

Disaster relief emergency fund (DREF) Lao People's Democratic Republic: Floods

DREF operation n° MDRLA003 3 October 2013

The International Federation of Red Cross and Red Crescent (IFRC) Disaster Relief Emergency Fund (DREF) is a source of un-earmarked money created by the Federation in 1985 to ensure that immediate financial support is available for Red Cross and Red Crescent emergency response. The DREF is a vital part of the International Federation's disaster response system and increases the ability of National Societies to respond to disasters.

The IFRC's Disaster Relief Emergency Fund (DREF) has allocated CHF 292,168 to support Lao Red Cross (LRC) in delivering immediate assistance to 10,000 beneficiaries (2,000 families) for six months and to further assess needs. Un-earmarked funds to repay DREF are encouraged.

Summary:

Unusually heavy monsoon rains, exacerbated by tropical storms, have caused widespread flooding in more than 60 per cent of the Lao People's Democratic Republic (Lao PDR) from late June through August. In mid-September, a tropical depression brought further heavy rainfall in the southern provinces, causing the worst flooding in that area for 35 years. On 30 September, Typhoon Wutip hit Viet Nam and moved in over central Lao PDR. While the typhoon did bring rainfall to the whole region, so far there are no indications of a major new impact on the already flooded areas in Laos. However, the monsoon season is not yet over and more rainfall in the coming weeks can still have an impact on the situation.



The southern provinces of Salaman and Champasak in the Lao People's Democratic Republic have been hit by the worst floods in 35 years. Photo: Lao Red Cross

The focus of this DREF operation is in the southern provinces. The areas are remote and the full extent of the situation became clear only a week after the peak of the passing tropical depression. On 25 September the government called an urgent meeting to discuss the response operation. By that time, LRC, through its immediate response and also response to earlier events in the north had exhausted their in-country resources and requested support through the DREF.

Northern and Central Provinces

Seven provinces in north and central Lao PDR were the most affected by rain and flooding in July and August with more than 20 people reported killed and over 200,000 others affected. Lao Red Cross (LRC) has been supporting those affected in the Vientiane, Oudomxay, Xayabuly, and Luang Namtha provinces, using pre-positioned stocks and supplies, providing non-food items to the most affected.

Assistance provided by LRC to affected people in the northern and central provinces of Lao PDR

Branch	Assistance provided	Beneficiaries (families)	Beneficiaries (Women/girls)
Vientiane	250 bottles/20 litres of water	8,929 (1,092)	3,764
Oudomxay	Clothes and kitchen utensils	2,450 (348)	1,150
Xaybuly		3,456 (711)	1,727
Luang Namtha	Clothes and tools	15,277	7,775

Southern Provinces

While the country underwent the customary monsoon rains throughout August, 13-17 September saw a tropical depression from the South China Sea pass through Lao PDR, causing heavy rain which has severely affected the southern provinces of Salavan, Champasak, Attapeu and Xekong.

LRC immediately prepared to provide assistance to the most vulnerable in affected provinces. As the severity of the situation became clear, LRC was already coming close to exhausting in-country resources, especially due to the extensive response in the north over the past months. Currently, detailed assessment is being undertaken by LRC, supported by French Red Cross, in the provinces of Champasak and Salavan to determine the most affected communities and needs arising from this flood situation.

This operation is expected to be implemented over six months, including follow-up visits to the villages as well as a *lessons learnt* workshop, and will therefore be completed by the end of March 2014. The timeframe is informed by local context and anticipated logistical constraints. The areas of the operation are remote and delivery to 20 different locations, once the procurement has been done, will be challenging, especially if the monsoon withdrawal is late. A final report will be made available three months after the end of the operation, by the end of June 2014.

[<click for the DREF budget; contact details; or a map of the affected areas>](#)

The situation

With the onset of this year's monsoon season in June, the river Nam Xan rose rapidly, eventually overflowing its banks in various places, causing widespread flooding and flash floods in the northern and central provinces of Lao PDR. The monsoon rains have continued since, and the country has endured almost continuous heavy rainfall for some ten weeks. The situation was also exacerbated by passing typhoons Jebi and Monghut, which brought further rainfall to the region.

It is estimated that over 350,000 people have been affected by floods throughout the country. More than 20 people are believed to have died as a result of flooding, including 16 people in flash floods on 20 August in the Beng district of Oudumxay.

The floods have also caused massive damage to transport, infrastructure, education and agriculture. Over 15,000 hectares of rice fields have been damaged and thousands of livestock killed. Seven bridges and nearly 1,200km of roads have been damaged. Irrigation systems, latrines, wells and reservoirs have also suffered. Over 60 schools have also been damaged, with the loss of equipment and books.

On 16-19 September, a tropical depression crossed over Lao PDR bringing prolonged heavy rainfall to four districts in the South which have suffered the worst impact of the floods. It is recorded as the worst flooding in the south of the country in the last 35 years.

Of the four affected southern provinces of Champasak, Salavan, Xekong and Attapeu, the worst impact has been felt in **Salavan** province with the districts of Khongsedon and Vapi worst-hit; and **Champasak** province with the districts of Soukhouma, Bachieng, Pathoumphone, Pakse, Phonthong, Sansomboun and Mounlapok worst-hit. More than 100,000 people are affected with two people reported dead and one missing.

Following are the initial figures provided by the UN Office for the Coordination of Humanitarian Affairs (OCHA) and the national authorities. More detailed assessment on damages is being undertaken by the government.

Province	People affected	People killed or missing	Damage
Champasak (6 districts)	12,460 people 98 villages	3 deaths reported 1 person missing	1,000 ha. paddy fields, several schools. Water supply damaged.
Salavan (8 districts)	50,232 – 100,000 people (including 26,120 women)	Not currently available	26 roads, eight bridges, embankments, 317 fish ponds, rice stock destroyed (6.6. tonnes), 18,278 ha. rice fields and crops, nine health centres, and one district hospital

The Government of Lao PDR has mobilized efforts to assist the most affected population, seeking support of the Association of Southeast Asian Nations (ASEAN) through the release of 223 tonnes of rice to support 5,000 families; Lao Red Cross, and public and private donors to support the immediate needs of the most affected. According to government estimates, about 50,000 people need emergency food and non-food assistance over the coming months.

Coordination and partnerships

From the onset of the crisis, the Government of Lao PDR has taken the lead through its provincial and local authorities in the flood response, with support from LRC and from public and private sector donors. LRC has been working closely with the National Disaster Management Office (NDMO) which is providing regular updates and coordination with humanitarian agencies, regional partners and donors.

On 25 September, the government called for an urgent meeting with related ministries to discuss the flooding situation and response plan. The LRC president represented the National Society at this meeting.

At provincial level, LRC branches are working closely with local government to identify and assist the most affected beneficiaries. Furthermore, LRC branches and local authorities have been working together in providing assistance with the evacuation of people to safer areas and emergency relief materials.

The IFRC Southeast Asia regional office has liaised closely with UN OCHA and French Red Cross in Lao PDR. French Red Cross, being based in the country in close working relationship with LRC, has been involved in the initial planning of this DREF application and has kindly offered to provide further support during the implementation of this operation.

Red Cross and Red Crescent action



Lao Red Cross volunteers making relief distributions to assist some of the people most affected by flooding in the province of Bolikhamxay. Photo: Lao Red Cross

Since the beginning of floods, in particular in the north and south of country, LRC has been providing assistance to most affected using limited stocks and financial resources to procure necessary food and non-food items.

When the tropical depression on 16-19 September, followed by heavy rains, struck the southern provinces of the country, LRC had already exhausted the majority of their existing stocks and emergency funds. Considering the gravity of the situation, LRC conducted a rapid assessment and identified the most affected beneficiaries (focusing on the most vulnerable) who were provided the remaining stocks of LRC relief items to address the immediate needs.

Assistance provided by LRC to affected people in the southern province of Lao PDR

Province	Relief items distributed	Beneficiaries	
		Overall	Women
Salavan	Kitchen utensils, instant noodles, canned fish, clothes	68 villages, 50,232 beneficiaries ¹	26,120

The needs

Situation reports provided by National Disaster Management Office (NDMO) and the provincial authorities indicate that the most affected are provinces of Champasak and Salavan. A detailed assessment led by the food security and nutrition cluster is currently on-going.

Based on initial rapid assessment carried out by provincial branches, LRC identified food assistance as a key support to help the most vulnerable population to provide basic nutrition for a month.

Under this DREF operation, LRC is targeting **10,000 beneficiaries (2,000 families)** for immediate assistance with basic food (*15 kg of rice per person for a month*), non-food (*soap - six pieces per family and detergents – 2 kg per family*), mosquito nets (*two pieces per family*) and hygiene promotion materials. Results of the on-going assessment of LRC and French Red Cross will further identify the most affected villages in Salavan and Champasak provinces where such assistance is greatly needed.

Apart from this present flood situation, there is an on-going dengue epidemic in the country. Health and hygiene promotion activities will, in addition to flood-related diseases such as diarrhoea and skin disease, include dengue prevention. For this, Ministry of Health materials as well as the epidemic control for volunteers (ECV) toolkit will be used. The mosquito nets will be distributed particularly to those in evacuation centres and to those who have lost their own mosquito nets with the damage or destruction of their homes. LRC branches will work with local authorities to select beneficiaries among the following groups:

- People who have lost 90 per cent of their rice fields and rice stock piles
- People with disabilities
- Families with pregnant women
- Children and the elderly

Meanwhile, the government and UN agencies are working on the detailed needs in planting seeds replacement.

The proposed operation

An overview of proposed emergency relief intervention in two provinces of Champasak and Salavan:

Target province	Relief item per beneficiary	Relief item per family	Total beneficiaries
Champasak	15 kg of rice	6 soaps 2 kg of detergent 2 mosquito nets	4,000 beneficiaries (800 families)
Salavan			6,000 beneficiaries (1,200 families)
TOTAL	150 tonnes of rice	12,000 soaps 4 MT of detergent 4,000 mosquito nets	10,000 beneficiaries (2,000 families)

¹ Rather than receiving full sets of relief items, beneficiaries received items according to their individual needs.

Relief distributions (food)

Outcome: The immediate needs of 2,000 families (10,000 beneficiaries) are met through distribution of essential food items

Output (expected results): 10,000 beneficiaries are provided with essential food items (rice).

Activities planned:

- Conduct a beneficiary identification
- Develop a strategy to reach the beneficiaries and a registration system to deliver intended assistance
- Procure 150 tonnes of rice
- Transport relief goods to affected villages
- Identify and prepare distribution points and plan
- Distribute relief supplies and control supply movements from point of dispatch to end user
- Monitor and evaluate the relief activities and provide reporting on relief distributions
- Monitor and collect beneficiary feedback
- Develop an exit strategy

Health and hygiene promotion

Outcome: The immediate threat to the health status and the risk of waterborne and water-related disease for 2,000 families (10,000 beneficiaries) in the affected areas are reduced through the provision of basic sanitation, hygiene promotion and non-food items.

Outputs (expected results):

- 2,000 families are provided with basic hygienic items (soap and detergent) and mosquito nets, and have increased awareness of the prevention of water and mosquito-borne diseases.
- Waterborne and water-related diseases are prevented through awareness campaigns, sensitization sessions and provision of basic hygiene items.

Activities planned:

- Work closely with the relief team and most affected beneficiaries identified for assistance
- Procure 4,000 mosquito nets, 12,000 soaps and four tonnes of detergent.
- Re-print existing awareness raising materials (Ministry of Health and ECV materials) for mosquito-borne diseases, waterborne diseases and hygiene promotion
- Mobilize four health teams to conduct 40 visits/awareness raising/sensitization sessions (two per village, for an estimated target 20 villages)
- Conduct awareness-raising sessions for Red Cross volunteers and beneficiaries on the prevention of mosquito-borne diseases (combined with sessions on waterborne diseases - two times: once during distribution, and once after distribution to evaluate the impact)
- Conduct training/information programmes for Red Cross volunteers and beneficiaries, particularly in regional hygiene promotion and waterborne diseases (combined with mosquito-borne diseases)

Logistics

Outcome: Procurement of 150 tonnes of rice, four tonnes of detergent, 12,000 pieces of soap and 4,000 mosquito nets, and re-printing of promotional education materials

Outputs (expected results): All relief items/materials procured, inspected and delivered to final beneficiaries

Activities planned:

All relief items are available in-country and will be procured locally following Federation procurement standards and quality control.

- Following Federation procurement procedures, conduct competitive procurement process to procure all items, ensuring necessary standards and prices are met.
- IFRC Southeast Asia regional office and French Red Cross support LRC in-country during the procurement process, ensuring efficiency, transparency and best value for money is obtained.

Capacity Building – disaster risk reduction

Outcome: Lao Red Cross capacities in preparedness for response and response are further strengthened and the communities' awareness on flood preparedness and prevention is raised.

Outputs (expected results): Lao Red Cross capacities are further strengthened through identification of key lessons learnt from this intervention

Activities planned:

- Re-print existing awareness rising materials for flood preparedness and prevention²
- Organize a *lessons learnt* workshop with participation of key LRC staff and volunteers from the branches to identify what has worked and what needs to be improved and how

Communication

The LRC communications division will provide a regular flow of information concerning the operation - including impact on beneficiaries - to both internal and external audiences. LRC will receive support from the IFRC Southeast Asia regional office to create and distribute a range of communication materials online, which aims to strengthen the image and positioning of LRC in a national and international context.

Given expressed interest by LRC at previous communication forums, the IFRC regional office will also provide specific support to strengthen its presence in social media for this operation and other operations in the future.

Implementation, monitoring and evaluation

LRC will be responsible for day-to-day monitoring and evaluation of implementation of this emergency operation.

LRC will mobilize four teams of ten staff and volunteers who will directly engage in every step of implementation in this operation under the guidance of provincial chapters and the disaster management division of the LRC national headquarters. French Red Cross, local and expatriate staff based in Lao PDR will extend support to these teams wherever possible.

The IFRC Southeast Asia regional office acts as the country team for Lao PDR since the IFRC does not currently have a permanent presence in the country. As such, the office will ensure part-time support in financial management as well as operational and technical support from the community safety and resilience unit, to ensure success of implementation at all stages. The option of surge support through RDRT is also being considered.

² This activity will be done during the relief phase, in conjunction with distributions and health and hygiene promotion

Contact information

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

- **Lao Red Cross Society:**
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How we work

All IFRC assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations \(NGOs\) in Disaster Relief](#) and the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.



IFRC's work is guided by [Strategy 2020](#) which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
 2. Enable healthy and safe living.
 3. Promote social inclusion and a culture of non-violence and peace.
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DREF OPERATION

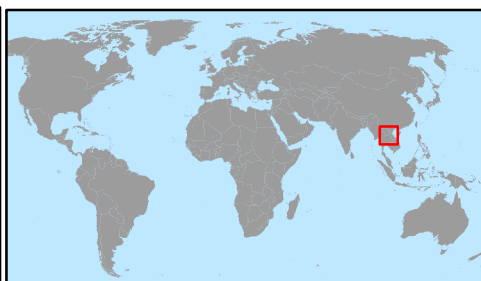
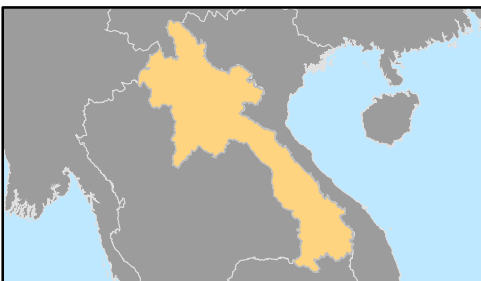
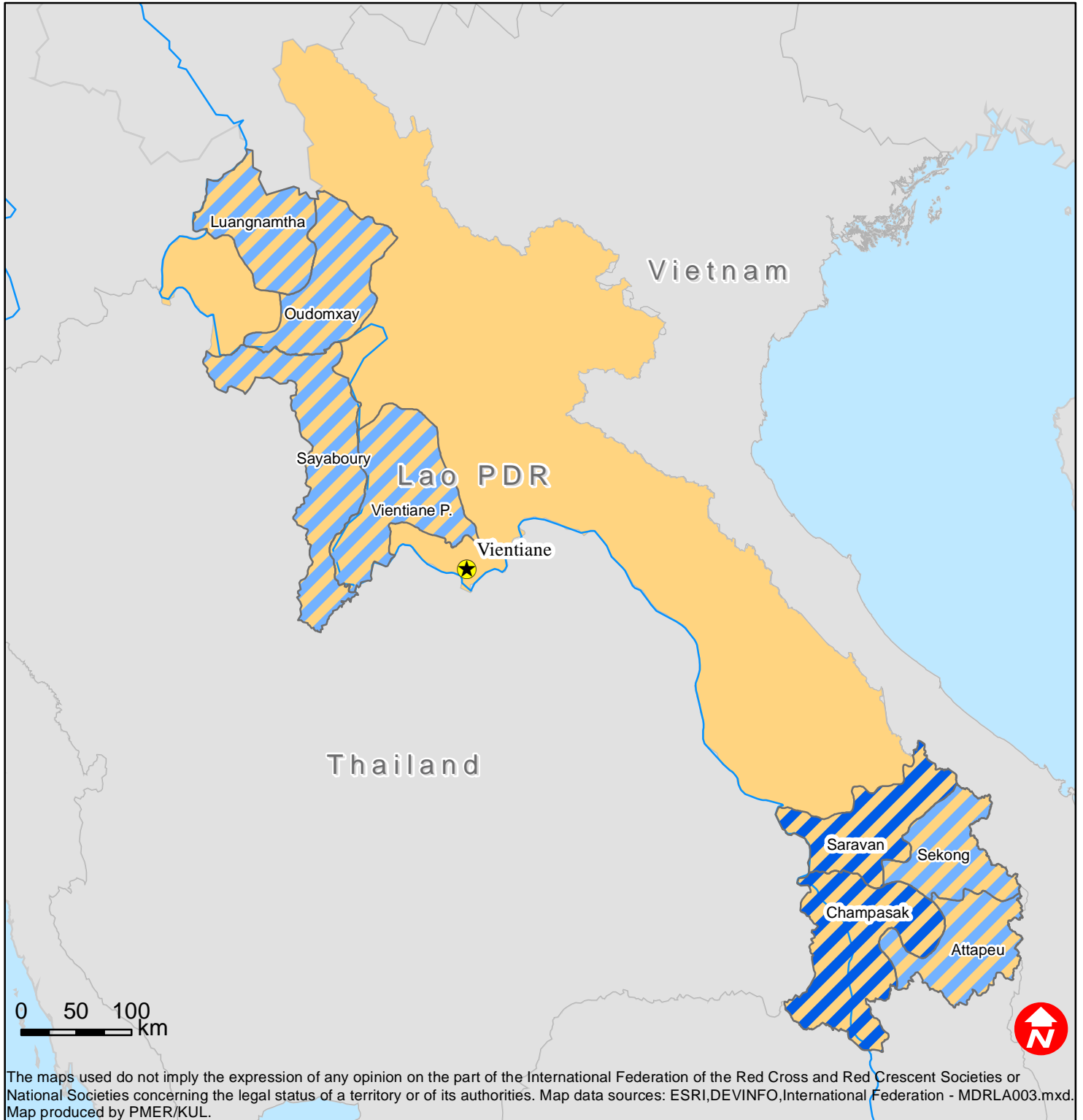
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MDRLA003 Lao People's Democratic Republic : Floods

Budget Group	DREF Grant Budget CHF
Clothing & Textiles	30,000
Food	112,500
Water, Sanitation & Hygiene	37,920
Medical & First Aid	5,000
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	185,420
Storage, Warehousing	3,000
Distribution & Monitoring	20,000
Transport & Vehicle Costs	13,000
Total LOGISTICS, TRANSPORT AND STORAGE	36,000
International Staff	12,500
National Staff	4,000
National Society Staff	5,520
Volunteers	8,696
Total PERSONNEL	30,716
Workshops & Training	7,500
Total WORKSHOP & TRAINING	7,500
Travel	7,500
Information & Public Relations	1,000
Office Costs	1,200
Communications	3,000
Financial Charges	500
Other General Expenses	1,500
Total GENERAL EXPENDITURES	14,700
Programme and Supplementary Services Recovery	17,832
Total INDIRECT COSTS	17,832
TOTAL BUDGET	292,168



Lao People's Democratic Republic: Floods



-  Provinces under this DREF
-  Affected provinces