

FINAL REPORT



International Federation of Red Cross and Red Crescent Societies
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

LAO PEOPLE'S DEMOCRATIC REPUBLIC

20 June, 2001

This Final Report is intended for reporting on emergency appeals

Appeal No. 27/00

Launched on: 21 September, 2000 for 5 months for CHF 871,317. Budget revised to CHF 1,282,104 on 3 April, 2001 (see Situation Report no. 3).

DREF Allocated: CHF 50,000

Beneficiaries: 42,000

Operations Update No. 4; Period covered: 21 September 2000 - 20 May, 2001 (last Ops. Update/Sitrep No. 3 issued 3 April, 2001)

"At a glance"

Appeal coverage:

Related Appeals: 01.59/2000 and 01.44/2001; Annual Appeal for the Lao PDR.

Overview: The objectives and targets expressed in the Appeal have all been satisfactorily achieved within the time-frame stated. The combined assistance provided by the Lao Red Cross (LRC), the Federation, and WFP has provided support to the victims of the September floods until the next wet season rice harvest. The operation has been well supported by Red Cross partners and donors. A major benefit of this programme has been the further strengthening of the LRC Disaster Preparedness and Relief department. Mechanisms have been set up within the LRC for purchasing, storage and distribution and some hardware has been upgraded. The LRC has also gained experience at headquarters and branch level in planning and decision making in an emergency response situation; this is an experience which will almost certainly be required in the near future as the force and frequency of floods and other natural disasters appears to be increasing. While the operation is now complete and an agreement reached with key donors to reallocate the balance of funds to capacity building under the Annual Appeal 2001, the LRC will carry out an internal evaluation in the coming weeks. In addition, the Federation regional office in Bangkok will coordinate a 'Mekong Flood 2000' study later in the year. This study, which will cover Cambodia, Vietnam and Lao, will consider the 4 areas of: needs assessment, operation timeliness, capacity building and coordination. The finding of this study will be made available to partners and donors.

The context

In mid August, typhoon Keimi swept through southern Laos causing flooding in three districts of Saravan province. In early September 2000, typhoon Wukong hit Laos and neighbouring countries. Torrential rainfall swelled the Mekong and its tributaries causing

widespread flooding. Waters then receded revealing the extent of the damage. The human cost was fortunately relatively small with 15 deaths reported. Damage to housing and loss of personal possessions and food stocks was minimal thanks to the slow rising of water levels allowing a timely evacuation. However serious damage was caused to 79,345 ha of planted paddy fields of which 62,743 ha was damaged. WFP stated that what has been reported as “damaged” is mostly not recoverable. This created a serious food security situation for those farmers who had no access to irrigation and who produce only one rice crop a year.

Following a rapid assessment by the Federation an appeal for CHF 871.317 to assist 42,000 beneficiaries for 5 months was launched on 21 September. Since the end of September two Federation relief delegates have been deployed to assist the Lao Red Cross (LRC). A first round distribution of 7,000 family kits comprising of food and non-food items was completed by the end of November and a second round distribution of a supplementary ration of rice was completed by the end of December 2000.

Latest events

While the operation is now complete, the LRC continues to monitor the vulnerability of the beneficiaries as well as the food security situation. During May 2001, the LRC worked with the Federation delegation in Bangkok to establish a timetable and terms of reference for an internal evaluation of this operation. In addition, within the scope of the 2001 disaster preparedness programme, the LRC is preparing training workshops, repairing warehouses, and procuring relief stocks.

Red Cross/Red Crescent action

A rapid appraisal of available supplies in-country and the transport and logistics capacities in the affected areas as well as LRC branch capacities was made in early October. Two Federation delegates worked closely with the LRC both at headquarters and in 6 provincial branches to obtain beneficiary lists according to agreed criteria, establishing local purchasing mechanisms following Federation procedures and to establish transport and storage requirements in all the provinces. Training was provided in warehouse management, distribution planning and management of the distribution points. Volunteers also received training in the dissemination of health information at distribution points, in particular on the need to boil drinking water and the use of ORS and mosquito nets.

Round One distributions in November consisted of family kits made up of 25 kg of rice, 18 packs of noodles, 18 tins of sardines, 2 mosquito nets, 2 blankets and 10 packets of Oralite. Round two distributions in December consisted of 100 kgs (including the extra 50 kgs as noted below) of supplementary rice. These were distributed according to the beneficiary detail as follows:

PROVINCE	No. Districts	No. Villages	No. Beneficiaries (families)	No. of Kits Allocated (Round 1 distribution)	Rice (MT) Distributed (Round 2 distribution)
Bolkhamxay	3	30	220	220	22
Khammouane	6	138	2,500	2,500	257
Savanakhet	11	164	1,500	1,500	150
Champasak	8	154	1,730	1,730	181
Saravane	4	59	462	462	46.2
Attapeu	4	55	438	438	43.8
Reserves				150	15
Total			7,000	7,000	700

Due to financial savings made by purchasing rice direct from rice mills during round 2 of the distributions, approximately 188mt of additional rice was purchased. Since WFP had an extensive distribution programme for 8 months in the same provinces (reaching an estimated 103,000 beneficiaries) it was decided that the additional 188mt of rice be distributed to other vulnerable groups in the country (see rationale detailed in Situation Report Number 3). It was, therefore, decided - in consultation with WFP and other organizations working in food programmes - that the 188mt of rice be provided, through the LRC, to the 7 poorest provinces of Lao which are mostly in the north of the country. This distribution took place during January 2001.

Given that the flood water levels receded far sooner than expected, the purchase of boats, which was highlighted in the original Appeal, was not deemed appropriate. Moreover, the cost of transport for the rice was considerably more than budgeted as the more cost effective transport by boats was not possible; trucks were, therefore, used for moving the rice.

However, since the operation was well supported, the budget was revised to cover additional activities. These activities, which were identified by LRC in consultation with the Federation and with WFP, provided further support to the most vulnerable and strengthened the disaster preparedness capacity of LRC. An additional 50 kg of rice per beneficiary (bringing the total to 100 kg per person) was added to the second round of rice distributions, repairs and maintenance were carried out on LRC trucks, pickups and communications equipment and a 3 ton truck was purchased for use by the Central Provinces warehouse.

Within the scope of the LRC 2001 disaster preparedness programme, further DP stocks will also be purchased for the three regional warehouses comprising of cooking sets, plastic sheeting, mats, cutlasses, blankets, first aid kits and water purification tablets; this will take place later in 2001.

Strengths and Weaknesses of the operation •

With the combined efforts of the Red Cross and WFP the majority of farmers on the Mekong flood plain in Laos will have achieved a measure of food security for the year 2001. Since 1995-1996, there has been a repeated annual deficit in rice production in Laos. In addition, the increased force and frequency of flooding in rice growing areas has forced affected families to resort to survival measures including selling their livestock or possessions, foraging, fishing, reducing their food intake or migrating to other areas. The Red Cross food distributions have not solved all the problems but they are an additional support to the existing coping mechanisms.

A further important element of this operation has been the training component. Extra time and attention was invested by both the headquarters and the provincial offices in teaching participatory management practices as well as providing extensive training in the overall management of relief operations.

Although there have been no major weaknesses identified, a number of activities did not take place as scheduled. For instance, it was planned at the beginning of the operation to use the relief distribution as a vehicle to disseminate health information, the work of the LRC as well as the Red Cross principles. This was to be done largely by placing leaflets in the kits and developing Red Cross posters for distribution points. However, these dissemination activities did not take place as it was discovered at a late stage that there were insufficient stocks of dissemination material and too little time for printing.

Lessons Learnt •

While the internal evaluation is currently under development, a number of important lessons have already been highlighted:

- The use of a standard issue “family kit” was not always appropriate as it contained some items that were not required as the flood water quickly receded. The make up of the kits should be carefully considered both within each disaster context and within the realistic time frame of a distribution.
- The LRC has greater capacity than some observers had thought: Although having no sophisticated volunteer base, the branches in the affected areas - which received considerable support from the headquarters and one bilateral Red Cross Society working in the area - carried out effective relief activities.
- The two regional warehouses (funded by the Japanese Red Cross) were a valuable asset.
- That the LRC’s close association with Government authorities enabled LRC to access many other resources.
- That there is a need to continue to develop LRC capacity in the following areas: human resources, assessment methodology, logistic record keeping and reporting, distribution mechanisms and disaster preparedness

Outstanding needs

There are no outstanding needs for this relief operation, however, further support is required for the 2001 Federation Annual Appeal for the Lao PDR (01.44/2001).

External relations - Government/UN/NGOs/Media

External relations largely focused on working closely with other agencies and especially with WFP on issues of food security.

Contributions

See Annex 1 for details.

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All International Federation Operations seek to adhere to the Code of Conduct and are committed to the Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project) in delivering assistance to the most vulnerable.

For support to or for further information concerning Federation operations in this or other countries, please access the Federation website at <http://www.ifrc.org>.

This operation sought to administer to the immediate requirements of the victims of this disaster. Subsequent operations to promote sustainable development or long-term capacity building will require additional support, and these programmes are outlined on the Federation’s website.

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INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES

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Appeal No 27/2000: Laos - floods 2000
 Period: Sep 2000 - Mar 2001
 Project(s): PLA502
 Currency: CHF

I - CONSOLIDATED RESPONSE TO APPEAL

FUNDING	CASH		KIND & SERVICES		TOTAL INCOME
	Contributions	Reallocations	Goods/Services	Personnel	
Appeal budget	986'727				
less Cash brought forward					
TOTAL ASSISTANCE SOUGHT	986'727				
<u>Contributions from Donors</u>					
American RC (DNUS)	33'340				33'340
Australian Govt.via RC (DC)	27'792				27'792
Austrian RC (DNAT)	38'159				38'159
Danish Govt.via RC (DGNI)	192'375				192'375
DFID - British Govt (DFID)	481'574				481'574
Icelandic RC (DNIS)	4'160				4'160
Japanese RC (DNJP)	44'000				44'000
Liechtenstein RC (DNLI)	13'200				13'200
Monaco RC (DNMC)	4'658				4'658
Netherlands Govt (DGNL)	68'004				68'004
Norwegian Govt.via RC (D)	170'100				170'100
Norwegian RC (DNNO)	18'900				18'900
Singapore Private (DPSG)	30				30
Swedish RC (DNSE)	89'250				89'250
Swiss RC (DNCH)	5'500				5'500
Swiss RC (DNCH)	50'000				50'000
Switzerland - Private (DPC)	3'878				3'878
USA - Private (DPUS)	118				118
Switzerland - Private (DPCH)		-1'777			-1'777
China				10'020	10'020
Great Britain				22'834	22'834
TOTAL	1'245'037	-1'777		32'854	1'276'114
Coverage	126.2%	-0.2%		3.3%	129.3%

II - Balance of funds

Opening balance	
CASH INCOME Rcv'd	1'243'260
CASH EXPENDITURE	-948'289

CASH BALANCE	294'971

Appeal No 27/2000: Laos - floods 2000

Period: Sep 2000 - Mar 2001

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III - Budget analysis / Breakdown of expenditures

Description	Appeal Budget	CASH Expenditures	KIND & SERVICES		TOTAL Expenditures	Variance
			Goods/services	Personnel		
<u>SUPPLIES</u>						
Shelter & Construction						
Clothing & Textiles	103'603	126'910			126'910	-23'307
Food/Seeds	324'094	414'449			414'449	-90'355
Water						
Medical & First Aid	16'139	25'976			25'976	-9'837
Teaching materials						
Utensils & Tools	204'686	81'561			81'561	123'125
Other relief supplies		2'385			2'385	-2'385
Sub-Total	648'522	651'282			651'282	-2'760
<u>CAPITAL EXPENSES</u>						
Land & Buildings						
Vehicles	45'439	44'181			44'181	1'258
Computers & Telecom equip.	12'740	12'377			12'377	363
Medical equipment						
Other capital expenditures	4'420	4'231			4'231	189
Sub-Total	62'599	60'789			60'789	1'810
<u>TRANSPORT & STORAGE</u>	42'650	63'814			63'814	-21'164
Sub-Total	42'650	63'814			63'814	-21'164
<u>PERSONNEL</u>						
Personnel (delegates)	76'807	24'194		32'854	57'048	19'759
Personnel (local staff)		17'790			17'790	-17'790
Training						
Sub-Total	76'807	41'984		32'854	74'838	1'969
<u>GENERAL & ADMINISTRATION</u>						
Assessment/Monitoring/experts		1'486			1'486	-1'486
Travel & related expenses	7'969	10'599			10'599	-2'630
Information expenses	8'677	3'881			3'881	4'796
Administrative expenses	30'963	14'222			14'222	16'741
External workshops & Seminars						
Sub-Total	47'609	30'188			30'188	17'421
<u>PROGRAMME SUPPORT</u>	108'540	100'232			100'232	8'308
<u>OPERATIONAL PROVISIONS</u>						
Transfer to National Societies						
TOTAL BUDGET	986'727	948'289		32'854	981'143	5'584

Consumption rate: Expenditures versus income 77%
Expenditures versus budget 99%

Laos - floods

ANNEX 1

APPEAL No. 27/2000

PLEDGES RECEIVED

21.06.2001

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
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CASH

REQUESTED IN APPEAL CHF ----->				986'727	TOTAL COVERAGE 129.9%	
AMERICAN - RC		20'000	USD	35'470	02.11.00	
AMERICAN - PRIVATE		66	USD	118	21.11.00	
AUSTRALIAN GOVT		30'000	AUD	29'952	16.09.00	FAMILY KITS AND TRANSPORT COSTS
AUSTRIAN - RC		25'000	EUR	38'933	20.09.00	
BRITISH - GOVT		188'078	GBP	470'195	10.10.00	RELIEF GOODS
DANISH - GOVT		950'000	DKK	198'360	28.09.00	
ICELANDIC - RC		200'000	ISK	4'295	22.09.00	
JAPANESE - RC				44'000	25.09.00	
LIECHTENSTEIN - RC				13'200	07.11.00	
MONACO - RC		20'000	FRF	4'658	21.09.00	
NETHERLANDS - GOVT		100'000	NLG	69'319	06.10.00	
NORWEGIAN GOVT/RC		1'000'000	NOK	190'343	14.11.00	
SINGAPORE - PRIVATE		16	USD	29	21.11.00	
SWEDISH - RC		500'000	SEK	91'000	03.10.00	
SWISS - RC				55'500	27.09.00	FAMILY KITS
SWISS - PRIVATE				3'878	10.10.00	
SUB/TOTAL RECEIVED IN CASH				1'249'250	CHF	126.6%

KIND AND SERVICES (INCLUDING PERSONNEL)

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
China	Delegate(s)			10'020		
Great Britain	Delegate(s)			22'834		
SUB/TOTAL RECEIVED IN KIND/SERVICES				32'854	CHF	3.3%