

# DREF operation final report



International Federation  
of Red Cross and Red Crescent Societies

## Cambodia: Typhoon Ketsana

DREF operation n° MDRKH002  
GLIDE n° TC-2009-000205-KHM  
30 April 2010

The International Federation's 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 IFRC's disaster response system and increases the ability of national societies to respond in disasters.

**CHF 50,000 (USD 48,335 or EUR 33,146) has been allocated from the Federation's Disaster Relief Emergency Fund (DREF) on 7 October 2009 to support Cambodian Red Cross (CRC) in delivering immediate assistance to some 1,094 families (9,700 people). Un-earmarked funds to repay DREF are encouraged.**

**Summary:** This report captures the key aspects and learning gained from the response operation to Typhoon Ketsana in Cambodia from 30 September to 30 December 2009. All key points described in this report are captured from direct observation during the operation; face-to-face discussions with CRC's disaster management team; monitoring and evaluation sessions conducted with related branches, community authorities and beneficiaries; as well as a workshop on lessons learnt in the response to Ketsana conducted in late December 2009, which covered CRC's overall operation in response to Ketsana, including the DREF and CRC's own fundraising.

The Canadian Red Cross contributed CAD 10,000 (CHF 9,653<sup>1</sup>) to the DREF in replenishment of the allocation made for this operation. Major donors to the DREF are the Irish, Italian, Netherlands and Norwegian governments, and the European Commission's Humanitarian Aid department (DG ECHO). Details of all donors can be found [here](#).

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

## The situation

Since mid-September 2009, several regions of Cambodia were exposed to unexpected flash flooding. At the same time, Typhoon Ketsana hit several provinces of the country. The crisis put the affected areas in a state of emergency: people were forced to evacuate their homes; houses were collapsed or washed away in fast-flowing and unexpected strong water currents; livestock was hurriedly moved to safer ground or failing which, was lost; roads and bridges were collapsed or sustained serious damage. Turmoil broke out in these areas resulting in those affected facing food insecurity, the lack of safe water, shortage of adequate shelter, and, the rise of potential primary health challenges.

One consequence of this typhoon experienced during the most recent rice production season is that several areas in those provinces (and other parts of the country) are facing to late re-farming as the rainy season began earlier than usual, and the country is now going through an extended period of drought. Such abnormality is suspected due to the change in climate that intensifies in its variability from year to year, since such disaster and its impact, especially typhoons, were rarely seen in Cambodia in the past.

<sup>1</sup> Exchange rates of 7 October 2009

In addressing the present crisis, the authorities, CRC from national to sub-national level, resident UN agencies, international organizations, non-governmental organizations (NGOs), private sector organizations, and the flood-affected communities themselves took prompt action to respond to the needs of affected populations. .

Historically, CRC has taken a leading role, based on its good reputation, in responding to various emergencies, especially in the immediate situation in where relief is urgently needed and is effectively distributed through its nationwide network. In the recent response operation, CRC worked in accordance with its updated disaster response protocols where the CRC sub-national network has greater independence and clarity for the management and administration of response operations. The new disaster response procedures are supported by the decentralization process initiated by the CRC leadership in building the capacity of CRC branches.

IFRC allocated DREF funding of CHF 50,000 to contribute to CRC’s existing resources in order to respond to Typhoon Ketsana and subsequent flooding. (Refer to financial report attached.)

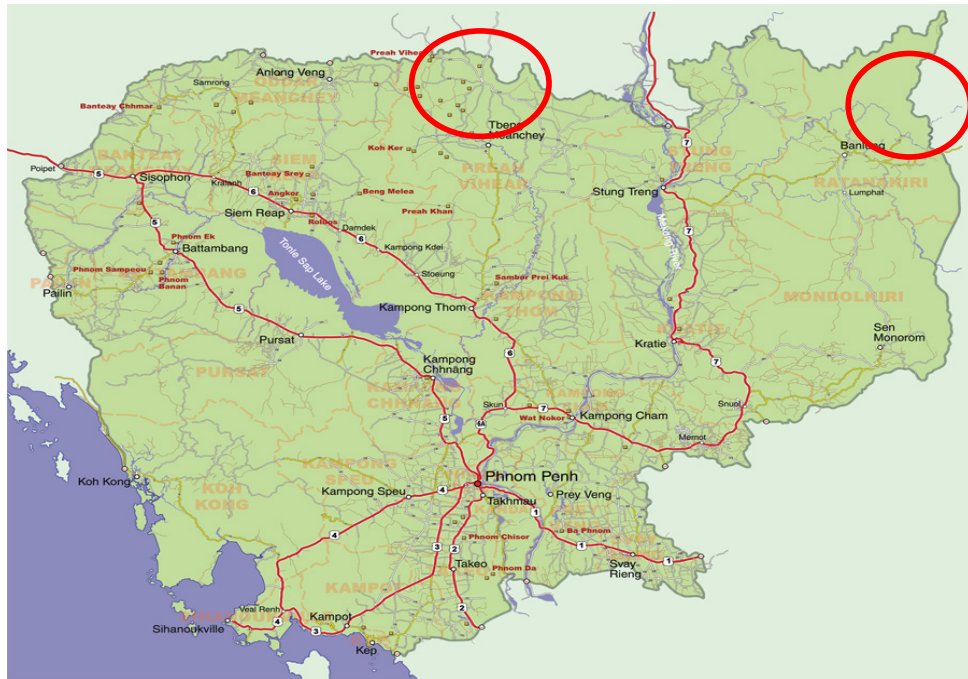
## Red Cross and Red Crescent action

### Key achievements under the DREF operation

Summarized chronology of key events relating to the DREF operation:

Date	Event	Place
11–14/10/09	Assessment	Stung Treng, Rattanakiri, and Banteay Meanchey province
11–14/11/09	Distribution	Rattanakiri and Banteay Meanchey province
07–09/12/09	DREF monitoring and evaluation	Banteay Meanchey province
15–16/12/09	Lessons learnt workshop	Kampong Thom province
17-19/12/09	DREF monitoring and evaluation	Rattanakiri province

Location of distribution to beneficiaries:



The two target provinces supported through DREF funding

An assessment was carried out by CRC’s disaster management staff together with branches that included Stung Treng, Rattanakiri, and Banteay Meanchey. As a result of this assessment and through coordination with other operating partner national societies and non-governmental organizations, CRC decided to allocate the DREF funding to the two provinces of Rattanakiri and Banteay Meanchey. The latter province of Banteay

Menchey replaced Stung Treng province due to assessment findings which found that Oxfam was providing humanitarian assistance in Stung Treng province. In addition to the modification of the targeted provinces, the assessment findings also assisted in improving the type of relief provided to meet the actual needs of the affected population. The actual distribution was conducted on 13 November in both target provinces.

No	Village	Commune	Household	People	Assistance provided	
Rattanakiri province, Andoung Meas district					Items	Ration
1	Talav	Talav	90		1. Rice (CRC) 2. Instant noodle (CRC) 3. Canned fish (CRC) 4. Plastic sheet (DREF) 5. Mosquito net (DREF) 6. Blanket (DREF) 7. Nylon sleeping mat (DREF) 8. Hygiene soap(DREF) 9. Water filter (DREF) 10. Water container (DREF)	30 Kg. 1 carton 10 cans 1 piece 1 Piece 1 Piece 8 Piece 1 Piece 1 Piece
2	Inn		57			
3	Kak		52			
4	Tanong		53			
5	Tang Se	Nhang	47			
6	Kachout Krom		39			
7	Kal		59			
8	Kanat Touch		11			
9	Lom		53			
<b>9 villages</b>		<b>2 communes</b>	<b>397</b>			
Banteay Meanchey province, Phnom Srok district						
1	Muk Chhnieng	Spean Sreng	29			
2	Spean		25			
3	Kork Char		37			
4	Kandorl		47			
5	Pongro		37			
6	Pork		62			
<b>6 villages</b>		<b>1 commune</b>	<b>237</b>			
<b>Total</b>	<b>15 villages</b>	<b>3 communes</b>	<b>634</b>			

The total number of households reached was reduced from 1094 to 634 as a result of the increased number of items provided to each household (based on the findings of the assessment), as well as the increased cost of items. In supporting the remaining 460, CRC shared these needs with other agencies through coordination mechanisms.

## Achievements against objectives

### Knowledge and skill development within Cambodian Red Cross

Over many years, CRC has built its capacity as an effective response organization in times of disaster. However, lessons from this response have identified some inconsistencies in the national societies approach.

That said, the DREF operation provided an opportunity for CRC to work towards a common standard across the disaster management department and all branches involved in the operation. In this, well-defined needs assessments, beneficiary selection and registration processes were followed, and monitoring visits conducted. Technical staff from national headquarters and branches were involved in the implementation of the operation and gained significant knowledge in assessment techniques, monitoring and evaluation, and in analyzing the needs of the affected population to ensure more appropriate relief assistance was provided.

A workshop on lessons learnt was also



Getting relief goods on-site to beneficiaries was a considerable challenge with the destruction of bridges and roads. However, CRC employed various solutions towards overcoming these challenges and remained true to their goal of reaching those affected by Typhoon Ketsana. (Photo: CRC)

conducted to capture and promote learning from this operation that involved all eight branches affected by Typhoon Ketsana. This served two main purposes:

1. To identify key gaps within the response operation to be addressed by CRC through its disaster preparedness programming
2. To promote understanding among participants on the importance of and connection between components across the disaster response cycle. Participants at the workshop acknowledged this need and committed to incorporating this thinking into their future disaster preparedness, risk reduction and response activities.

In addressing the outcomes of the lessons learnt workshop, CRC leadership have committed to overcoming the gaps and achieving the identified actions within its five-year disaster risk reduction (DRR) programme plan as part of the CRC's membership in the Global Alliance on disaster risk reduction.

## **Key lessons learnt and analysis**

### **Achievements of the operation**

CRC had a large capacity to conduct fundraising during this emergency, and in addition, facilitated quick response, reaching affected communities in a short time. Some overlap with other players indicates more attention is needed to facilitate good information-sharing among groups working in response to the same disaster in the field.

Under the DREF, the target area selection was done by the CRC. While there were many people affected in seven other provinces, the Banteay Meanchey province was selected to replace Stung Treng province as it had been heavily affected and there were no other organizations operating there. In Rattanakiri, the area that DREF covered is very remote and was heavily affected by flooding due to its location along a river which connects through central Viet Nam. During the DREF monitoring and evaluation visit, beneficiaries in both provinces covered under this DREF funding expressed very high satisfaction that this operation had met their needs well.

There was good cooperation among CRC, IFRC and Red Cross partner national societies during this operation with a clear division of areas/provinces for each Red Cross partner national society and IFRC to cover in response.

Both the health and communication departments' representatives were also involved in the assessment process.

Much knowledge was gained by CRC staff and volunteers in this operation, such as how to develop a good plan of action, how to carry out monitoring and evaluation in disaster response, how to coordinate and work with other groups in emergencies, and the Federation's structure and role in supporting national societies in major disasters. This knowledge and experience can be utilized to better inform future operations.

Resources from both the DREF and CRC were used in a complementary manner to cover the different needs of beneficiaries.



Plastic sheets, clean water and rice were the priority needs in both provinces. (Photo: CRC)

### **Constraints or challenges**

In managing the response, the CRC disaster management department (DMD) worked closely with the IFRC country and regional offices. Support from Federation representatives for the implementation of the operation was provided as CRC was also occupied with significant national fundraising activities..

The CRC's practical guidelines and procedures developed for national response in some cases were not adequately followed. Through this operation and the lessons learnt exercise, areas for improvement include beneficiary selection procedures, assessments skills, reporting, and disaster information alerts.

### Other overall aspects:

Many organizations and key actors conducted need assessments immediately after the disaster struck, but due to lack of an adequate coordination mechanism among disaster response agencies, there was a large amount of overlap in needs assessments made during that time.

Typhoon Ketsana is recognized as the first major typhoon to affect Cambodia to this degree in history. This is a good lesson learnt for Cambodia as well as for CRC in preparing and managing better disaster response in the future.

### Key recommendations

#### For the national society

- A clear line of reporting should be established and standard reporting templates need to be developed, agreed upon and adopted in order to promote quicker disaster response in the future.
- Practical procedures for beneficiary selection and criteria need to be compiled using experience gained in the past, then adopted and well-disseminated to all branches.
- The concept and role of the national disaster response team (NDRT) needs to be adopted, and widely recognized at all levels – and more importantly, the preparedness for response mechanisms in CRC down to branch-level needs to be clarified, especially in the context of decentralization.
- CRC should seriously consider the need to review its relief items given that disaster and vulnerability patterns have greatly varied. In addition, the needs assessment should be conducted before any response is implemented to ensure that accurate needs are addressed and resources are used in an effective and efficient way, which, in turn, can serve more beneficiaries.
- CRC will incorporate the areas identified for action within their Global Alliance disaster risk reduction (DRR) programme. In this way, all learning and recommendations can be incorporated into one programme plan.



Destruction of this magnitude was rare and unexpected in the provinces affected. This experience will help inform future planning in disaster response for CRC. (Photo: **Disaster management department, CRC**)

#### For IFRC

- The monitoring and evaluation procedures of IFRC should be disseminated widely to ensure they can be accessed as a reference when developing response operations. There has been a large number of disaster management workshops conducted in the past, targeting the operational level, with particular regard to disaster response. It would also be useful to conduct a workshop for the governance level, facilitated by senior CRC members and the Federation team. This workshop would help clarify issues such as reporting lines, decision-making authorities, and the need and importance of promoting standard response procedures. The rationale of this workshop is that very often the operational level understands and wants to adopt a standard response, but is not always able to convince the governance level to accept their recommendations.

## How we work

*All International Federation 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.

## Contact information

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

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[<final financial report below; click here to return to title page>](#)

# International Federation of Red Cross and Red Crescent Societies

MDRKH002 - Cambodia - Typhoon Ketsana

Final Financial Report

Selected Parameters	
Reporting Timeframe	2009/10-2010/3
Budget Timeframe	2009/10-2010/1
Appeal	MDRKH002
Budget	APPEAL

All figures are in Swiss Francs (CHF)

## I. Consolidated Response to Appeal

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
<b>A. Budget</b>	50,000					50,000
<b>B. Opening Balance</b>	0					0
<b>Income</b>						
<u>Other Income</u>						
Voluntary Income	50,000					50,000
<b>C6. Other Income</b>	50,000					50,000
<b>C. Total Income = SUM(C1..C6)</b>	50,000					50,000
<b>D. Total Funding = B + C</b>	50,000					50,000
<b>Appeal Coverage</b>	100%					100%

## II. Balance of Funds

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
<b>B. Opening Balance</b>	0					0
<b>C. Income</b>	50,000					50,000
<b>E. Expenditure</b>	-49,962					-49,962
<b>F. Closing Balance = (B + C + E)</b>	38					38

## III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance A - B
		Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination		
A		B					A - B	
<b>BUDGET (C)</b>	50,000	50,000				50,000		
<b>Supplies</b>								
Other Supplies & Services	33,718	33,128				33,128	590	
<b>Total Supplies</b>	33,718	33,128				33,128	590	
<b>Transport &amp; Storage</b>								
Transport & Vehicle Costs	2,801	4,722				4,722	-1,921	
<b>Total Transport &amp; Storage</b>	2,801	4,722				4,722	-1,921	
<b>Personnel</b>								
National Staff	3,367	3,928				3,928	-561	
<b>Total Personnel</b>	3,367	3,928				3,928	-561	
<b>General Expenditure</b>								
Travel	6,169	4,257				4,257	1,913	
Information & Public Relation		10				10	-10	
Office Costs	186	127				127	59	
Communications	279	155				155	124	
Financial Charges		41				41	-41	
Other General Expenses	229	346				346	-116	
<b>Total General Expenditure</b>	6,864	4,936				4,936	1,928	
<b>Programme Support</b>								
Program Support	3,250	3,248				3,248	2	
<b>Total Programme Support</b>	3,250	3,248				3,248	2	
<b>TOTAL EXPENDITURE (D)</b>	50,000	49,962				49,962	38	
<b>VARIANCE (C - D)</b>		38				38		