

# Appeal 2001-2002

 International Federation  
of Red Cross and Red Crescent Societies

## Laos

### (Appeal 01.44/2001)

*Click on programme title or figures to go to the text or budget*

1. Institutional and Resource Development	175,865
2. Disaster Preparedness	196,629
3. Health and Care	318,539
4. Coordination & Management	186,124
<b>Total</b>	<b>877,157</b>



## Introduction

### National Context

The Lao People's Democratic Republic (Lao PDR) is a landlocked country surrounded by Thailand, Myanmar, Cambodia, Vietnam and southern China. The economy is mainly agricultural, with 85 per cent of the population working in agriculture, but forestry, hydroelectricity and tourism are also significant. Approximately half the population of 5.2 million belongs to diverse ethnic groups with their own languages and culture. The majority Lao Loum, who live along the river plains and grow rice, are in general better off than the minority groups who usually live in the mountains and have less access to clean water and to government services such as health care and education.

The country has been governed by the Lao People's Revolutionary Party since 1975. During the 1960s there was a period of civil war which, besides causing death and destruction, left a vast amount of unexploded ordnance in the ground that continues to kill and injure approximately 200 Lao farmers and their family members each year.

The Lao PDR has been opening up its centrally-controlled economy since the early 1990s. The current high inflation rate is mainly an effect of the regional economic crisis of the late 1990s, and because its principal trading partner is Thailand where the crisis began. Although Thailand is making a steady economic recovery, the situation in Lao remains critical.

The country has a low disaster profile in comparison with its neighbours. Being landlocked it is not prone to monsoon rains or to typhoons. However, with the Mekong river flowing through the land, there are floods and occasional droughts in some provinces most years. Lao people have always had traditional coping methods in response to floods. Small but devastating village fires are the most frequent cause of disaster particularly during the slash and burn season. These routinely cause hardship and economic loss but rarely deaths.

Lao PDR ranks 136 out of 175 in the Human Development Index (UNDP 1999). It is highly vulnerable from the health perspective and has some of the worst health indicators in the region. Maternal mortality is the highest in the region at 653 per 100,000 (UNICEF 1998). Life expectancy is 52 for women and 50 for men (UNDP 1999). Many of the remote villages where ethnic communities are living have poor communications and are inaccessible by road for most of the year. Health education is a challenge both because of the remoteness of many villages, and also because of the diversity of languages, many of which are not written.

### **National Society Priorities**

After the President and two senior staff of the National Society attended the regional conference in Hanoi in 1997, the Hanoi Declaration was translated into Lao and circulated to the branches. The main points of the declaration have been incorporated into the society's updated five-year plan.

The priority programmes of the Lao Red Cross are institutional development, health promotion and disaster preparedness and relief.

In the area of health and care in the community, the Japanese Red Cross and the Federation have supported the Lao Red Cross national blood programme since 1995. This agreement is covered by a tripartite agreement continuing during 2001 and funding is secured.

In 2001, the programme will increasingly focus on developing an effective national blood donor recruitment system in line with the Federation strategic directions. The activities will also seek to promote capacity building within the Lao Red Cross.

### **Priority Programmes for Federation Assistance**

The Federation's assistance to the Lao Red Cross will focus on:

- Ensuring co-ordination of assistance and adherence to the goals and priorities identified by the National Society.
- Strengthening the operational capacity of the National Society at national and branch level
- Strengthening the governance and management of the society
- Providing support to the society's blood programme, and its disaster preparedness and response programmes.

# 1. Institutional and Resource Development

## Background and progress to date

The Lao RC was re-established from scratch starting in 1992, and by mid 2000 it had set up branches in every province in the country, most of them active in core RC activities, though with some much stronger than others. This growth was supported over the 8 year period by a number of PNS partners and the Federation. By the time of the most recent Partnership meeting, which took place in Bangkok in May 2000, it was clear to all that a harmonisation process was required in order to pull together what had become a rather disparate LRC programme driven mainly by donor/partner interests. At that meeting it was agreed that a consultant should conduct a Review (or taking stock) of the current LRC situation, as well as develop a draft inclusive country assistance strategy (ICAS) to which all supporters would be expected to adhere in the future, under the leadership of the LRC. These tasks were completed (in draft) at the end of November 2000.

The LRC developed its new five year plan following a strategic planning workshop sponsored by the Federation in August 2000, and it has been agreed by all that this 5YP should be the focus of all future assistance to the LRC. One of the recommendations of the Review is to restore the Federation's country delegation to its former strength (one delegate plus support staff) with a primary task of brokering and negotiating the completion of the draft ICAS, and of supporting the LRC in its implementation. Other support is required in the area of governance and management leadership, as was shown during a Governance and ID workshop sponsored by the Federation in November 2000.

**Goal** To provide institutional development support to the Lao Red Cross, particularly in the fields of human resource and finance systems development, so that it is better able to manage its own development and its programmes.

### Objectives and Activities Planned

**Objective 1** To ensure that all Lao Red Cross senior managers are equipped with the basic management skills needed to run the society.

#### *Activities to achieve objective 1:*

- Identify what key skills are needed.
- Identify and contract Lao or Thai speaking institutions or expertise to design and provide appropriate training programmes.
- Supervise the above training programmes.

**Objective 2** To ensure that the Society has functioning systems and clear procedures for monitoring finance, information, and relief goods, and for management processes and decisions.

#### *Activities to achieve objective 2:*

- Design, with the Lao Red Cross and an appropriate Lao/Thai speaking agency, basic management control systems consistent with Federation standards and suitable for Lao DPR.
- Implement systems training.

- Systematically apply management systems.

**Objective 3** To significantly strengthen the management and programming of the four most recently established branches which currently receive no external assistance.

*Activities to achieve objective 3:*

- Establish criteria for branch development.
- Actively solicit branch support from PNS societies.
- Train branch leaders in basic management and disaster preparedness procedures.
- Explore potential fund raising initiatives.

### **Expected Results by end 2002**

- By the end of 2002 the Lao Red Cross will have a functioning management system which allows it to control and direct its activities, to be responsive to the needs of the Lao people and its employees and to respond to the frequent disasters occurring in the country.

### **Indicators**

- Standard ways of managing staff observed throughout the Society.
- A single, clearly understood, financial management system is used throughout the society.
- A transparent stocks inventory and fixed assets control system.
- A single standard reporting system which supporters and donors accept as part of the ICAS.
- The four newest branches develop sound and well managed programmes.

### **Critical Assumptions**

- Local or Thai expertise is available and acceptable
- Lao Red Cross leadership is committed to more modern management methods
- Senior Lao staff turnover is reduced
- Multi-year external support is assured.

### **Monitoring and Evaluation Arrangements**

This will be done through in country delegate reports, reports from training institutions and local expertise on Lao Red Cross progress and reports from visits of the regional Institutional Development delegate. An external evaluation will be arranged after three years of the programme.

[return to top](#)

## 2. Disaster Preparedness

### Background and progress to date

The LRC DP programme has been characterised since it began in 1995 by two main elements - hardware and software. On the hardware side, three regional warehouses were constructed to serve the north, central and southern provinces of the country, sponsored by the Japanese RC. Each warehouse also has a small training room, a Chinese truck and an office for the warehousemen, who have been trained by ADPC in Thailand.

On the software side, a number of DP workshops have been conducted (as distinct from disaster response) for LRC branch staff, in coordination with the government's National Disaster Management Office (NDMO), of which LRC is an official member. Counterparts from the provincial Social Welfare departments also attend such workshops.

Some PNS supporters to LRC have also supported disaster mitigation activities in the form of community projects (e.g. rice banks and chicken raising for food security) which have had mixed results.

The current flood relief operation in the south of Lao has an important skills sharing component in the areas of procurement and inventory control, logistics, etc for the branches where the flooding has been most serious (Khammouane and Champassak).

**Goal** The goal is the reduction of loss of life and loss of livelihood from the most frequent disasters: village fires, flooding, flash floods and drought.

#### Objectives and Activities Planned

**Objective 1** To create a disaster response capability in every branch of the Lao Red Cross.

*Activities to achieve objective 1:*

- Train at least 2 staff and 10 volunteers from each branch in basic disaster preparedness and disaster response management techniques.
- Equip existing disaster preparedness warehouses with appropriate stocks of family kits, sleeping mats and blankets.

**Objective 2** To build a national disaster preparedness system with effective links with the state system and with regional Red Cross societies.

*Activities to achieve objective 2:*

- Reinforce the role of the Lao Red Cross on the National Disaster Management committee.
- Co-operate through exchange visits and regional meetings with sister societies, particularly those of the Mekong river valley, to develop regional information and disaster warning systems.
- Provide ADPC and other training for key staff; volunteer training.
- Produce guidelines in Lao on warehouse management and disaster management in general.
- Upgrade provincial store rooms at branches; improve transport facilities.

**Expected Results by 2002**

- A significant decrease in the damage caused by disasters in Laos.

**Indicators**

- A doubling, by the end of 2002, of the number of disaster response operations carried out each year by branches of the Lao Red Cross.

**Critical Assumptions**

- The government supports an active and independent role for the Lao Red Cross in disaster response.

**Monitoring and Evaluation Arrangements**

This will take place through quarterly reports submitted by the country delegation.

[return to top](#)

## 3. Health and Care

### Background and progress to date

In the area of health and care in the community, the Japanese Red Cross and the Federation have supported the Lao Red Cross national blood programme since 1995. This agreement is covered by a tripartite agreement continuing during 2001 and funding is secured.

In 2001, the programme will increasingly focus on developing an effective national blood donor recruitment system in line with the Federation strategic directions. The activities will also seek to promote capacity building within the Lao Red Cross.

**Goal** The general goal is to provide an adequate supply of safe blood throughout the Lao Democratic Republic.

**Objective 1** To develop an effective national blood donor recruitment system (detailed programme documents are available upon request)

**Activities** to achieve objective 1 are:

- Organise campaigns to promote blood donor recruitment, increase voluntary donations and reduce paid donations
- Organize mobile blood donation sessions in schools, colleges, factories etc.
- Increase the total quantity of blood collected, to meet national needs and distribute to hospitals as required

**Objective 2** To ensure the hygienic collection and full screening of all donated blood, and its safe transfusion including use of component therapy.

**Activities** to achieve objective 2 are:

- Ensure laboratory training for hospital technicians and medical students to ensure the full screening of all blood units

**Objective 3** To develop capacity in administration and management

**Activities** to achieve objective 3 are:

- Arrange overseas (international?) Technical training for some staff

#### **Expected Results**

- By 2004, blood supplied by the Lao Red Cross will be safe and adequate in all areas where the programme is operational

#### **Indicators**

- Blood is available safely and affordably to people in the target areas

#### **Monitoring and Evaluation**

Lao Red Cross Headquarters and branches will provide regular follow-up and support. Reports will be drawn up by the Japanese Red Cross technical delegate. Tripartite annual reviews will be conducted by the Japanese Red Cross, Lao Red Cross and the Federation.

#### **Critical assumptions**

- External funders maintain their support

- The Lao Red Cross technical staff remain in posts
- The Lao Red Cross health department is established at the headquarters and support the programme

## 4. Co-ordination and management

### Background and progress to date

The Federation had a delegate presence in Lao from late 1992 until March 2000 when the service was withdrawn due to the lack of funding. During those years the Lao Red Cross (LRC) has grown and changed and has been increasingly recognised by the general public for its role in blood collection, relief and health activities. There are now 15 provincial branches established out of a total of 18 provinces. In addition to the Federation Office there are five Participating National Societies (Japanese, Swiss, Netherlands, Australian and Danish) who have established offices in the LRC.

Following a partnership meeting in May 2000 in Bangkok, it was agreed that the Federation would take the lead in developing a fully inclusive country assistance strategy (CAS) in Lao. To this end the LRC met in August in Thalat (Vientiane province) in a participatory workshop to develop their National Society priorities and strategy and, working from the resulting five year plan, a Federation consultant has worked with the LRC and the PNS to develop the CAS and devise practical ways of implementing it.

On the basis of recommendations stemming from this process and with the support from its partners, the Federation in 2001, will once again take a lead role in co-ordination, facilitation and leadership, through the provision of a more permanent representation to oversee both the ID process and the implementation of the CAS.

**Goal** The general goal is to support the Lao Red Cross in the management and co-ordination of its long term development programme.

#### Objectives and Activities Planned

**Objective 1** To establish a fully inclusive country assistance strategy (CAS) which supports the Lao Red Cross national plan and strategy and is accepted by all partners.

*Activities to achieve objective 1:*

- Consultative meetings with the Lao Red Cross and all concerned societies in Laos.
- Consultation with the ICRC in Bangkok (no in-country representation).

**Objective 2** To develop and implement the in-country management approaches needed to ensure the CAS is correctly implemented.

*Activities to achieve objective 2:*

- Develop tripartite agreements to cover the implementation of the assistance strategy.
- Develop agreed mechanisms for monitoring the implementation of the strategy.
- Implement a reporting system to feed the monitoring activity.

#### Expected Results by end of 2001

By the end of 2001 all Movement development assistance into Lao PDR is expected to be part of the CAS and to be capable of regularly reporting on its activities, so that the entire CAS can be effectively monitored.

## **Indicators**

- A single inclusive country assistance strategy document which includes all Movement partners operating in or providing funding for Lao PDR.
- Tripartite agreements with each funding partner.

## **Critical Assumptions**

- All partners are willing to take their lead from the wishes and needs of the Lao Red Cross.
- All partners are willing to accept the discipline of working within an agreed strategy.

## **Monitoring and Evaluation Arrangements**

Monitoring will be conducted through quarterly reporting from the delegation to all the concerned partners.

[return to top](#)

<b>DELEGATION: LAOS</b>					
<b>PROGRAMME</b>	<b>DP</b>	<b>Health &amp; services</b>	<b>IDRD</b>	<b>Coord. &amp; mgt</b>	<b>TOTAL</b>
Shelter & construction	0	0	0	0	0
Clothing & textiles	48,000	12,000	0	0	60,000
Food & seeds	0	0	0	0	0
Water	0	0	0	0	0
Medical & first aid	0	127,665	0	0	127,665
Teaching materials	0	0	0	0	0
Utensils & tools	110,000	0	0	0	110,000
Other relief supplies	0	0	0	0	0
<b>Sub total supplies</b>	<b>158,000</b>	<b>139,665</b>	<b>0</b>	<b>0</b>	<b>297,665</b>
Land & Buildings	0	0	0	0	0
Vehicles	0	0	0	0	0
Computers & telecom	0	0	18,000	4,000	22,000
Medical equipment	0	94,050	0	0	94,050
Other capital expenses	0	0	15,600	0	15,600
<b>Sub total capital</b>	<b>0</b>	<b>94,050</b>	<b>33,600</b>	<b>4,000</b>	<b>131,650</b>
Programme management	13,259	21,479	11,859	12,550	59,147
Technical services	3,969	6,430	3,550	3,757	17,705
Professional services	4,402	7,131	3,937	4,166	19,635
<b>Sub total programme support</b>	<b>21,629</b>	<b>35,039</b>	<b>19,345</b>	<b>20,474</b>	<b>96,487</b>
<b>Transport &amp; storage</b>	<b>0</b>	<b>9,300</b>	<b>0</b>	<b>17,800</b>	<b>27,100</b>
Personnel (delegates & expatriates)	14,000	285	0	103,650	117,935
Personnel (local staff)	0	14,273	0	10,700	24,973
<b>Sub total personnel</b>	<b>14,000</b>	<b>14,558</b>	<b>0</b>	<b>114,350</b>	<b>142,908</b>
Travel & related expenses	0	4,568	12,680	7,000	24,248
Information expenses	3,000	13,200	19,920	0	36,120
Expert fees	0	0	18,000	0	18,000
Admin. - general expenses	0	6,300	0	22,500	28,800
Training workshops / seminars	0	1,860	72,320	0	74,180
<b>Sub total travel, training, general exp.</b>	<b>3,000</b>	<b>25,928</b>	<b>122,920</b>	<b>29,500</b>	<b>181,348</b>
<b>Total budget</b>	<b>196,629</b>	<b>318,539</b>	<b>175,865</b>	<b>186,124</b>	<b>877,157</b>