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## DREF operation final report Cambodia: Floods

 International Federation  
of Red Cross and Red Crescent Societies

**DREF operation n° MDRKH003**  
**GLIDE n° FL-2011-00148-KHM**  
**24 May 2012**

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 Red Crescent response to emergencies. 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.

**Summary:** On 13 October 2011, CHF 308,682 was allocated from the IFRC's Disaster Relief Emergency Fund (DREF) to support Cambodian Red Cross in delivering immediate assistance to some 10,110 families (approximately 49,520 beneficiaries) for three months from October 2011 through January 2012.

On 28 March 2012, an additional CHF 9,220 was allocated from the DREF, bringing the total allocation for this operation to CHF 317,902. [<see DREF allocation>](#)

This operation was initiated following heavy rain and the overflow of the Mekong river which began in the second week of August 2011. Floodwaters spread across 18 out of 24 provinces in Cambodia, destroying crops and communal infrastructure, and affecting more than 1.2 million people.

Cambodian Red Cross started its relief assistance since the beginning of the rains in August. Staff, volunteers and youth from all affected branches participated in the relief activities to support the affected population. The distribution of emergency relief items supported by DREF, such as rice, water filters, water purification tablets, jerry cans, soap and washing detergent, started from 18 November in Prey Veng and Kampong Thom provinces. Beneficiaries whose farmlands were submerged and who were not able to harvest any crops, received emergency food assistance.

During this operation, a total of 223,500 kg of rice was distributed to 7,450 families (35,347 people including 18,223 women/girls). This food aid, funded by DREF, was one part of CRC and other humanitarian relief efforts to help families survive while floodwaters receded and until the next harvest.

Water filters for 8,218 families together with purification tablets and storage containers were distributed while activities on hygiene promotion in the use of safe water and how to avoid disease outbreaks before,



**Flood relief distribution from various humanitarian aid agencies was provided to beneficiaries in Prey Veng province on November 2011 with key hygiene messages from Deputy Secretary General of Cambodian Red Cross. (Photo: CRC)**

during and after flooding, were carried out in target communities of the Kampong Thom and Prey Veng provinces.

The total number of families assisted through this DREF operation was 15,668 families (or 70,506 people).

This large number of assisted families is evidence of the strong capacity of CRC to respond quickly in emergencies and effectively implement an operation. The response procedures have been developed over recent years, and have been successfully carried out through the action and cooperation between branches and headquarters.

Replenishment of DREF funds allocated to this operation has been made from Australian Red Cross/Australian government, Canadian Red Cross/Canadian government, and Netherlands Red Cross/Netherlands government. Other major donors to the DREF include the Irish, Italian and Norwegian governments, and the European Commission's Humanitarian Aid and Civil Protection (DG ECHO). Details can be found [here](#).

On behalf of Cambodian Red Cross, IFRC would like to thank all donors for their generous and invaluable contributions to the DREF.

[<click for the final financial report, or contact details>](#)

## The situation

Beginning in the second week of August 2011, Cambodia experienced extraordinarily heavy rain, creating severe flooding across much of the country. Based on data from the National Committee for Disaster Management (NCDM), 18 out of 24 provinces were affected, with Kampong Cham, Prey Veng, Kandal and Kampong Thom estimated to be the worst-hit in terms of affected households. [<attached map shows the areas affected>](#)

CRC branches immediately deployed personnel and assistance at the beginning of the rains in August, and staff and volunteers continued to support those affected since then. The situation had worsened by 23 September, prompting the NCDM to call for an emergency meeting involving all parties concerned to review the overall response and needs. The National Council of Ministers made the call for national assistance on 26 September, and subsequently, the decision was made, following discussions between CRC and IFRC, to request DREF support. These floods have been the worst to hit Cambodia since 2000 and in the Southeast Asian region, Cambodia was the hardest-hit among its neighbours: Philippines, Thailand, Viet Nam and Lao PDR, in terms of total population affected.

According to the NCDM, on 28 October:

- 350,274 households (over 1.64 million people, including some 700,000 children) were affected, of which 51,594 households were evacuated.
- There were 247 fatalities as a result of the floods.
- 423,449 hectares of rice fields were affected with 265,804 hectares reported damaged. With the total area of planted rice at 2,466,429 hectares, this represents some 10.7 per cent of total crops destroyed.

Agricultural production is among the main sources of income in Cambodia. With their crops lost due to the floods, families were forced to sell livestock or take loans in order to survive. According to Care International, a survey in February 2012 across three affected provinces, showed that up to half the population are likely to be in some form of debt after the floods. This same survey also indicated that access to finance through savings initiatives can increase household resilience during times of natural disaster.

Most action and assessments were conducted between September and November. Humanitarian assistance also continued after water levels started to recede in November. New assessments were made by different partners to evaluate post-flood needs.

## Red Cross and Red Crescent action

When the floods hit Cambodia in August 2011, CRC immediately deployed personnel and aid from its branches to respond at the local level towards emergency needs. The capacity of branches to respond in emergencies was especially strengthened at the beginning of 2011 during the time of the Cambodian-Thai border unrest when the branches concerned assisted those affected in the area.

Branches developed contingency plans and used their own branch funds to initiate response in the early stages of the flood situation. When the situation worsened, the headquarters moved to support the response efforts nationwide, and undertook coordination of the overall CRC relief operation. Among the four most affected branches: Kampong Cham and Kandal were able to finance their own activities, while Kampong Thom and Prey Veng required further technical and financial support from the headquarters; meanwhile, other affected branches requested support from the headquarters as well.

CRC also deployed its own national disaster response team (NDRT) wherein two teams carried out a three-day assessment in the two worst-hit provinces of Kampong Thom and Prey Veng.

Through its staff and response teams, CRC implemented the operation supported by this DREF. Additional support was provided by the IFRC Southeast Asia regional office and the Asia Pacific zone office in the planning process, while Finnish Red Cross supported the national society in reporting on the operation during implementation.



The rapid assessment team worked in the hardest-hit provinces of Kampong Thom and Prey Veng for three days, collecting data to assess the situation in order to develop the proposal for DREF funding. (Photos: CRC/IFRC)



The DREF operation was implemented in line with its plan of action to support 49,520 people. In the end, the total number of families reached was 15,668 families (or 70,506 people). The distribution process began on 18 November 2011, reaching seven districts, 30 communes and 285 villages in the provinces of Kampong Thom and Prey Veng. All activities were carried out in close cooperation with district authorities and commune leaders. Throughout this time, CRC headquarters remained in constant contact with the government and NCDM.

While coordination was somewhat disjointed at the beginning of the flood response, cooperation among the different humanitarian actors gained its footing through more frequent and cooperative interaction, such as coordination meetings, involving CRC, IFRC, and partner national societies with the NCDM, UN agencies, other international organizations and NGOs.

The CRC headquarters itself established a flood emergency standing committee and office centre at the beginning of the operation. The committee was tasked with advising the headquarters in its decision-making,

dividing the roles and responsibilities between the disaster management and health departments, and coordinating the overall management of the operation.

CRC was the biggest humanitarian organization in Cambodia providing assistance for people affected by these floods. The Cambodian government channelled a considerable amount of aid through the national society given its nationwide network, transparency and accountability. CRC also received support from other national societies including Red Cross Society of China, Qatar Red Crescent and Singapore Red Cross.

**DREF allocation:** While the original allocation from the DREF was CHF 308,682, a deficit was shown at the end of the operation. This was due to an underestimation of expenditure on relief items and transport costs as well as a fluctuation in exchange rates during the operational timeframe. Also, the costs to produce the information, education and communication (IEC) materials were higher than estimated in the preliminary budget due to the additional printing and dissemination of posters and leaflets in order to reach more families. On 28 March 2012, approval for a further CHF 9,220 was made to cover this gap, bringing the total DREF allocation for this operation to CHF 317,902.

The final number of beneficiaries under this DREF also increased from its original 10,110 households to 15,668 as recorded in the final distribution figures, reflecting the actual situation and needs on the ground.

Two *lessons learnt* sessions were organized with the Kampong Thom and Prey Veng branches together with the national headquarters. One of the key outcomes of these sessions was to establish an operations centre/room at the CRC headquarters at the beginning of a disaster event. This centre will collect information from branches involved and the headquarters as well as share and report on CRC activities to all stakeholders in terms of related disasters.

## Achievements against outcomes

Relief distributions (food and basic non-food items)
<p><b>Outcome:</b> The immediate needs of 5,055 families are met through the distribution of essential household items and emergency shelter needs</p>
<p><b>Outputs and activities planned:</b></p> <ul style="list-style-type: none"> <li>• Conduct on-the-ground assessments, selection and verification of 5,055 families.</li> <li>• Develop plan of action with community participation in planning and distribution of relief items.</li> <li>• Coordinate with local authorities, based on their accurate beneficiary registration for relief distribution.</li> <li>• Locally procure household and shelter items in line with IFRC and CRC procurement standards and quality control.</li> <li>• Distribute food (rice) and communal shelter (plastic sheeting), and control supply movements from point of dispatch to end-user.</li> <li>• Monitor and evaluate relief activities and provide reporting on relief distributions.</li> <li>• Develop an exit strategy</li> </ul>

### Impact:

The distribution of food was completed in Prey Veng and Kampong Thom provinces for 7,450 families. Additionally, water filters together with hygiene promotion materials were also distributed to 8,218 families.

In Prey Veng, distributions began in mid-October, firstly using the in-country IFRC office's contingency funds and then DREF funding once approval was given. These activities continued until 20 November in the four districts of Baph Nom (for 828 families), Peam Chor (2,000 families), Preah Sdach (850 families) and Peam Ro (822 families).



Relief distribution in Prey Veng was carried from October to November 2012. (Photos: IFRC)



Relief distribution in Kampong Thom branch took place from mid-October to end-November 2012. (Photos: IFRC)

In Kampong Thom, distributions also were carried out from mid-October using the same funding approach, until 23 November in the three districts of Kampong Svay (for 1,108 families), Stung (505 families) and Santuk (887 families). The final distribution took place on 17 December 2011 in Kampong Savay's Phat Sanday village for 450 families.

Distribution date	Province	District	Families	Rice 30 kg/family (tonnes)	Soap pcs	Detergent 0,9kg	Water filter (pcs)	Jerry cans (pcs)	Chlorine tablets x 10 tabs
18.11.2011	Prey Veng	Baph Nom	828	24,840	4,968	828	828		
18.11.2011		Preh Sdach	850	25,500	5,100	850			
19.11.2011		Peam Chhor	1,070	32,100	6,420	1,070			
19.11.2011			540	16,200	3,240	540			
19.11.2011			390	11,700	2,340	390			
20.11.2011			822	24,660	4,932	822			
21.11.2011	Kampong Thom	Kampong Svay	1,108	33,240	6,648	1,108		1,108	9,972
22.11.2011		Stung	505	15,150	3,030	505		505	4,545
23.11.2011		Santuk	516	15,480	3,096	516		516	4,644
23.11.2011			371	11,130	2,226	371		371	3,339
12.12.2011		Kampong Svay						1,136	6,816
17.12.2011			450	13,500	2,700	450			
23.12.2011	Prey Veng	Preah Sdach	-				850		
24.12.2011		Peam Ro	-				1,000		
25.12.2011			-				1,000		
26.12.2011			-				1,000		
27.12.2011			-				1,252		
29.12.2011		Peam Chor	-				1,218		
31.12.2011			-				1,070		
		<b>Total</b>	<b>7,450</b>	<b>223,50</b>	<b>44,700</b>	<b>7,450</b>	<b>8,218</b>	<b>3,636</b>	<b>29,316</b>

**Impact:**

Rapid assessment was conducted in Prey Veng and Kampong Thom over several days in October. The situation changed constantly and due to the scale of the disaster, it was difficult to avoid overlapping in distribution locations. Continuous assessment was conducted by CRC branch officers and volunteers, producing new information and modifications on relief item types and quantities in accordance with real-time needs. Shelter materials were distributed by other relief organizations, so CRC did not need to provide shelter items. CRC changed distribution plans accordingly, limiting the number of shelter materials and including more food (rice).

The beneficiary registration was done by CRC in cooperation with local authorities based on the beneficiary criteria selection procedure of CRC. The beneficiary selection criteria were as follows:

- evacuated families who are still in safe evacuation areas;
- evacuated families who are temporarily staying with relatives;
- families with more than five members, elderly or disabled family members;
- unemployed families

Cambodian Red Cross had very clear distribution and beneficiary selection procedures for the relief distribution from their long-standing experience through Red Cross youth and Red Cross volunteers at the community level. These procedures were very much in line with the Red Cross Red Crescent Movement procedures and guidelines which are generally used for reference in the CRC's day-to-day work. This is also a model that the Royal Government of Cambodia and other international organizations and non-governmental organizations in the country refer to.

Lessons learnt that can inform future operations include the following:

- An emergency operation centre should be established soon after a disaster hits the country.
- The operation centre should be a collaboration between the host national society and Red Cross Red Crescent partners, mainly focusing on technical mechanisms.
- The operation centre provide the platform to exchange the most up-to-date information between host national society, Red Cross Red Crescent partners, government agencies, and other relevant organizations.

### Water, sanitation, and hygiene promotion

**Outcome:** The risk of waterborne and water related disease are reduced for 10,110 families through the provision of water purification adequate sanitation as well as hygiene promotion

**Outputs (expected results) and activities planned:**

- Assess the existing coverage with a view of ensuring availability of an adequate water supply.
- Develop a plan of action with community participation in planning and distribution of relief items.
- Coordinate with local authorities, based on accurate beneficiary registration for relief distribution.
- Locally procure and distribute ceramic water filters for 8,218 families and jerry cans for 3,700 families in line with IFRC and CRC procurement standards and quality control.<sup>1</sup>
- Provide appropriate health and hygiene education for 16,344 families<sup>2</sup>
- Conduct on-the-ground campaign and information activities to beneficiaries by those distributing relief items including Red Cross Volunteers and Red Cross Youth.

**Impact:** *The distribution of hygiene items and water filters was completed in Prey Veng for 8,218 families; and jerry cans with chlorine tablets were distributed in Kampong Thom provinces for 3,636 families. (see preceding distribution table)*

A well-known fact is that both during and after floods, there are often high incidences of disease outbreaks. To avoid these diseases, such as diarrhoea, health and hygiene promotions were carried out for 16,344 families. Families received information on how to prevent waterborne diseases before, during and after floods, and about the importance of clean water. Health promotion was carried out by the Red Cross and

<sup>1</sup> Adjusted from the previous output: "Locally procure and distribute ceramic water filters for 10,110 families in line with IFRC and CRC procurement standards and quality control."

<sup>2</sup> Adjusted from the previous output: "Provide appropriate health and hygiene education for 10,110 families."

government agencies through the distribution of information, education and communication (IEC) materials to the people living in affected areas. While it was not possible to provide water filters to all beneficiaries, this widespread health promotion and dissemination campaign allowed more families to be reached than previously targeted.

## Logistics

All relief items were available in-country, and were procured locally following IFRC and CRC procurement and quality standards.

CRC used its own fleet of trucks for warehousing and transportation of goods from dispatch to distribution. For some villages, boats were used to transport goods to distribution points as these villages were isolated by floodwaters.

The CRC logistics pool and truck convoy based at the national headquarters in Phnom Penh worked around the clock to deliver relief items to the affected areas. (Photo: IFRC)



## Contact information

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## DREF history

- This DREF was initially allocated on [13 October 2011](#) for CHF 308,682 for three months to assist 10.110 families, approximately 49,520 beneficiaries.
- One DREF operation update was issued on [2 December 2011](#).

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**Click here**

1. Click [here](#) to return to the title page

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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.

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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.



Selected Parameters	
Reporting Timeframe	2011/10-2012/06
Budget Timeframe	2011/10-2012/01
Appeal	MDRKH003
Budget	APPROVED

All figures are in Swiss Francs (CHF)

## I. Funding

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL	Deferred Income
<b>A. Budget</b>	308,682					308,682	
<b>B. Opening Balance</b>	0					0	
<b>Income</b>							
<u>Other Income</u>							
<i>DREF Allocations</i>	308,682					308,682	
<b>C4. Other Income</b>	308,682					308,682	
<b>C. Total Income = SUM(C1..C4)</b>	308,682					308,682	
<b>D. Total Funding = B +C</b>	308,682					308,682	
<b>Coverage = D/A</b>	100%					100%	

## II. Movement of Funds

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL	Deferred Income
<b>B. Opening Balance</b>	0					0	
<b>C. Income</b>	308,682					308,682	
<b>E. Expenditure</b>	-317,902					-317,902	
<b>F. Closing Balance = (B + C + E)</b>	-9,220					-9,220	

Selected Parameters	
Reporting Timeframe	2011/10-2012/06
Budget Timeframe	2011/10-2012/01
Appeal	MDRKH003
Budget	APPROVED

All figures are in Swiss Francs (CHF)

### III. Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination		
A		B					A - B	
<b>BUDGET (C)</b>	<b>308,682</b>					<b>308,682</b>		
<b>Relief items, Construction, Supplies</b>								
Shelter - Relief	22,500						22,500	
Food	74,514	122,459				122,459	-47,945	
Water, Sanitation & Hygiene	133,158	117,425				117,425	15,733	
Other Supplies & Services		9,410				9,410	-9,410	
<b>Total Relief items, Construction, Supplies</b>	<b>230,172</b>	<b>249,294</b>				<b>249,294</b>	<b>-19,122</b>	
<b>Land, vehicles &amp; equipment</b>								
Office & Household Equipment	1,200						1,200	
<b>Total Land, vehicles &amp; equipment</b>	<b>1,200</b>						<b>1,200</b>	
<b>Logistics, Transport &amp; Storage</b>								
Storage	250	501				501	-251	
Distribution & Monitoring	5,000						5,000	
Transport & Vehicles Costs	6,500	4,527				4,527	1,973	
<b>Total Logistics, Transport &amp; Storage</b>	<b>11,750</b>	<b>5,028</b>				<b>5,028</b>	<b>6,722</b>	
<b>Personnel</b>								
National Staff	9,520						9,520	
National Society Staff	31,200	18,368				18,368	12,832	
Volunteers		1,239				1,239	-1,239	
<b>Total Personnel</b>	<b>40,720</b>	<b>19,607</b>				<b>19,607</b>	<b>21,113</b>	
<b>Workshops &amp; Training</b>								
Workshops & Training	1,000	57				57	943	
<b>Total Workshops &amp; Training</b>	<b>1,000</b>	<b>57</b>				<b>57</b>	<b>943</b>	
<b>General Expenditure</b>								
Travel		8,262				8,262	-8,262	
Information & Public Relations	500	13,120				13,120	-12,620	
Office Costs	1,000	2,599				2,599	-1,599	
Communications	500	5				5	495	
Financial Charges	1,000	290				290	710	
Other General Expenses	2,000	237				237	1,763	
<b>Total General Expenditure</b>	<b>5,000</b>	<b>24,514</b>				<b>24,514</b>	<b>-19,514</b>	
<b>Indirect Costs</b>								
Programme & Services Support Recov	18,840	19,402				19,402	-563	
<b>Total Indirect Costs</b>	<b>18,840</b>	<b>19,402</b>				<b>19,402</b>	<b>-563</b>	
<b>TOTAL EXPENDITURE (D)</b>	<b>308,682</b>	<b>317,902</b>				<b>317,902</b>	<b>-9,220</b>	
<b>VARIANCE (C - D)</b>		<b>-9,220</b>				<b>-9,220</b>		

