, Laos and Viet Nam (CCD) in Bangkok provided:</p> <ul style="list-style-type: none"> <li>• technical guidance on DREF planning and implementation</li> <li>• support in in cash and voucher assistance (CVA) design aligned with IFRC standards</li> <li>• operational guidance on Protection, Gender and Inclusion (PGI), Community Engagement and Accountability (CEA), Planning, Monitoring, Evaluation, and Reporting (PMER)</li> <li>• financial management oversight</li> <li>• continuous remote and in-country coordination with LRC</li> <li>• participation in key review and Lessons Learned processes</li> </ul> <p>The IFRC CCD Bangkok maintained close engagement with LRC throughout the operation lifecycle.</p>
<p><b>Participating National Societies</b></p>	<p>The Swiss Red Cross (SRC) provided financial support to LRC to implement activities aligned with the DREF operation in Xaiyabouli, Luang Prabang, and Bolikhamxai provinces. SRC also contributed technical support, coordination, and participation in monitoring, review discussions, and the lessons learned workshop.</p>

## ICRC Actions Related To The Current Event

<p>N/A</p>
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## Other Actors Actions Related To The Current Event

<p><b>Government has requested international assistance</b></p>	<p>No</p>
<p><b>National authorities</b></p>	<p>Government authorities at central, provincial, and district levels played a key role in coordinating and supporting flood response and early recovery efforts. The Central Disaster Management Committee led overall coordination, including planning a rapid needs assessment in five northern provinces and launching a national fundraising campaign on 30 July 2025 to mobilize resources.</p> <p>At sub-national level, disaster management committees and local authorities coordinated emergency assistance and recovery actions, including convening coordination meetings in affected areas such as Khammouane. Security forces, including military and police, were deployed across multiple provinces to support evacuations, clean-up activities, and assistance to affected communities.</p>



	<p>Authorities also contributed direct support through the provision of emergency relief items and financial assistance in several provinces. In addition, they facilitated implementation by providing official information, enabling access to affected communities, supporting beneficiary validation, ensuring security during cash distributions, and coordinating closely at provincial and district levels. Deputy District Governors, as chairs of District Disaster Management Committees, served as key operational counterparts throughout the response.</p>
<p><b>UN or other actors</b></p>	<p>The UN Resident Coordinator:</p> <p>Under the leadership of the UN Resident Coordinator, supported coordination, information management, and preparedness for the flood response. Situation Reports (SitReps), based on official and media sources, were regularly issued by the UNRC's Office with contributions from Inter-Agency Standing Committee (IASC) cluster members and widely shared with humanitarian and development partners. Real-time updates on alerts and monsoon-related events were also disseminated through cluster coordination channels.</p> <p>An Inter-Cluster Coordination Meeting was convened on 29 July 2025 to support joint assessment and response planning in alignment with government efforts. The UN Resident Coordinator further advised the UN Country Team and IASC clusters to remain on standby to support the Government's response. In parallel, humanitarian information management was strengthened through coordination of operational presence mapping and regular updates of the 5W matrix (Who, What, Where, When, Whom).</p> <p>According to the report from LRC, the World Food Programme (WFP), under the leadership of the Ministry of Labour and Social Welfare (MLSW), supported LRC in implementing complementary cash distributions following the impact of Tropical Storm Wipha. The WFP-funded intervention was implemented from 1 October to 31 December 2025 in Xiangkhouang and Houaphanh provinces, covering 9 districts and 48 villages, with a total budget of USD 32,661 (approximately CHF 25,491). This operation provided cash assistance to 3,424 households (19,587 people, including 9,541 women). Distributions were delivered through coordination with MLSW at central and local levels and implemented in collaboration with a Financial Service Provider (BECOME Bank) to support secure and traceable cash delivery. This support complemented other humanitarian efforts and helped meet immediate food and basic needs of vulnerable flood-affected households.</p> <p>Save the Children International (SCI) and government partners:</p> <p>They conducted a Rapid Needs Assessment in Nan District, Luang Prabang Province, after Typhoon Wipha caused severe flooding that affected 895 households in 14 villages. Significant damage included destroyed homes, disrupted clean water access, lost livestock, and affected schools, leaving 535 students without education. Immediate needs include clean water, shelter, food, school supplies, and cash support, while long-term priorities focus on recovery and disaster resilience.</p> <p>Following flooding caused by Tropical Depression Wipha in July 2025, SCI provided integrated humanitarian assistance in Nan District, Luang Prabang Province, including emergency shelter, household items, livelihood recovery, and education support. In coordination with authorities and partners, the response restored access to basic services and safe learning environments, reaching 1,204 households (5,549 people), including 1,407 children and 84 persons with disabilities.</p> <p>Source:<a href="https://www.savethechildren.net/laos/laos-humanitarian-response-0?utm_source">https://www.savethechildren.net/laos/laos-humanitarian-response-0?utm_source</a></p> <p>UNOSAT:</p> <p>Has released a live web map presenting key information related to Tropical Storm WIPHA. The platform includes impact assessments for different provinces in Lao PDR.</p>



### Are there major coordination mechanism in place?

LRC headquarters led nationwide coordination of preparedness and response activities, issuing early alerts to provincial branches to monitor weather conditions, liaise with local disaster management committees, and prepare for immediate response. LRC Headquarters also ensured continuous coordination, data collection, and situation reporting, supported by regular updates from provincial teams, enabling timely analysis and informed decision-making.

LRC maintained close coordination with IFRC CCD Bangkok and in-country partners, WFP, including the National Disaster Management Committee (NDMC) and the Swiss Red Cross (SRC), to ensure alignment and effective resource mobilization. Coordination mechanisms at district, provincial, and community levels were functional and facilitated timely implementation despite access and communication challenges in some remote areas.

## Needs (Gaps) Identified



### Shelter Housing And Settlements

Although 172,010 people (34,402 households across 766 villages) were affected, initial assessment reports did not indicate significant shelter damage or provided sufficient information on displacement. LRC continuously coordinated with local authorities to enquire about shelter conditions and displacement status.

Subsequent assessments in targeted areas affected by Tropical Storm Wipha identified that 486 households (26.83 per cent) experienced shelter damage, while many others faced temporary flooding and deteriorated living conditions. Although most structures remained intact, households reported loss of essential items, increased humidity, and the need for minor repairs. Unconditional cash assistance was therefore provided to support early recovery and address shelter-related needs.

While the DREF-supported cash assistance contributed to addressing immediate shelter-related and early recovery needs, gaps remain for some households whose shelters require more extensive repairs or who continue to face prolonged impacts from flooding and poor living conditions. These needs extend beyond the scope and timeframe of the DREF and may require additional support through longer-term recovery or complementary programmes.



### Livelihoods And Basic Needs

Flooding caused extensive damage to agricultural land and livestock, with approximately 21,500 hectares of rice fields destroyed and an estimated 7,500 livestock lost, significantly affecting household livelihoods. Needs assessments, including UN situation reports, identified urgent requirements for livelihood recovery, particularly in agriculture and access to cash.

During the 2025–2026 DREF operation, LRC provided multipurpose cash assistance to targeted households to support immediate livelihood recovery and enable affected families to meet essential needs.



### Multi purpose cash grants

Flooding caused significant damage to critical infrastructure, including roads, schools, health facilities, residential areas and agricultural land, with total losses estimated at USD 13,060,173.86 (CHF 10,542,355). Initial assessments indicated a strong community preference for cash assistance, highlighting its appropriateness as a response modality.

During the DREF operation, multipurpose cash grants were prioritized to address diverse and multi-sectoral needs during the relief and early recovery phases. This approach enabled affected households to flexibly allocate resources according to their most urgent priorities, complementing support provided by government agencies across shelter, WASH, health and livelihoods sectors.





## Health

Initial reports indicated damage to one hospital; however, information on service disruptions, disease surveillance, mobile health services, and mental health and psychosocial needs was not available at the time of DREF development. LRC conducted further assessments to address these information gaps.

The result of assessments indicated that no major disease outbreaks were reported, communities identified increased health risks following flooding, including waterborne illnesses, skin infections, and reduced access to routine health services in remote areas. The primary need was to restore household purchasing power to cover basic health expenses, such as medicines and transport to health facilities. Cash assistance was therefore considered an appropriate modality to support immediate health-related needs.



## Water, Sanitation And Hygiene

Following reports of damage to 262 sanitation facilities and contamination of living areas by floodwater, detailed needs assessments were initially incomplete at the time of DREF activation. During the implementation period, LRC conducted joint assessments with local authorities to verify needs and inform the response.

Flooding affected water sources and sanitation conditions in several communities. While most households-maintained access to drinking water, concerns regarding water quality, hygiene practices, and sanitation facility use were identified. Cash assistance enabled affected households to procure water treatment supplies, hygiene items, and cleaning materials, supporting immediate recovery and improved hygiene conditions.



## Protection, Gender And Inclusion

Disaggregated data (including sex, age and disability) was not consistently available at the outset, limiting detailed analysis of specific needs. LRC identified vulnerable groups among the 2,094 targeted households, including older persons, pregnant and lactating women, children under five, persons with disabilities, and large households, who faced increased barriers in accessing food, healthcare, and Water, Sanitation and Hygiene (WASH) services.

PGI considerations were integrated into beneficiary selection, prioritization, and site organization to mitigate risks of exclusion, particularly in remote and linguistically diverse areas. However, gaps were noted in the consistent use of Sex, Age and Disability Disaggregated Data (SADDD) and documentation of vulnerabilities. To address this, refresher trainings for staff and volunteers, strengthened PGI mainstreaming across sectors, and a child safeguarding analysis are planned to enhance inclusive, safe, and accountable programming.



## Community Engagement And Accountability

In the affected areas, essential household items were distributed concurrently in multiple areas involving many people. LRC identified the need for transparency and accountability as a priority, based on the previous DREF operations implemented these last few years by LRC.

Community feedback highlighted the importance of safe, orderly and dignified distribution processes, particularly for women, older persons and persons with disabilities. Measures such as priority queuing and proxy collection were applied to enhance inclusive access. Communication was conducted through provincial and village authorities; however, challenges related to language diversity and remote locations affected comprehension in some areas. While feedback mechanisms were utilized during implementation and post-distribution monitoring, lessons learned indicate the need for continued strengthening of two-way communication, feedback tracking systems, and practical application of PGI at branch level for future operations.



# Operational Strategy

## Overall objective of the operation

The overall objective of the DREF operation was to provide timely and dignified humanitarian assistance to 10,619 people (approximately 2,094 households) affected by Tropical Storm Wipha-induced flooding in Vientiane, Xiangkhouang and Houaphanh provinces over a six-month period. Through the provision of unconditional multipurpose cash assistance, the operation enabled affected households to meet their immediate basic needs and support early recovery, including food, livelihoods, household items, and other essential goods and services.

However, following joint reassessments conducted with LRC branches after DREF approval, the cash assistance structure was revised from the originally planned three household categories to four categories to ensure a more appropriate and equitable allocation of assistance. By the end of operation, the operation ultimately reached 10,765 people (5,474 male and 5,291 female) from 1,815 households.

The operation also integrated PGI and CEA approaches to ensure assistance was inclusive, safe, transparent and responsive to the needs of affected communities, with particular attention to vulnerable groups. In addition, the operation contributed to strengthening LRC CVA implementation.

## Operation strategy rationale

The main priorities under this DREF operation included:

1. The unconditional multipurpose cash assistance to support flood-affected households in meeting their immediate basic needs, including food, livelihoods, household items, and other essential goods and services for one month. The intervention aimed to address urgent humanitarian needs during the emergency phase, while longer-term recovery support was expected to be covered through government assistance and existing or planned LRC recovery programmes.

Cash transfer values were designed according to household size to better reflect varying family needs, noting that the average household size in Lao PDR is approximately 5.3 people, with some extended families comprising significantly more members. Transfer values were guided by the Minimum Expenditure Basket (MEB) recommended by the Lao Cash Working Group, led by WFP. At the time of the operation, the MEB estimated the monthly cost of basic needs at LAK 3,516,129 (approximately CHF 133) per household, excluding WASH and health expenses.

Considering the scale of the disaster, available budget, and support provided by other actors, the LRC initially set cash assistance at approximately 35 per cent of the MEB, with the following transfer values:

- Households with 1–5 members: LAK 1,200,000 (approximately CHF 50)
- Households with 6–10 members: LAK 2,000,000 (approximately CHF 82)
- Households with 11 or more members: LAK 2,600,000 (approximately CHF 107)

Following joint reassessments conducted with LRC branches after DREF approval, the cash assistance values were revised to better reflect actual household composition:

- Level 1 (1–3 members): LAK 1,000,000
- Level 2 (4–6 members): LAK 2,000,000
- Level 3 (7–9 members): LAK 3,000,000
- Level 4 (10+ members): LAK 3,400,000

The DREF operation utilized a cash-in-envelope delivery mechanism, with LRC disaster management and finance teams preparing and distributing cash directly to targeted households. This modality was considered the most appropriate for remote areas with limited access to banking and financial services and has been successfully used in previous DREF operations in Lao PDR.

Cash distributions were implemented in accordance with LRC cash standard operating procedures (SOPs) to ensure the safety, dignity, and confidentiality of recipients. Risk mitigation measures included security risk analysis, coordination with local authorities, appropriate timing and site selection, clear distribution layouts, crowd and beneficiary flow management, and confidential cash handling by trained LRC staff. Communication with communities before and during distributions was prioritized to ensure beneficiaries were informed of the process and their entitlements.

2. The needs assessments were conducted to verify the situation on the ground and inform the design of the response. Led by LRC, the



assessment process included household-level data collection, analysis, and reporting. Data were collected using KOBO Toolbox or paper-based forms depending on connectivity, security conditions, and accessibility of affected areas. Given the dispersed nature of some communities and the distance between households, flexible data collection approaches were applied. The assessments captured multi-sectoral information to identify immediate and unmet needs and support evidence-based targeting and response planning.

3. The operation integrated PGI and CEA considerations throughout the cash intervention. Particular attention was given to vulnerable groups, including women-headed households, older people, and persons with disabilities, during beneficiary selection and distribution processes. Community feedback mechanisms and targeted communication activities were also established to enhance transparency, ensure communities were informed of selection criteria and distribution procedures, and support the inclusion of all affected groups.

4. Community Engagement and Accountability (CEA) was integrated throughout the operation to ensure affected communities had access to timely and accurate information regarding the assistance provided by the LRC. The approach also clarified the roles, responsibilities, and expected conduct of staff and volunteers to help strengthen trust and accountability with communities. Local volunteers and community members played a central role throughout the operation, contributing local knowledge and supporting a response that was more relevant and responsive to community needs.

5. To maintain the integrity and accountability of the operation, all LRC staff and volunteers involved in the assessment and response adhered to the LRC Code of Conduct and staff regulations. Safeguarding measures were implemented to promote a safe environment for both affected populations and response personnel. In addition, volunteers participating in field activities were provided with insurance coverage to ensure their safety and wellbeing during the operation.

6. Post-Distribution Monitoring (PDM) was conducted for one to two weeks following the completion of cash distributions in the three targeted provinces. The PDM assessed the effectiveness, appropriateness, and utilization of cash assistance, as well as beneficiary satisfaction with the support provided.

## Targeting Strategy

### Who was targeted by this operation?

With support from the DREF allocation, LRC targeted 2,094 households, approximately 10,619 people, affected by flooding caused by Tropical Storm Wipha in Houaphanh, Xiangkhouang and Vientiane provinces. Following joint reassessments conducted with LRC branches after DREF approval, the cash assistance structure was revised from the three household categories to four categories to ensure a more appropriate and equitable allocation of assistance. By the end of operation, the operation ultimately reached 10,765 people (5,474 male and 5,291 female) from 1,815 households.

The target was determined by the LRC DREF Committee in coordination with the National Disaster Management Committee (NDMC), based on rapid needs assessments conducted by local authorities and LRC branches.

The operation focused on households severely affected by the floods in the following locations:

- Vientiane province (Kasy district)
- Xiangkhouang province (Kham and Nonghaed districts)
- Houaphanh province (Kuan and Samtai districts)

Priority was given to the most vulnerable households, particularly those with limited coping capacity and insufficient support from other organizations. This included:

- older persons
- pregnant and lactating women
- persons with disabilities or serious illnesses
- women-headed households
- households with children under five years old
- large households with high dependency ratios
- isolated individuals and severely flood-affected households.

### Explain the selection criteria for the targeted population

Beneficiary selection followed a multi-stage, evidence-based process combining field verification and coordination with local authorities. The operation targeted households significantly affected by flooding caused by Tropical Storm Wipha, with priority given to vulnerable



groups and households with limited coping capacity.

Selection criteria included:

Primary impact criteria

- households affected by flooding caused by Tropical Storm Wipha
- households with damage to shelters, livelihoods, or essential assets
- households experiencing significant loss of agricultural production or income

Vulnerability criteria

- older persons
- persons with disabilities or serious illnesses
- pregnant or lactating women
- women-headed households
- households with children under five years old
- large households with high dependency ratios
- poor or near-poor households
- isolated households and households with limited coping capacity
- households not receiving support from other organizations

The verification process included village-level identification, district consolidation, provincial verification, and final review and approval by LRC headquarters. Beneficiary data were digitally registered using Kobo Toolbox to support transparency, accuracy, and accountability.

## Total Assisted Population

Assisted Women	5,291	Rural	-
Assisted Girls (under 18)	-	Urban	-
Assisted Men	5,474	People with disabilities (estimated)	-
Assisted Boys (under 18)	-		
Total Assisted Population	10,765		
Total Targeted Population	10,765		

## Risk and Security Considerations (including "management")

Does your National Society have anti-fraud and corruption policy?	No
Does your National Society have prevention of sexual exploitation and abuse policy?	No
Does your National Society have child protection/child safeguarding policy?	No



Does your National Society have whistleblower protection policy?	No
Does your National Society have anti-sexual harassment policy?	No

Please analyse and indicate potential risks for this operation, its root causes and mitigation actions.

Risk	Mitigation action
The flood situation could potentially worsen.	<p>LRC maintained a flexible response approach that would allow the scale-up of relief activities if required. A contingency allocation within the IFRC-DREF operation supported the rapid procurement of relief items and deployment of additional personnel, while close coordination with authorities and relevant stakeholders facilitated timely decision-making and response adjustments.</p> <p>To ensure the safety and security of operations, LRC staff and volunteers received safety briefings and were provided with appropriate protective equipment during field activities.</p>
Risk of unexploded ordnance (UXO) in Xiengkhuang and Huaphan.	<p>LRC incorporated safety and security measures related to unexploded ordnance (UXO) risks into the operation, particularly in affected areas known to have UXO contamination. Staff and volunteers received awareness briefings on UXO risks, including the identification of potential hazards and procedures to follow if suspicious objects were encountered during field activities.</p> <p>Operational safety protocols included the use of designated safe routes, marking and avoidance of hazardous areas, and adherence to “no-go” zones identified by UXO specialists. LRC also coordinated with relevant UXO clearance agencies to ensure that high-risk areas were assessed and cleared, where necessary, prior to the implementation of DREF activities.</p>
While cash-in-envelope distribution is practical and preferred by the community, it presents higher institutional risks, as the National Society are responsible for managing all cash withdrawals and packaging.	<p>LRC ensured that Standard Operating Procedures (SOPs) for cash-in-envelope distributions were updated and applied throughout the operation. The SOPs covered all stages of the cash distribution process, including cash withdrawal, transportation, packaging, distribution, and post-distribution reconciliation.</p> <p>To strengthen accountability and reduce operational risks, clear segregation of duties was maintained, with different teams responsible for cash withdrawal, packaging, and distribution activities. This approach helped enhance transparency, internal control, and financial accountability during the implementation of the cash assistance programme.</p>



**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 staff and volunteers were encouraged to complete the IFRC Stay Safe 2.0 e-learning courses to strengthen awareness of operational safety and security procedures.

For personnel operating under IFRC security management, including surge personnel and participating National Societies, the IFRC country security plan applied throughout the operation. This included adherence to established security regulations, medical emergency procedures, relocation protocols, critical incident management processes, and IFRC travel approval requirements. Field missions were conducted in line with prevailing health advisories and business continuity measures.

The operation also considered context-specific risks related to flooding in Lao PDR, including limited access to clean water and food, exposure to seasonal mosquito-borne diseases, difficult road conditions, and access constraints in affected areas. To mitigate these risks, the operation maintained continuous situation monitoring, regular security updates, movement tracking of personnel, security assessments of operational areas, and pre-deployment security briefings for staff and volunteers.

Additional operational safety and security concerns during the implementation included the secure movement and handling of cash during transportation and distribution activities. Appropriate security arrangements were put in place for cash transfers between banks and distribution sites, as well as at distribution locations, to minimize risks related to theft or incidents during cash handling.

Crowd management and beneficiary flow control were also key considerations, particularly in locations where processing times were slower and could potentially lead to tension or disputes. Distribution teams implemented clear site organization and communication measures to support orderly and safe distributions.

Field teams faced operational risks when travelling to remote and hard-to-reach villages, including difficult terrain, adverse weather conditions, river crossings, and the use of motorbikes in challenging environments. In addition, communication constraints in areas without mobile network coverage required the establishment of pre-agreed coordination and check-in procedures to ensure staff and volunteer safety throughout field missions.

Has the child safeguarding risk analysis assessment been completed?

No

# Implementation



## Multi Purpose Cash

**Budget:** CHF 199,629

**Targeted Persons:** 10,619

**Assisted Persons:** 10,765

**Targeted Male:** 5,474

**Targeted Female:** 5,291

### Indicators

Title	Target	Actual
# of people provided with unconditional cash assistance	10,619	10,765
# of LRC staff attending refresher on cash distribution and need assessment	20	43



% of households who report being able to meet the basic needs of their households, according to their priorities (minimum expenditure basket)	70	74
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## Narrative description of achievements

### 1. Launching meeting for cash distribution:

LRC conducted community orientation meetings with targeted communities in the three supported provinces prior to cash distributions in December 2025. The meetings provided information on the beneficiary selection criteria, targeting process, distribution arrangements, and entitlement values to ensure transparency and promote community understanding of the intervention. LRC also explained the available feedback and complaint mechanisms and encouraged community members to raise questions and concerns. These activities helped manage expectations, reduce the risk of misunderstandings among non-selected households, and support the smooth implementation of cash distribution activities.

### 2. Cash distribution:

LRC successfully implemented a multipurpose unconditional cash assistance programme to support households affected by Tropical Storm Wipha. Cash distributions were conducted from 9–26 December 2025 in Vientiane, Xiangkhouang, and Houaphanh provinces. In total, 10,765 people (1,815 households) received assistance, compared to the target of 10,619 people (2,094 households).

The number of households was subsequently revised from 2,094 to 1,894 households based on updated needs identified during implementation. Geographic coverage was also reduced due to parallel assistance provided by WFP, resulting in a narrower operational footprint: i) Xiangkhouang province: reduced from five planned districts to two implemented districts. ii) Houaphanh province: reduced from six planned districts to two implemented districts. iii) Vientiane province: reduced from two planned districts to one implemented district. In addition, exchange rate fluctuations between the planning and implementation periods affected the overall budget and transfer calculations.

Cash assistance was delivered directly by Lao Red Cross teams at organized distribution sites. The operation was implemented in close coordination with provincial, district, and village authorities. Following joint reassessments conducted with LRC branches after DREF approval, the cash assistance values were revised to better reflect actual household composition:

- Level 1 (1–3 members): LAK 1,000,000
- Level 2 (4–6 members): LAK 2,000,000
- Level 3 (7–9 members): LAK 3,000,000
- Level 4 (10+ members): LAK 3,400,000

District security personnel were deployed to support safety and crowd management during distribution activities. Distribution sites followed a structured flow, including beneficiary verification, cash handover, and help desk support, which helped ensure orderly, transparent, and accountable delivery.

Implementation of the cash distribution was delayed despite the DREF approval being granted in August 2025, as project implementation in Lao PDR requires formal approval from the Ministry of Foreign Affairs (MoFA). In the Lao context, MoFA approval serves as the legal basis for project implementation, including confirmation of the official project start date and authorized signatories. Ensuring alignment between the project agreement and the MoFA approval was essential to avoid delays in fund disbursement, compliance issues during government monitoring and audits, and potential administrative constraints affecting implementation.

### 3. Refresher on cash distribution and need assessment:

As LRC utilized a cash-in-envelope modality, refresher training on cash distribution procedures and Kobo-based data collection was conducted to ensure staff were adequately prepared for implementation. The training took place during the DREF kick-off meeting held in Vang Vieng district, Vientiane province, in November 2025. Facilitated by LRC, the session focused on the selected cash delivery approach, Kobo data collection methods, team composition and roles, security and safety measures, as well as the integration of CEA and PGI considerations throughout the operation. A total of 43 participants, including 11 women, from headquarters and branch levels attended the training.

### 4. Post distribution Monitoring:

Data collection for the PDM was conducted using KoboToolbox to interview samples of assisted households (n = 356), which enabled efficient digital data capture, real-time monitoring, and improved data quality control. Trained LRC staff and volunteers administered the structured questionnaire through mobile devices during household interviews conducted between 12–21 January 2026 across Houaphanh, Xiangkhouang, and Vientiane province. The use of KoboToolbox facilitated timely data cleaning, validation, and analysis for reporting purposes.

Beneficiaries reported that cash assistance enabled them to prioritize urgent household needs such as food, basic items, small repairs,



and recovery of livelihoods.

PDM findings indicated that the cash assistance largely met the immediate needs of affected households. Out of 356 respondents, 262 households (73.6 per cent) reported that the assistance met some of their needs, while 60 households (16.9 per cent) stated it met most of their needs. A smaller proportion, 25 households (7.0%), reported that it met very few of their needs, and only 6 households (1.7 per cent) indicated that their needs were not met at all. Additionally, 3 households (0.8 per cent) reported that assistance fully met their needs. Overall, the results suggest that the cash support was relevant and useful for the majority of targeted households, though some gaps in meeting full needs remain.

The PDM further showed that households primarily used the unconditional cash assistance enabled affected households to prioritize their most urgent needs, with 88 per cent of surveyed households using the assistance to purchase food, followed by 38 per cent for agriculture and livelihood recovery, 18 per cent for WASH items such as soap and safe water, and 17 per cent for clothes, kitchen utensils, and other household essentials, confirming the appropriateness and effectiveness of the cash modality in supporting immediate recovery following Tropical Storm Wipha.

## Lessons Learnt

- Direct cash delivery by LRC was feasible but required strong logistical and security arrangements.
- Close coordination with district authorities and security forces was critical to ensure safe distributions.
- Beneficiary data verification must be strengthened prior to distribution to reduce delays.
- Priority arrangements for vulnerable groups improved safety, dignity, and crowd management.
- For future large-scale responses, engagement with a Financial Service Provider (e.g., bank) could further enhance efficiency, reduce manual cash handling risks, and speed up distribution.

## Challenges

- Difficult access to remote villages due to poor road conditions and mountainous terrain.
- Limited mobile network coverage affected field coordination in some areas.
- Manual cash handling required strong on-site controls and increased workload for teams.
- Minor beneficiary data inconsistencies required verification at distribution points.
- Some households were temporarily absent due to agricultural activities.



## Protection, Gender And Inclusion

**Budget:** CHF 1,159

**Targeted Persons:** 30

**Assisted Persons:** 43

**Targeted Male:** 21

**Targeted Female:** 22

## Indicators

Title	Target	Actual
# of staff receive sensitization on PGI and Child safeguarding during emergency	30	43
# of CSRA conducted by the National Society	1	1

## Narrative description of achievements

### 1. Sensitization PGI for LRC staff:

PGI considerations were integrated throughout the DREF cash distribution operation to ensure safe, equitable, and dignified access to assistance for all affected populations. A sensitization and practical orientation session on PGI was conducted for LRC staff in November 2025. The workshop aimed to strengthen participants' understanding of Red Cross and Red Crescent minimum standards on dignity,



access, participation, and safety, while ensuring that PGI principles were integrated into all stages of the cash distribution process. Through group discussions and participatory exercises, participants identified vulnerable groups requiring special attention during the operation and collectively developed practical “DOs and DON'Ts” for before, during, and after the distribution.

The session emphasized moving beyond theoretical training towards concrete PGI actions that promote safe, accessible, and dignified assistance for affected communities. A total of 43 participants, including 11 female participants, attended the session. During Cash distributions, priority arrangements were established for persons with specific needs, including pregnant women, elderly persons, persons with disabilities, and women with young children. These measures helped reduce waiting time and congestion at distribution sites.

Distribution points were organized with clear crowd management, separate waiting areas where feasible, and support from district authorities and security personnel to maintain a safe environment. Beneficiaries were informed about the assistance process and their entitlements and help desks were available to respond to questions and concerns.

Monitoring and field observations confirmed that cash distributions were conducted in an orderly and respectful manner. No major protection incidents were reported during the operation. Overall, PGI mainstreaming contributed to improved safety, accessibility, and dignity of affected households receiving assistance.

## 2. Conduct Child Safeguarding Risk Analysis (CSRA)

A Child Safeguarding Risk Analysis (CSRA) was also conducted alongside with the PGI session in November 2025, to identify and mitigate potential risks related to staff and volunteer interaction with children during the operation. The activities strengthened staff awareness and capacity to apply safeguarding measures and ensured safe and appropriate engagement with children throughout the response.

## Lessons Learnt

- Early PGI sensitization for all staff and volunteers is essential for consistent implementation.
- Priority lanes and clear beneficiary flow significantly improve protection outcomes.
- Close coordination with local authorities and district security enhances safety at distribution sites.
- Future operations would benefit from strengthened two-way feedback mechanisms at community level.
- Additional PGI practical guidance for field teams would further improve quality and consistency.

## Challenges

- Limited dedicated PGI budget for community-level activities.
- Some remote distribution sites had space constraints affecting optimal layout.
- Not all volunteers could attend the initial PGI orientation due to deployment timing.
- Communication with ethnic or remote communities sometimes requires additional time and support.



## Community Engagement And Accountability

**Budget:** CHF 1,108

**Targeted Persons:** 30

**Assisted Persons:** 43

**Targeted Male:** 21

**Targeted Female:** 22

## Indicators

Title	Target	Actual
# of staff receive sensitization training on CEA during emergency	30	43



## Narrative description of achievements

### 1. Sensitization training on CEA during emergency:

CEA was mainstreamed throughout the DREF cash response to ensure affected communities were informed, consulted, and able to raise questions or concerns. CEA sensitization was conducted for LRC staff in November 2025, together with PGI and Child Safeguarding sessions (A total of 43 participants, including 11 female participants, attended the session), to strengthen their understanding of inclusive and accountable approaches. The session covered the use of secondary data, community participation in assessment planning, context and needs analysis, and effective communication with affected communities. Participants also discussed practical “Do’s and Don’ts” for community engagement, emphasizing respectful communication, active listening, accountability, and the importance of collecting inclusive and disaggregated data to support people-centered programming in line with IFRC CEA standards.

Before cash distribution, LRC branches coordinated closely with provincial, district, and village authorities to inform communities about the assistance package, distribution schedule, locations, and required documentation. Information was shared through village meetings, local announcements, and direct communication with village leaders to ensure broad community awareness.

During distributions, clear explanations of the cash process and beneficiary entitlements were provided at gathering points. Help desks and designated staff were available at distribution sites to respond to questions and support beneficiaries. Field teams maintained open communication with community representatives throughout the process.

Post-distribution monitoring confirmed that most beneficiaries clearly understood the purpose of assistance and distribution procedures. No major complaints were formally recorded during the operation.

Overall, CEA actions helped strengthen transparency, community trust, and smooth implementation of cash response.

## Lessons Learnt

- Early and repeated information sharing with communities significantly reduces confusion at distribution sites.
- Simple, clear messaging in local languages improves beneficiary understanding.
- Establishing more structured feedback and complaint mechanisms would strengthen accountability.
- Close collaboration with village authorities remains critical for effective community mobilization.
- Future operations should allocate additional time and resources for two-way communication, especially in remote areas.

## Challenges

- Limited formal feedback and complaint channels in some remote locations.
- Language barriers in a few ethnic communities required additional explanation time.
- Weak mobile network coverage constrained remote communication with some villages.
- Community engagement activities were time-constrained due to rapid response timelines



## Secretariat Services

**Budget:** CHF 27,600

**Targeted Persons:** 0

**Assisted Persons:** 0

**Targeted Male:** 0

**Targeted Female:** 0

## Indicators

Title	Target	Actual
# of monitoring visits conducted	5	4



## Narrative description of achievements

### 1. IFRC conduct monitoring visits:

IFRC personnel from the CCD in Bangkok, including its IFRC staff based in Lao PDR, actively supported the implementation of the DREF operation, particularly in the absence of a deployed Operations Manager. Technical and operational support was provided throughout the operation to strengthen implementation quality, compliance, and coordination with LRC.

In November 2025, the Senior Officer for Disaster Preparedness and Response from the IFRC CCD, together with the IFRC Programme Officer in Lao PDR, facilitated a DREF orientation and emergency response sensitization session for the LRC DREF team. The session covered key aspects of DREF implementation, including operational procedures, cash assistance, PGI, and CEA, to strengthen staff understanding and operational readiness.

During cash distribution activities, IFRC CCD finance personnel and Programme Officer in Lao PDR participated in field monitoring and provided technical guidance to help ensure that cash distributions were conducted in line with IFRC minimum standards, accountability requirements, and cash SOPs.

IFRC continued to support learning and operational reflection throughout the operation. During the Lessons Learned Workshop (LLW), staff from IFRC CCD Bangkok and IFRC APRO co-facilitated discussions with their LRC counterparts, as well as provided technical feedback, and supported the identification of key operational lessons and recommendations to inform future DREF operations and preparedness planning.

## Lessons Learnt

- Given the constraints posed by limited human resources at the LRC and the language barrier, it is recommended that the IFRC consider deploying additional staffs who are proficient in Lao (or Thai) language to support the operation or deployed during the operations.

## Challenges

- LRC staff continue to have limited familiarity with the overall IFRC-DREF operational procedures and reporting requirements. Continued close technical support and coordination from the IFRC CCD Bangkok is recommended to strengthen operational understanding and implementation capacity, although deployment of an operations manager was not deemed necessary during this operation.



## National Society Strengthening

**Budget:** CHF 39,714

**Targeted Persons:** 0

**Assisted Persons:** 0

**Targeted Male:** 0

**Targeted Female:** 0

## Indicators

Title	Target	Actual
# of damage and needs assessment report developed	1	1
# of workshops conducted to consolidate and finalize assessment data	3	3
# of lessons learned/reflection workshop conducted for the assessment	1	1



## Narrative description of achievements

### 1. Conducted workshops for the assessment data conduction and finalization:

Workshops, orientations, and coordination meetings for assessment data collection, KoboToolbox preparation, beneficiary verification, cash distribution procedures, and data finalization were conducted throughout the DREF operation between October 2025 and January 2026 in Vientiane Capital, Vang Vieng, and target provinces. Orientation sessions and operational briefings were continuously provided to provincial and district branch staff and volunteers before and during each major activity implementation. These sessions supported standardized assessment methodologies, cash distribution procedures, PGI/CEA integration, KoboToolbox usage, beneficiary verification, and reporting processes.

### 2. Lesson learnt workshop:

A Lessons Learned Workshop, conducted in February 2026, led by LRC staff involved in the operation with facilitation and technical support provided by IFRC and SRC representatives to review the flood response operation, identify operational gaps, capture good practices, and generate recommendations to strengthen future emergency responses and institutional learning. The two-day in-person workshop gathered approximately 84 participants (35 females and 49 males) including LRC headquarters and branch staff, IFRC and SRC representatives.

The lessons learnt workshop highlighted that LRC, with support from IFRC and SRC, successfully implemented a medium-scale flood response despite challenging operational conditions, demonstrating strong collaboration between headquarters, branches, authorities, partners, and communities. Key strengths included effective coordination, rapid mobilization of cash assistance, community engagement, and increased operational experience in cash programming, PMER, PGI, and CEA. The workshop confirmed the importance of local networks, community participation, and multi-level coordination in enabling timely humanitarian assistance during the 2025 flood response.

The workshop also identified several strategic areas requiring further strengthening to improve future emergency responses. Key challenges included delayed administrative and financial approval processes, limited emergency funding and banking access in remote areas, weak data management systems, inconsistent coordination across levels, and insufficient operational readiness at branch and district levels. Participants also emphasized the need to institutionalize PGI and CEA through clearer guidance, stronger community communication mechanisms, dedicated resources, and capacity building. Strengthening SOPs, digital data systems, financial procedures, preparedness planning, and field-level logistics and security arrangements were identified as priority actions ahead of future monsoon seasons.

In terms of National Society Development, the DREF operation contributed significantly to strengthening the operational capacity of LRC at national and subnational levels. Through the implementation of the cash response, LRC enhanced staff and volunteer skills in emergency cash programming, coordination, monitoring, and reporting. Refresher training on cash distribution procedures, PGI, and CEA improved staff readiness and familiarity with IFRC standards and tools, including KoboToolbox for data management. Leadership monitoring visits were conducted during the cash distribution period, providing technical oversight, real-time problem solving, and quality assurance. These missions also strengthened coordination between headquarters, provincial branches, and district authorities.

Operational support costs (including communication, translation, logistics, and administrative support) enabled effective field deployment and timely reporting. Overall, the DREF operation strengthened LRC's preparedness and capacity to implement future cash-based interventions in line with Movement standards.

## Lessons Learnt

- Refresher and hands-on training significantly improve staff confidence and field performance.
- Regular leadership monitoring enhances accountability and operational quality.
- Investing in data tools (e.g., KoboToolbox) strengthens evidence-based decision-making.
- Future operations would benefit from expanding trained surge personnel at branch level.
- Continued institutionalization of lessons learned processes will further strengthen LRC emergency readiness.

## Challenges

- Limited prior experience among some provincial and district staff in emergency cash programming.
- High workload for headquarters technical staff during the peak response period.
- Access constraints in remote areas increased operational complexity and staff fatigue.
- Need for more structured surge capacity for simultaneous multi-province responses.



# Financial Report

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## DREF Operation

Selected Parameters			
Reporting Timeframe	2025/8-2026/3	Operation	MDRLA011
Budget Timeframe	2025/8-2026/2	Budget	APPROVED

### FINAL FINANCIAL REPORT

Prepared on 14/May/2026

All figures are in Swiss Francs (CHF)

### MDRLA011 - Laos - Flood

Operating Timeframe: 08 Aug 2025 to 28 Feb 2026

#### I. Summary

<b>Opening Balance</b>	<b>0</b>
<b>Funds &amp; Other Income</b>	<b>312,000</b>
DREF Response Pillar	312,000
<b>Expenditure</b>	<b>-269,207</b>
<b>Closing Balance</b>	<b>42,793</b>

#### II. Expenditure by planned operations / enabling approaches

Description	Budget	Expenditure	Variance
PO01 - Shelter and Basic Household Items			0
PO02 - Livelihoods			0
PO03 - Multi-purpose Cash	213,760	199,629	14,131
PO04 - Health			0
PO05 - Water, Sanitation & Hygiene			0
PO06 - Protection, Gender and Inclusion	1,088	1,159	-71
PO07 - Education			0
PO08 - Migration			0
PO09 - Risk Reduction, Climate Adaptation and Recovery	19,042		19,042
PO10 - Community Engagement and Accountability	1,040	1,108	-68
PO11 - Environmental Sustainability			0
<b>Planned Operations Total</b>	<b>234,930</b>	<b>201,895</b>	<b>33,035</b>
EA01 - Coordination and Partnerships			0
EA02 - Secretariat Services	30,070	27,600	2,470
EA03 - National Society Strengthening	47,000	39,712	7,288
<b>Enabling Approaches Total</b>	<b>77,070</b>	<b>67,312</b>	<b>9,758</b>
<b>Grand Total</b>	<b>312,000</b>	<b>269,207</b>	<b>42,793</b>

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## Please explain variances (if any)

A total of CHF 312,000 was allocated from the DREF to support LRC in responding to the needs of approximately 10,765 people. By the end of the operation, the total expenditure recorded was CHF 269,207, representing 86.28 per cent of the allocated budget. A balance of CHF 42,793 will be returned to the DREF.

Multi-purpose Cash Assistance: Budgeted at CHF 213,760, with an expenditure of CHF 199,629, resulting in a variance of CHF 14,131. The underspending was primarily due to a reduction in the number of targeted households, as some of them already received similar



assistance from other humanitarian organizations. To avoid duplication and ensure that assistance reached households with unmet needs, LRC revised the beneficiary targeting during implementation, resulting in a lower number of households assisted compared to the initial target of 10,619 people (2,094 households). However, the number of people reached increased to 10,765 people.

Furthermore, following reassessment and verification of household composition and needs, LRC adjusted the cash assistance calculation by applying four household-size categories instead of the three categories initially planned. This refinement enabled a more needs-based and equitable distribution of assistance according to actual household sizes and vulnerabilities, which also contributed to the overall variance.

Risk Reduction (P009): This budget line was not originally included under the IFRC-DREF operational budget for risk reduction activities. However, due to an incorrect AP code allocation in the ERP system, the final financial report reflected an expenditure of CHF 19,042 under Risk Reduction (P009). This amount corresponds to costs related to PSSR cost and does not represent additional risk reduction expenditure under the operation.

National Society Strengthening: Budgeted at CHF 47,000, with an expenditure of CHF 39,712, resulting in a variance of CHF 7,288. The underspending was mainly due to delays in the recruitment of the DREF Project Officer, as additional time was required for the advertisement and recruitment process. In addition, LRC implemented several cost-efficiency measures during the operation to reduce overall expenditure and minimize the travel burden on branch staff travelling long distances. Where feasible, multiple activities and meetings were consolidated into single events, allowing participants from branch level to attend combined sessions rather than separate activities. These measures contributed to the overall underspending under this output.



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