

# Appeal 2002-2003



International Federation  
of Red Cross and Red Crescent Societies

## LAOS

(Appeal 01.34/2002)

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

	2002 In CHF	2003' In CHF
1. Disaster Preparedness	80,618	80,618
2. Health and Care	43,258	43,258
3. Organizational Development	266,011	266,011
4. Coordination & Management	135,100	135,100
<b>Total</b>	<b>524,988</b>	<b>524,988</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, employing 85 per cent of the population. Forestry, hydroelectricity and tourism are also significant. Approximately half the population of 5.2 million belong to diverse ethnic groups with their own languages and culture. The majority, the Lao Loum, who live along the river plains, grow rice and are generally better off than the minority groups who usually live in the mountains and have less access to clean water and 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. Besides the inevitable death and destruction, it 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 1986. The current high inflation rate is mainly an effect of the regional economic crisis of 1997; three years later, the situation is still critical.

The country has a low disaster profile in comparison with its neighbours. It is not prone to monsoon rains or to typhoons, but with the Mekong river flowing through it, 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.

<sup>1</sup> These are preliminary figures for 2003. and are subject to revision in the course of 2002.

Lao PDR ranks 131 out of 175 in the Human Development Index (see below). It is highly vulnerable from the health perspective and has some of the worst health indicators in the region. Maternal mortality, at 653 per 100,000, is the highest in the region (UNICEF 1998). Many of the remote villages where ethnic communities live have poor communications and are inaccessible by road for most of the year. Health education is a challenge, not only because of the remoteness of many villages, but also because of the diversity of languages, many of which are not written.

### Key Regional Indicators

Country	HDI Rank	Gender HDI Rank	Life Expectancy at Birth		Adult Literacy Rate		Estimated Earned Income (PPP US\$)	
			Female	Male	Female	Male	Female	Male
<b>Singapore</b>	26	26	79.6	75.2	88.0	96.2	13,693	27,739
<b>Brunei</b>	32	30	78.3	73.6	87.3	94.3	10,865	24,163
<b>Malaysia</b>	56	55	74.8	69.9	82.8	91.1	5,153	11,183
<b>Thailand</b>	66	58	72.9	67.0	93.5	97.0	4,634	7,660
<b>Philippines</b>	70	62	71.1	67.0	94.9	95.3	2,684	4,910
<b>VietNam</b>	101	89	70.2	65.5	91.0	95.4	1,552	2,170
<b>Indonesia</b>	102	92	67.7	63.9	81.3	91.5	1,929	3,780
<b>Myanmar</b>	118	107	58.4	53.6	80.1	88.8	746	1,311
<b>Cambodia</b>	121	109	58.6	54.4	57.7	80.1	1,190	1,541
<b>Laos</b>	131	119	54.4	51.9	31.7	63.0	1,169	1,774
<b>East Timor</b>	<i>Data not available</i>							

*Data from Human Development Index (HDI), Human Development Report, UNDP 2001.*

Country	Population with access to:			HIV/AIDS Prevalence		
	Adequate sanitation %	Improved water sources %	Essential drugs %	Adult Rate (age 15-49) %	Women (age 15-49)	Children (age 0-14)
<b>Singapore</b>	100	100	100	0.19	790	<100
<b>Brunei</b>	...	...	99	0.20	...	...
<b>Malaysia</b>	98	95	70	0.42	4,800	550
<b>Thailand</b>	96	80	95	2.15	305,000	13,900
<b>Philippines</b>	83	87	66	0.07	11,000	1,300
<b>VietNam</b>	73	56	85	0.24	20,000	2,500
<b>Indonesia</b>	66	76	80	0.05	13,000	680
<b>Myanmar</b>	46	68	60	1.99	180,000	14,000
<b>Cambodia</b>	18	30	30	4.04	71,000	5,400
<b>Laos</b>	<b>46</b>	<b>90</b>	<b>66</b>	<b>0.05</b>	<b>650</b>	<b>&lt;100</b>
<b>East Timor</b>	<i>Data not available</i>					

*Data from Human Development Index (HDI), Human Development Report, UNDP 2001.*

### National society priorities

The Lao Red Cross (LRC) was recognized by the Movement in 1957. In the 1980s, it became a department of the Ministry of Health and in the 1990s it was transferred to the Ministry of Social Welfare. The Politburo Decree of December 1992 and the Prime Ministerial Decree of December 1993 officially recognized the LRC as being an independent national Red Cross society. A new decree in May 1999 approved the role and status of the LRC and defined a clear organizational structure at the headquarters and branches.

The LRC's mission, as a social organization in Lao PDR, and as an auxiliary to the government, is to alleviate poverty and help victims of disaster; to promote public health, and to participate in humanitarian activities based on the seven Fundamental Principles of the International Red Cross Red Crescent Movement. The LRC works in collaboration with a number of ministries and has a memorandum of understanding (MOU) or development contracts with several national societies in support of its programmes and branch development activities.

A strategic plan (2001-2005), which incorporates key elements of the Hanoi Declaration, has been developed. The plan, which also provides the foundation for the Country Assistance Strategy (CAS), was drawn on by the LRC in April/May 2001 to develop an annual work plan for 2001, with the assistance of a Federation consultant.

The main programmes of the LRC are disaster preparedness and response, HIV/AIDS, first aid, blood, youth and dissemination. Some of its key priorities are:

- Developing a national blood donor recruitment system in line with the Federation strategic directions.
- Finalizing and implementing the CAS.
- Stronger coordination of external resources (participating national societies and others) and developing a resource mobilization strategy.
- Developing a coherent branch Development Plan (with support from the Netherlands Red Cross) which will serve as LRC's model for branch development.
- Conducting a comprehensive training needs assessment to determine the future overall requirements in all sectors (programmes, staff development, specific skills).
- Preparing basic disaster preparedness (DP) guidelines on community based disaster preparedness, and training DP volunteers.
- Establishing a human resource development policy.
- Establishing a small planning and monitoring unit (which could also be a focal point for organizational development (OD)).
- Expanding information dissemination and developing a communications strategy.

LRC has many substantive development partners based in-country:

- The Japanese Red Cross is supporting the blood programme through the Federation up to 2003. It has also made a significant contribution to DP.
- The Swiss Red Cross continues to provide financial support for Luang Prabang and two northern branches (Udomsai and Bokeo).
- The Netherlands Red Cross continues to support branch development at both LRC headquarters and branch level until 2003, with specific support going to three central branches (Bolikamsay, Khammouane and Savannaket).
- The Australian Red Cross has an agreement covering the HIV/AIDS peer education programme, including branch support and staff training from 1993 until 2004.
- The Danish Red Cross has been working with the LRC since 1997 and has started a long term, integrated programme of primary health care in three northern provinces (Xiengkouan, Pongsali, Huaphan). It also provides significant support to LRC capacity building at the national level, and to the Federation delegation.

## **Priority programmes for Federation assistance**

Federation assistance to the Lao Red Cross will focus on:

- Ensuring coordination of assistance and adherence to the goals and priorities identified by the national society in its five year development plan 2001-2005 and annual work plan 2001
- Strengthening the operational capacity of the national society at national and branch level through the OD and Disaster Preparedness programmes
- Strengthening the governance and management of the society
- Providing support to the society's blood and community based first aid (CBFA) programmes, as well as its disaster preparedness and response work.
- Finalizing, explaining, negotiating and securing commitment to the CAS by all the stakeholders.
- Strengthening the coordination of external assistance to the LRC, as well as facilitating in-country coordination between the LRC and its partners.

Although early 2000 did not look promising for the development of the Lao Red Cross because of a funding deficit and the reduction of the Federation's delegation to a single national liaison officer, the second half of the year was more positive, with a strategic planning workshop resulting in a five year plan, a successful flood

relief operation in the Mekong valley, the production of an inclusive draft assistance strategy and an ID/governance workshop at the end of the year. As a result, the mood at the end of the year was of enthusiasm and confidence for a strong partnership among all stakeholders for 2001 helping to support LRC to achieve its goals. The new Federation representative arrived in Laos at the end of July 2001 to assist the LRC build on this mood of confidence in the implementation of its annual work plan 2001.

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# 1. Disaster preparedness

## Background and achievements/lessons to date

Since it began in 1995, the LRC DP programme has been characterized 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 Red Cross. Each warehouse also has a small training room, a truck and an office for the trained warehouse staff.

On the software side, a number of DP workshops have been conducted for LRC branch staff, in coordination with the government's National Disaster Management Office (NDMO), of which the LRC is an official member. Counterparts from the provincial social welfare departments also attended the workshops.

Some participating national societies have supported disaster mitigation activities in the form of community projects (rice banks and chicken raising for food security), with mixed results.

The flood relief operation in the south of Laos in 2000 had an important skills sharing component in the areas of procurement, inventory control and logistics for the branches in Khammouane and Champassak where the flooding was most serious.

Funds left over from the relief operations were reallocated to DP activities, enabling the LRC DP division to continue to develop capacity building, volunteer training and warehouse management activities initiated during the floods.

**Goal** To reduce the loss of life and livelihood caused by the most frequent disasters: village fires, flooding, flash floods and drought.

## Objectives and activities

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

Activities to achieve objective 1:

- Train at least two 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.
- Establish a programme of 'normal time' activities, including a volunteer based group prepared for the onset of local floods.
- Introduce an early warning system, drills and simulation exercises in order to motivate and maintain volunteers in readiness for disaster response operations.

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

Activities to achieve objective 2:

- Reinforce the role of the Lao Red Cross on the National Disaster Management Committee.
- Cooperate 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 training at the Asian Disaster Preparedness Centre and elsewhere for key staff; provide training for volunteers.
- Produce guidelines in Lao on warehouse management and disaster management in general.
- Upgrade provincial store rooms in branches; improve transport facilities.

## Expected results

### Objective 1:

- Appropriate DP training materials available in Lao/English for use by trainers, volunteers and staff.
- DP training materials and training (CBDP) integrated with existing CBFA training.
- A minimum of two staff, 10 volunteers and one trainer (refresher training) are trained in basic disaster preparedness, warning systems, hazard mapping, VCA, search and rescue as 'normal time activities', in addition to disaster relief management.
- A minimum of three regional DP training workshops organized each year.
- A core group of CBFA/CBDM trainers established, including local resource persons from NDMO, NGOs, UN system.
- DP awareness raising campaign in schools, through media; LRC volunteers initiated in concert with other partners such as NDMO, NGOs, UN system.
- LRC's three regional DP warehouses will have appropriate standby stocks of family kits, sleeping mats and blankets as well as a small emergency reserve of rice.
- LRC's three regional DP warehouses will be equipped and two staff per warehouse will be trained in warehouse management, inventory control, stock and record keeping.
- LRC will have a larger, better trained and motivated core of volunteers and staff trained in CBDP/CBDM and actively involved in a programme of 'normal time' activities.

### Objective 2:

- LRC's role on the NDMC will be reinforced through more practical 'day to day' working linkages and cooperation with the NDMO, UN system (particularly WFP, UNDP) and concerned NGOs to create stronger disaster preparedness through information sharing, pooling resources on such issues as training, developing joint strategies and action plans on public awareness raising campaigns and local warning systems.
- Six-monthly rotating sub regional exchange visits for the national societies in the Mekong river valley (LRC, Cambodian Red Cross, Vietnam Red Cross) planned to develop greater practical technical cooperation in regional information and warning systems.
- Appropriate DM training provided annually for key LRC managers and technical staff by a regional training institution, such as the Asian Disaster Preparedness Centre (ADPC), either at the institution or in Laos.
- LRC's three provincial warehouses will have been upgraded, restocked and equipped with well functioning warehouse management systems and trained staff. LRC will be able to deploy more trained volunteers and staff in times of disaster as a result of the DP programme.

## Indicators

- A doubling, by the end of 2003, of the number of disaster response operations carried out each year by branches of the LRC.
- LRC has established a core of staff and volunteers trained in disaster management at both headquarters and the branches who can be rapidly deployed in times of disaster.
- The three LRC regional DP warehouses are well stocked, well equipped, with the necessary inventory and stock control systems and trained staff in place able to ensure a timely and effective response in time of disaster.
- LRC DP division has a continuous programme of 'normal time' community disaster preparedness activities linked to CBFA in each branch, thus raising awareness in the local community.
- LRC headquarters has regular 'normal time' dialogue and contacts with NDMO, the UN system and diplomatic missions in Vientiane, in order to promote information sharing, coordination, and training activities for improved disaster preparedness.

## Critical Assumptions

- The government supports an active and independent role for the Lao Red Cross in disaster response.
- LRC receives sufficient resources for DP.
- LRC is able to mobilize, motivate and retain sufficient numbers of volunteers.

- LRC is able to recruit, motivate and retain key branch staff.

### **Monitoring and evaluation**

This will take place through quarterly Programme Update reports submitted by the country delegation. External and internal evaluations will be carried out according to normal Federation procedures.

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## 2. Health and care

### Background and achievements/lessons 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 support is covered by a tripartite agreement that continued during 2001, when the programme increasingly focused on developing an effective national blood donor recruitment system in line with the Federation strategic directions, as well as consolidating the achievements of the programme to date. These activities sought primarily to promote capacity building within the LRC health division in terms of skills and human resources development and enhanced networking, in cooperation with the Federation regional health unit in Bangkok.

The LRC is implementing a diarrhoea/cholera control, awareness and capacity building programme in conjunction with MOPH/WHO, and with the support of the Federation and participating national societies. The main priorities are continuous health awareness education through posters, leaflets and awareness campaigns, volunteer training, mobilization of high risk villages, and the distribution of ORS. The LRC conducts quarterly monitoring visits to villages in conjunction with participating national societies and receives regular progress reports from the branches. This is part of the overall CBFA programme which LRC views as a priority. The Federation regional health unit will provide coordination support to LRC to facilitate the implementation of a national CBFA programme based on its new manual and curriculum, which has been developed with the assistance of the Danish Red Cross.

The main thrust of the programme is to complement, and provide continuing support to the well-established blood programme with specific emphasis on voluntary blood donor recruitment and administrative support services. The regional health unit will provide additional support to the LRC health division in terms of capacity building, enhanced networking, and skills development for voluntary blood donor recruitment, CBFA and water and sanitation (watsan) programme.

**Goal** An effective LRC health programme which addresses the critical health needs of the most vulnerable people in Laos.

### Objectives and activities

**Objective 1** To strengthen the capacities of the national voluntary blood donor recruitment system by complementing the work of, and providing administrative support to, the LRC and Japanese Red Cross programme, in cooperation with the regional health unit.

Activities to achieve objective 1:

- Develop capacity of the voluntary blood donor recruitment programme in planning, administration and management systems.
- Arrange overseas technical and management training for key staff, in consultation with Japanese Red Cross.
- Arrange 'on the job' skills training for blood bank staff.
- Ensure that career development prospects for blood bank staff are addressed by LRC HRD policy.
- Attract, recruit and retain well qualified professional staff.
- Increase opportunities for more regional exchanges on knowledge sharing and work experience, facilitated by regional delegation networking.
- Assist with the preparation of appropriate awareness raising and training materials.
- Assist LRC blood programme to prepare a long term resource mobilization strategy.
- Provide administrative support and financial reporting services for the blood programme.

**Objective 2** To strengthen the capacities of the LRC health division in the planning, management and coordination of the CBFA and water and sanitation programmes.

Activities to achieve objective 2:

- Organise one CBFA review workshop and periodic coordination meetings between LRC, participating national societies, Federation, ICRC and other concerned parties (MPH, WHO) to facilitate the process of implementing national CBFA and watsan programme in accordance with the LRC model and recognized Federation standards.
- Field a joint LRC/Federation regional health unit (RHU) participating national societies review mission to visit branches where CBFA and watsan programmes are operating, in order to learn lessons, assess progress, study working practices and identify common problems.
- Support additional CBFA and watsan training or further curriculum development, if this is not already being provided by participating national societies.
- Facilitate more networking and regional exchange visits between national society technical staff.

**Objective 3** To complement the ongoing work of the LRC/Australian Red Cross HIV/AIDS Peer Group education programme through enhanced regional cooperation and networking.

Activities to achieve objective 3:

- Organise media and other awareness raising events and activities to mark the observance of World Aids Day in those provinces not covered by the HIV/AIDS programme, in close collaboration with LRC/ARC.
- Increase regional networking activities between LRC/ARC and the RHU.
- Expand regional networking opportunities between LRC/ARC and other national societies and organizations in the region, facilitated by the RHU.
- Pool resources and expertise in terms of training, awareness raising, and knowledge sharing in the field of HIV/AIDS awareness.

## **Expected results**

Objective 1:

- LRC health division management and technical capacities are developed to enable the implementation of a national blood programme that is sustainable in the long term.
- LRC blood programme significantly increases voluntary blood donor recruitment in its areas of operation by the end of 2003.
- LRC blood programme starts to generate part of its own funding (in preparation for the end of JRCS funding) by 2004.
- LRC blood programme has better trained professional staff for blood donor recruitment, equipped with the necessary technical and management skills; this will have been facilitated by greater access to the networks of the regional health unit.
- The Federation continues to provide administrative support and financial reporting services for the LRC/JRC blood programme.

Objective 2:

- LRC health division capacities to effectively manage and coordinate a national CBFA and watsan programme will be enhanced, with the support of the Federation and participating national societies.
- A joint CBFA and watsan review mission will be fielded in the first quarter of 2002 to facilitate the planning, quality assurance and implementation of these national programmes.
- A CBFA coordination workshop facilitated by the RHU will be organized in the second quarter to review the findings of the joint review mission and feed these into the national CBFA planning and coordination process.
- A regional watsan coordination workshop will be held in Laos in 2002.
- More regular contacts between LRC health division technical staff and counterparts in regional national societies to increase knowledge sharing and strengthen coordination on CBFA and watsan issues will be facilitated by the Federation delegation and RHU.

Objective 3:

- Regional health unit facilitates enhanced networking, information and knowledge sharing, access to regional training facilities and participation in regional awareness raising events of LRC and other national societies in the region.
- Events to mark HIV/AIDS day organized in cooperation with LRC/ARC.

### **Indicators**

- More voluntary blood donors are recruited.
- National CBFA and watsan programmes being implemented in all provinces using LRC model.
- LRC health division staff have benefited from more exchange visits and increased networking between management and technical national society staff in the region.
- The capacity of the LRC health division is progressively and visibly strengthened.

### **Critical assumptions**

- External funders maintain their support.
- The LRC technical staff remain in post.
- The LRC health division human resources capacities can be enhanced.
- Good coordination is maintained between the LRC, Federation and participating national societies at all levels.

### **Monitoring and evaluation**

The LRC blood programme will prepare quarterly narrative and financial reports. The Japanese Red Cross will send regular monitoring missions to review progress and prepare reports. Tripartite annual reviews will be conducted by the Japanese Red Cross, LRC and the Federation.

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## 3. Organizational development

### Background and achievements/lessons learned

The Lao Red Cross was virtually re-created in 1992; by mid 2000 it had set up branches in every province in the country, most of them active in core Red Cross activities, though some much more strongly than others. This growth was supported over the eight-year period by a number of participating national societies 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 harmonization 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 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. This draft was completed 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. It was agreed by all that this plan should be the focus of all future assistance. One of the recommendations of the review was to restore the Federation's country delegation to its former strength (one delegate plus support staff) with the primary task of brokering and negotiating the completion of the draft CAS, and of supporting the LRC in its implementation. Other support required is in the area of governance and management leadership, as was shown during a Governance and ID workshop sponsored by the Federation in November 2000.

A national Annual Work Plan (AWP) for the year 2001 was drawn up as a result of discussions and deliberations between departments of the LRC, facilitated and assisted by a short term Federation consultant and finalized in consultation with the regional delegation, ICRC and participating national societies in Laos. Although it was only developed during the second quarter of 2001, the AWP was seen as a valuable tool both for monitoring current programmes and planning for the following year. It also served as a means for developing LRC capacity and skills in the programme planning and monitoring process.

In recent years, the Federation has acknowledged the increasingly important role that communications play in supporting the institutional and operational development of the Red Cross Red Crescent Movement globally. Objective 5 aims at laying the foundations for a pro-active and well-planned but modest programme of LRC communications activities in close cooperation with ICRC through the promotion of humanitarian values.

The LRC, Federation, ICRC and participating national societies all agree that the main priorities must be OD, information dissemination, LRC headquarters capacity building, and the coordination of external support.

**Goal** To develop the capacity of the Lao Red Cross, with particular focus on the fields of human resource and finance systems development, so that it is better able to carry out its humanitarian mandate.

#### Objectives and activities

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

Activities to achieve objective 1:

- Conduct a Training Needs Assessment (TNA).
- Identify and contract Lao or regional institutions or expertise to design and provide appropriate training programmes based on the findings of the TNA.
- Supervise the above training programmes.
- Evaluate the training.

- Establish a user friendly LRC training database as an output of the TNA, which is easily accessible to all the partners, thus facilitating a more coordinated approach to meeting future training needs.

**Objective 2** To ensure that the society has functioning systems and clear procedures for monitoring finances, 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 PDR: a financial procurement system with clear guidelines and procedures; a personal information management system (PIMS); and reporting, monitoring and evaluation systems consistent with Federation standards and suitable for Laos.
- Implement systems training.
- Systematically apply management systems.
- Establish a planning and monitoring unit within LRC headquarters.
- Organize a national review and planning meeting in Vientiane to review achievements and plan activities for the following year.

**Objective 3** To significantly strengthen the management and programming of the four most recently established branches, currently not receiving any external assistance.

Activities to achieve objective 3:

- Establish criteria for branch development.
- Conduct on the job training in each branch to develop management skills, in close cooperation with participating national societies.
- Disseminate branch development management and income generation /fund raising guidelines.
- Develop, then assign, a clear job description, roles and responsibilities to each staff member.
- Organize exchanges between branches to learn together and share experiences.
- Apply procedures of Decree 36/PM and LRC President's decree governing regulations and principles.
- Organize quarterly review and planning meetings to draw lessons and share experiences in each region (North, Central, South) as set out in the AWP.
- Actively solicit branch support from participating national societies.
- Train branch leaders in basic management and disaster preparedness procedures.
- Explore potential fund raising initiatives.

**Objective 4** To assist LRC with: i) addressing outstanding management/governance issues highlighted at the OD workshop in November 2000; ii) developing a clear and comprehensive HRD policy, which incorporates a dynamic income generation/fundraising plan suitable for Laos, as an integral part of the priority focus on OD and capacity building.

Activities to achieve objective 4:

- Assist LRC to follow up, and take the necessary action on the recommendations of the OD workshop with regard to, inter alia, establishing a Governing Board at headquarters, revision of its statutes, membership recruitment, and the re-establishment of a central women's committee.
- Assist LRC to draft a HRD policy and income generation/fund raising plan through a consultative and participatory process with Federation, ICRC, and participating national societies, and visits to LRC branches.
- Hold a workshop to review the draft HRD policy and income generation/fund raising plan with all the stakeholders.
- Finalize and implement the HRD and income generation/fund raising plan.

**Objective 5** To lay the foundations for a strong and well developed LRC communications capacity, through a realistic and progressive programme of capacity building to raise awareness of the Movement's humanitarian values. This will contribute to a better understanding and increased visibility of LRC programmes and activities, internally and externally. The activities related to achieving this objective will be carried out in close cooperation with the ICRC and the Regional Information Unit in Bangkok. It is hoped that this groundwork will enable a small humanitarian values programme to be included in the Appeal for 2004.

#### Activities to achieve objective 5:

- Encourage the LRC leadership to recognize the importance of communications as a part of the core services and structure of the national society, as well as being a prerequisite for effective resource mobilization.
- Strengthen the capacity of the LRC information/fund raising division through: the recruitment of one new professional staff who can be trained as the national society information officer; and (based on the findings of the TNA) selective new or refresher training in communications for all information/fund raising staff.
- Support more active participation of LRC in the Regional Communications Network for knowledge sharing purposes and for planning and implementing sub-regional and cross-regional projects in cooperation with other sub-regions.
- Raise awareness of Red Cross Red Crescent Movement humanitarian values programmes in the Asia Pacific region among external stakeholders, diplomatic missions, the corporate sector, civil society, INGOs and civil society in Laos.
- Heighten awareness of LRC's programmes and activities at central and branch level among the external stakeholders, diplomatic missions, the corporate sector, civil society, INGOs and civil society.
- Support the development of a realistic communications strategy for LRC, linked closely to the fostering of a greatly enhanced understanding of fundamental governance and management issues.
- Assist LRC to link the communications strategy closely to the resource mobilization plan currently being prepared.
- Enable the proposed LRC information officer to participate in the regional internship programme in 2003/2004.
- Seek the services of an experienced staff on loan from a national society in the region to share knowledge and experience which will assist LRC establish a viable and dynamic information/fund raising division.
- Secure Internet and e-mail access for the information/fund raising unit.
- Support ICRC in organising three provincial workshops to provide training for LRC staff in the use of the dissemination teaching file and its adaptation to the specific needs of individual branches.
- Assist LRC to disseminate the quarterly newsletter more widely and improve its content.
- Organise a 'road show' on dissemination and introduction to humanitarian values in 2002/2003 -- whereby a joint LRC/Federation/ICRC team visits the branches and holds a series of provincial meetings or events to raise awareness, train, and provide guidance and practical support for LRC's information activities at the grass roots.

#### **Expected results**

##### Objective 1:

- The Training Needs Assessment (TNA) is conducted and a user friendly training database is prepared, listing types of training received, numbers of staff trained, cost location, quality, etc. to facilitate better planning and pooling of resources for future LRC training needs.
- On the basis of the TNA, selected Lao and regional training institutions are contracted to provide appropriate skills training designed to meet the real needs of staff in accordance with their job descriptions: they may be held at national, local or regional level and at the institution or in the work place.
- All senior LRC headquarters staff are trained in project management, monitoring and administration.
- One project management and monitoring focus workshop is held annually for LRC headquarters and branches to share experience and knowledge and to give an update on the use of new management systems and procedures.
- One or two exchange visits are organized each year between LRC and neighbouring national societies to gain experience from each other's management, training and monitoring systems.
- A well functioning monitoring and planning unit is established at LRC headquarters.
- LRC will have more capable, well trained management and staff in headquarters and branches, with growing management and leadership capabilities.

##### Objective 2:

- All LRC staff are fully conversant with Strategy 2010, Prime Ministerial Decree 36 and the rules and procedures as set out in decree 994 by the President of LRC.
- Basic management control systems -- financial procurement, personal information management and project monitoring -- consistent with Federation standards and suitable for Lao PDR, are established and functioning.
- Each LRC staff has a clear job description, and understands his/her roles, responsibilities and reporting channels, as specified in LRC HRD policy and staffing plan.
- One national and three regional planning and review workshops are held annually for LRC headquarters and branches.
- Routine exchanges are organized between branches to share experience and provide practical assistance in understanding and implementing LRC management systems.

#### Objective 3:

- The four branches have well functioning branch offices.
- All branch office staff have clear job descriptions and are fully conversant with LRC branch management policy and guidelines and manage their branch in accordance with the rules.
- Each branch office has a clearly defined annual work plan which has been developed in accordance with the planning process set out in the LRC annual work plan.
- Each branch participates actively in the annual planning process and attends the regional/national planning and review meetings.
- Each branch has an established committee structure, has recruited members and has increased the number of volunteers.
- Each branch has some visible activities such as CBFA, information dissemination, income generation/fund raising.

#### Objective 4:

- LRC is applying a comprehensive and realistic HRD policy.
- LRC will have established a national governing board at headquarters, reestablished the women's committee at headquarters and increased the membership and numbers of active volunteers.
- LRC has finalized its national income generation/fund raising plan through a consultation process with headquarters, branch staff, the Federation, participating national societies, and the ICRC by the end of the first quarter of 2002.
- LRC begins to pilot one or two schemes proposed under the income generation/fund raising plan.

#### Objective 5:

- LRC's communications strategy has been finalized and implemented by the end of 2002.
- A strong partnership between the Federation and ICRC has been created to expand all aspects of information dissemination and promotion of humanitarian values.
- The foundations for establishing a modest humanitarian values programme by 2003 will have been laid.
- The capacity of the LRC information/fund raising division will have been strengthened through the recruitment of one information officer, the provision of targeted skills training for LRC information staff, the secondment of an experienced information staff on loan from a national society in the region and greater participation in regional communications networking activities.
- LRC's image will be enhanced internally through volunteer and membership recruitment and wider publicity in the local media.
- Three ICRC-funded regional workshops will have been successfully conducted by the end of 2002 providing the tools for stronger LRC dissemination programmes at central and branch level.
- The proposed joint LRC/Federation/ICRC information road show will be funded and undertaken in 2002/2003.
- The LRC newsletter will be more widely distributed at all levels of Lao society with the continuing support of ICRC and additional support from the Federation and participating national societies.
- The LRC information officer will participate in the regional internship programme in 2003.

#### 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 CAS.
- The four newest branches develop sound and well managed programmes.
- A HRD policy is drafted, approved and implemented.
- A practical, more business oriented income generation/fund raising plan suitable for Laos, and recognising that different approaches are needed in Vientiane and the provinces, has been prepared, approved and implemented.
- A realistic communications strategy has been prepared, approved and implemented, based on the likely capacities of information/fund raising in two or three years' time
- Some tangible progress with governance issues is made.

### **Critical assumptions**

- Local or regional expertise is available and acceptable.
- LRC leadership is committed to more modern management methods.
- Senior Lao staff turnover is reduced.
- Multi-year external support is assured.
- LRC leadership and management at all levels have a greater understanding of, and commitment to the value of the AWP planning process.
- LRC leadership sees good governance as the keystone of a well functioning national society.

### **Monitoring and evaluation**

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 in three years time. A LRC planning and monitoring unit will be established, with the support of the Federation, to monitor progress in the different activities in the AWP and assist with reporting. The AWP will set out a clear schedule of monitoring and reporting systems, as well as coordination arrangements.

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## 4. Coordination and management

### Background and achievements/lessons to date

The Federation had a delegate presence in Laos from late 1992 until March 2000, when the service was withdrawn. During those years the LRC grew and changed, and became increasingly recognized by the general public for its role in blood collection, relief and health activities. Provincial branches have been established in 17 of the country's 18 provinces. In addition to the Federation office, five participating national societies (Japanese, Swiss, Netherlands, Australian and Danish) have established offices in Laos.

The LRC met in August 2000 in a participatory workshop to develop its national society priorities and strategy. Drawing on the resulting five year plan, a Federation consultant has worked with the LRC and the participating national societies to develop the society's CAS and devise practical ways of implementing it. On the basis of recommendations originating in this process and with support from its partners, the Federation is once again taking a lead role in coordination, facilitation and leadership, through a more permanent representation that is overseeing both the ID process and the implementation of the CAS. The new Federation representative began his assignment at the end of July 2001.

**Goal** To support the Lao Red Cross in the management and coordination of its long term development programme.

### Objectives and activities

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

Activities to achieve objective 1:

- Consultative meetings with the LRC and all participating national society stakeholders.
- Consultation with the ICRC in Bangkok (there is no in-country representation).
- Consultation with the donor community and other potential stakeholders in Laos.

**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.
- Assist LRC to prepare the AWP based on the five year development plan and to adhere to the programming cycle.

### Expected results

Objective 1:

- Consultation with donor community and other potential stakeholders in Laos increased by the Federation delegation, as part of its representation role and responsibilities.
- CAS finalized and approved by all stakeholders (LRC, Federation, ICRC, participating national societies and other potential partners) in first quarter 2002.
- Continuing support provided for LRC's leadership of the CAS by the delegation in terms of monitoring progress of AWP, facilitating coordination between LRC and other stakeholders (including new potential partners), and ensuring that both the letter and the spirit of the CAS is adhered to.

- Long term coordination and collaborative practices are put in place, enabling all stakeholders to assist LRC to implement the current five year development plan, and subsequent five year development plans up to 2010.

#### Objective 2:

- Coordination between all stakeholders is strengthened through minuted quarterly trilateral coordination meetings (to which ICRC will be invited), regular informal meetings with participating national societies on specific issues and quarterly Programme Updates.
- The LRC programme monitoring unit follows daily progress in implementation of the AWP, in close collaboration with the Federation/participating national societies.
- The Federation provides training and support for the LRC programme monitoring unit as part of the OD capacity building process.
- One annual and two or three regional programme review and planning workshops are held with the support of the Federation/participating national societies to facilitate monitoring progress with the AWP and planning the following year's AWP, in line with LRC's five year development plan.
- Selective and well targeted skills training and refresher training is provided to LRC staff in accordance with the findings and recommendations of the TNA.
- The capacity of LRC management and staff to lead the CAS is progressively enhanced through implementation of the HRD policy and an income generation/fund raising plan.
- The Federation and ICRC develop new ways of working together to significantly expand all aspects of information dissemination, notably by boosting the capacity of the LRC headquarters information/fund raising division to organise media campaigns about the Red Cross Red Crescent Movement and its work, to prepare and disseminate appropriate materials in Lao, and to stage volunteer and membership recruitment drives both in Vientiane and in the provinces.

#### Indicators

- A single inclusive country assistance strategy document which includes all Movement partners operating in Laos or providing funding for LRC.
- MOUs with each funding partner under the CAS.
- All partners agree that coordination, and particularly the coordination of external assistance, has improved.
- Annual programming cycle followed, based on LRC five year development plan.
- More resources mobilised internally and externally.

#### Critical Assumptions

- All partners are willing to take their lead from the wishes and needs expressed by the Lao Red Cross.
- All partners are willing to accept the discipline of working within an agreed CAS strategy.
- The necessary resources are available.

#### Monitoring and evaluation

Monitoring will be conducted through the quarterly Programme Updates from the delegation to all the concerned partners. Quarterly minuted trilateral coordination meetings will be held in Vientiane between LRC/Federation/participating national societies and ICRC. Periodic informal coordination meetings between the Federation and participating national societies will also be organized by the delegation. The delegation will work closely with the LRC planning and monitoring unit to report regularly on progress with implementing the annual work plan, based on the five year development plan. External or internal evaluations of the programme will be carried out as per normal Federation procedures.

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PROGRAMME BUDGETS - 2002								
Delegation Laos								
PROGRAMME	Disaster Resp.	Disaster Prep.	Health & Care	Human. Values	IDRD	Reg. Co-operation	Co-ord. & Mgmt	TOTAL
Shelter & Construction	0	0	0	0	0	0	0	0
Clothing & Textiles	0	0	0	0	0	0	0	0
Food & Seeds	0	0	0	0	0	0	0	0
Water	0	0	0	0	0	0	0	0
Medical & 1st Aid	0	0	0	0	0	0	0	0
Teaching Materials	0	0	0	0	0	0	0	0
Ustensils & Tools	0	0	0	0	0	0	0	0
Other Relief Supplies	0	0	0	0	0	0	0	0
<b>Subtotal Supplies</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Land & Buildings	0	0	0	0	0	0	0	0
Vehicles	0	0	0	0	0	0	0	0
Computer & Telecom	0	0	0	0	6'000	0	0	6'000
Medical Equipment	0	0	0	0	0	0	0	0
Other Capital Equipment	0	0	0	0	2'750	0	0	2'750
<b>Subtotal Capital</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>8'750</b>	<b>0</b>	<b>0</b>	<b>8'750</b>
Programme Management	0	5'436	2'917	0	17'937	0	9'110	35'400
Technical Services	0	1'627	873	0	5'369	0	2'727	10'597
Professional Services	0	1'805	968	0	5'955	0	3'024	11'752
<b>Subtotal Programme Support</b>	<b>0</b>	<b>8'868</b>	<b>4'758</b>	<b>0</b>	<b>29'261</b>	<b>0</b>	<b>14'861</b>	<b>57'749</b>
Warehousing/Inspection	0	0	0	0	0	0	0	0
Transport & Vehicles	0	0	0	0	0	0	26'250	26'250
<b>Subtotal Transport &amp; Storage</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>26'250</b>	<b>26'250</b>
Delegates & Expatriates	0	0	3'500	0	114'250	0	0	117'750
National Societies and Local Staff	0	0	0	0	3'500	0	55'482	58'982
<b>Subtotal Personnel</b>	<b>0</b>	<b>0</b>	<b>3'500</b>	<b>0</b>	<b>117'750</b>	<b>0</b>	<b>55'482</b>	<b>176'732</b>
Travel & Related Expenses	0	12'250	0	0	5'250	0	5'250	22'750
Information	0	17'500	17'500	0	8'750	0	0	43'750
Consultants	0	14'000	0	0	8'750	0	0	22'750
General Expenses	0	0	0	0	0	0	33'257	33'257
Training Workshops & Seminars	0	28'000	17'500	0	87'500	0	0	133'000
Security	0	0	0	0	0	0	0	0
<b>Subtotal Training, Information &amp; General</b>	<b>0</b>	<b>71'750</b>	<b>35'000</b>	<b>0</b>	<b>110'250</b>	<b>0</b>	<b>38'507</b>	<b>255'507</b>
<b>TOTAL BUDGET</b>	<b>0</b>	<b>80'618</b>	<b>43'258</b>	<b>0</b>	<b>266'011</b>	<b>0</b>	<b>135'100</b>	<b>524'988</b>