

UNDP LAO PDR

Integrated, Multi-sectoral Early Recovery Programme for the Communities

Affected by Floods in Attapeu Province of Lao PDR

Revised October 14, 2018



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A. Contextual Background

On 18 and 19 July, Tropical Storm Son-Tinh caused heavy rains and flooding in 55 districts of 13 provinces across northern, central and southern Lao PDR (Figure 1). According to the Government, over 24,000 families are affected by these floods thus far. With the water levels in the Mekong River and its tributaries rising in the weeks after the event, the situation is expected to deteriorate, and flooding may spread farther.¹

An unprecedented flash flood occurred on the night of 23-24 July in Attapeu Province due to the breached saddle dam of the Xe Pien -Xe Nam Noy hydropower dam (Figure 2). Over five billion cubic meters of water, equal to two million Olympic swimming pools, inundated an estimated 55,000 hectares of land covering it with mud and sludge. Initial air and ground assessment results led the Prime Minister of Lao PDR to declare Sanamxay district as a National Emergency Disaster Zone.

Attapeu Province is one of the least densely populated areas of Laos (114,300) occupying 10,320 km². The national vulnerability report (2001) ranks two thirds of Attapeu as most vulnerable, where 45.3% of the populations are living below the official poverty line. Net school enrollment is among the lowest in the country. Historical floods have been recorded in 1997, 2001, 2008 and 2009. The last flood (2009) was caused by the Typhoon Ketsana, considered to be one the worst flood that hit the Province.² The event is considered as an un-precedented magnitude affecting 13,100 people with around 6,000 people displaced and 97 people missing and 39 reported death.

¹ Lao PDR: Disaster Response Plan (August – December 2008), Office of the UN Resident Coordinator Lao PDR (as of 6 August 2018).

² The Ketsana Typhoon in Lao PDR: Damage, Loss and Needs Assessment, Government of Lao PDR (2009).

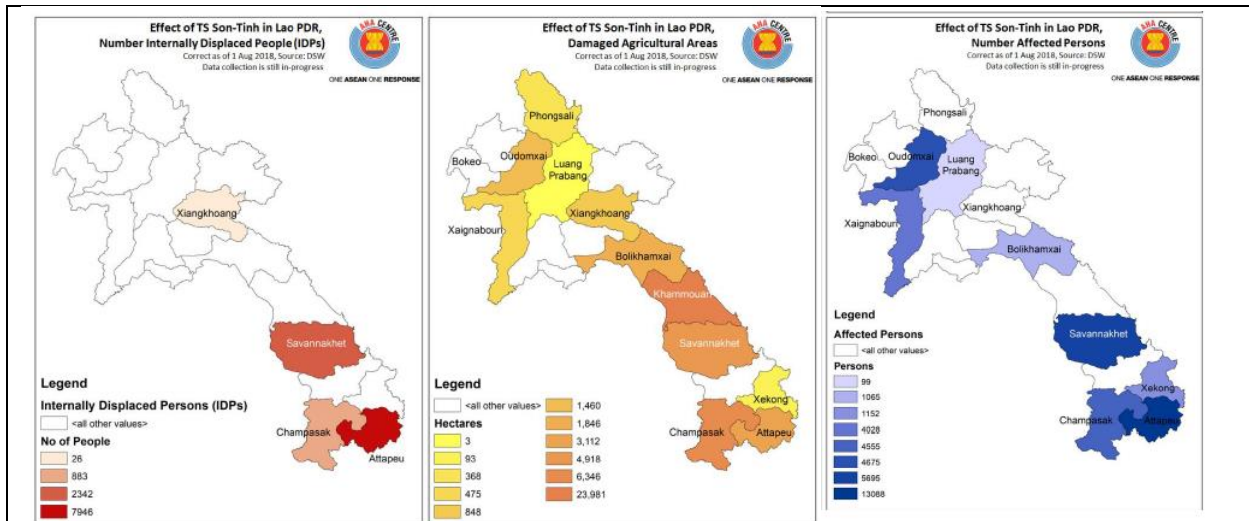


Figure 1. The provinces affected by the Tropical Storm Son-Tinh in terms of damages to agriculture areas and affected population (Source: ASEAN Humanitarian Center)

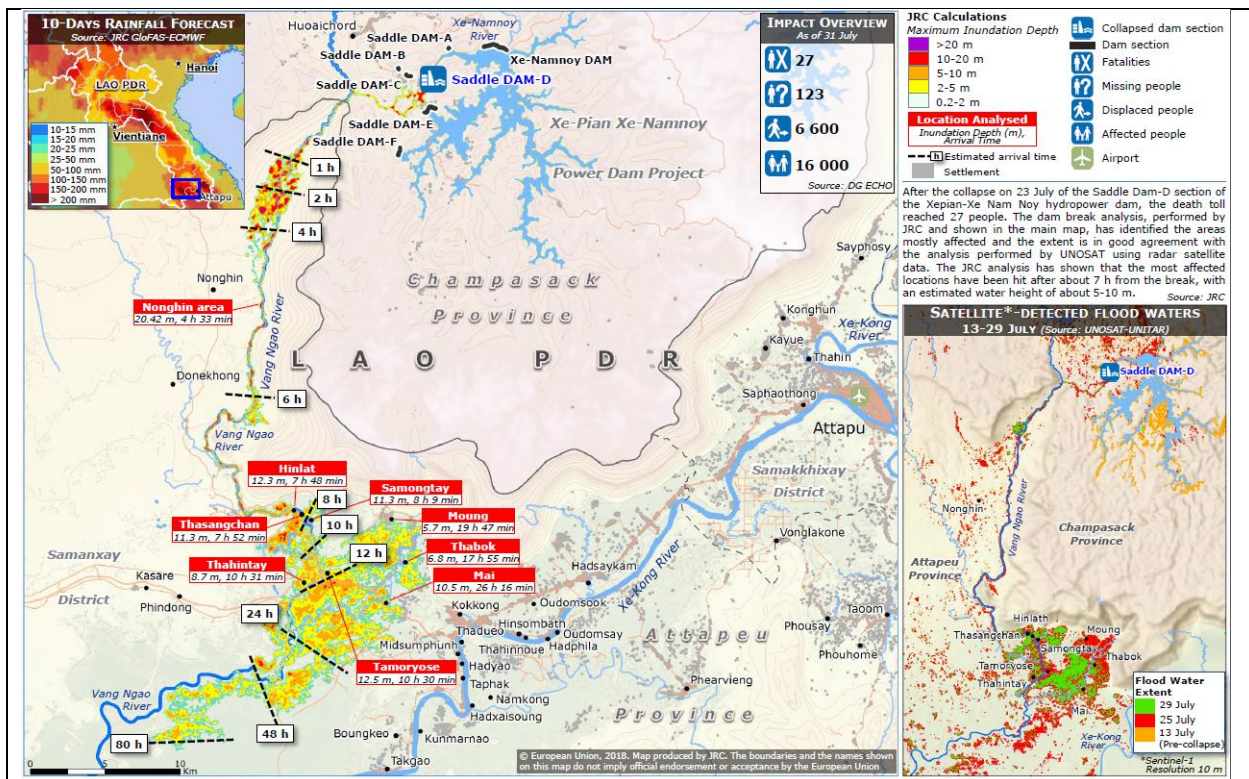
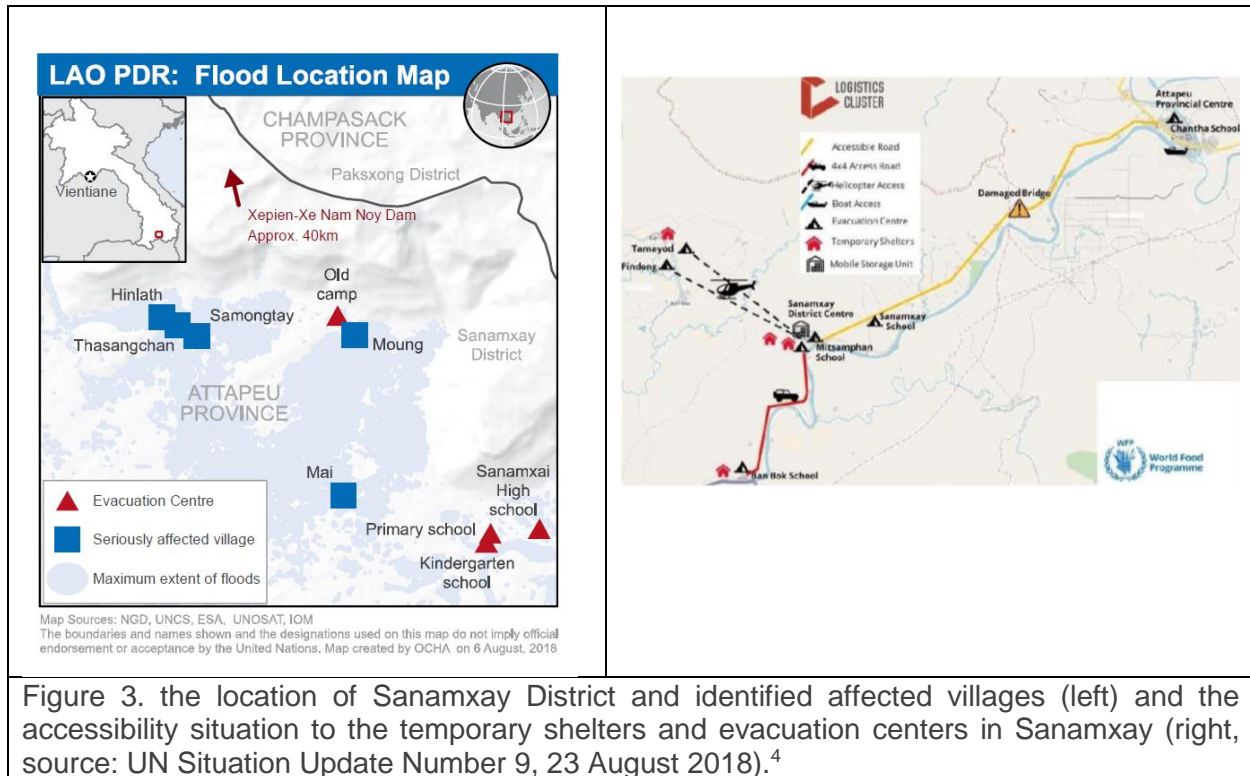


Figure 2. Satellite-detected flood extent from 13 July (pre-dam collapse) as well as 25 and 29 July 2018 (Source: Emergency Response Coordination Center, ECHO, 31 July 2018).

While the full impact of the flash floods is still being determined, as of 24th August 2018, 13 villages across Samnaxay District were impacted, of which six villages with a total population of 7,059 people and 1,611 households were wiped off (Figure 3). Majority of the affected people, numbered

to 4,270 people, were sheltered in 11 evacuation sites and three of the villages are accessible only by helicopter due to road inaccessibility.³

The Government is leading the response through an *ad hoc* National Disaster Prevention and Control Committee chaired by the Deputy Prime Minister and welcomed international support on 25 July. Development partners and members of the Humanitarian Country Team are augmenting national response efforts and a Disaster Response Plan has been launched on August 07, 2018 (Annex 1). The Early Recovery Cluster, which is led by UNDP, is one of the clusters activated, along with WASH, food security, logistics, health, shelter and education.



B. The scope and aims of the proposed Early Recovery Programme

The Humanitarian Country Team has launched a Disaster Response Plan requesting US\$ 5.6 million to provide life-saving assistance and recovery services to 13,100 affected people in Sanamxay District. 50% of the total response plan accounts for Early Recovery work, and the rest goes to other sectoral interventions, which focus more on the life-saving and emergency related responses (Figure 4).⁵ Of the total of this recovery plan, US\$ 2.8 million is budgeted for early

³ Emergency Plan of Action Operation Update, Lao People's Democratic Republic: Flash Floods, International Federation of Red Cross and Red Crescent Societies (IFRC), EPoA Update No. 1, 24 August 2018.

⁴ <http://www.la.one.un.org/flood-tracker/417-the-latest-situation-report-on-the-floods-in-sanamxay-district-attapeu-province-lao-pdr-3>

⁵ Lao PDR: Disaster Response Plan (August – December 2008), Office of the UN Resident Coordinator Lao PDR (as of 6 August 2018).

recovery intervention, which is expected to significantly grow, verified in the more comprehensive Post Disaster Needs Assessment report to be completed.

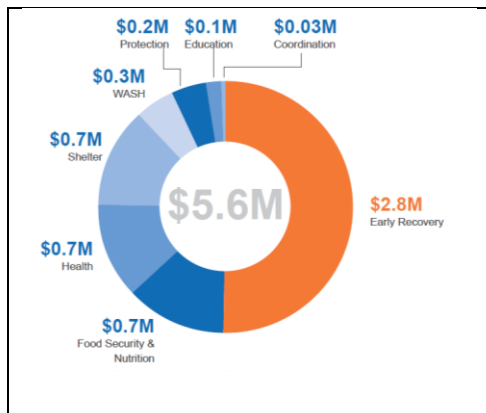


Figure 4. Funding required for the Disaster Response Plan (August – December 2018, Source: Humanitarian Country Team/Office of the UN Resident Coordinator Lao PDR)

Up to this stage, national actors and the international community in Lao PDR still focus on meeting immediate life-saving needs. Human lives are still at risk and quick action is required to minimize damage and restore order, especially that the affected population are still housed in the evacuation centers (Figure 3). From the very beginning, however, there is a need for more than life-saving measures and this is what Early Recovery Cluster addresses, given that the foundations for sustainable recovery and a return to longer-term development should be planned from the outset of a humanitarian emergency. The focus should be on restoring national capacities to provide a secure environment, offer services, restore livelihoods, coordinate activities, prevent the recurrence of crisis, and create conditions for future development. This is in line with the purpose of early recovery, which is a multi-dimensional process of recovery that begins in a humanitarian setting.

The Disaster Response Plan is guided by development principles that seek to build on humanitarian programmes and catalyze sustainable development opportunities.⁶

To augment the ongoing emergency assistance during the humanitarian programmes and establish the foundations for longer-term recovery, the following activities are proposed to be implemented under this funding mechanism:

1. UXO Mine Risk Education
2. Cash for Work Programmes/ Cash Transfer Programmes for Restoration of Livelihoods focussing on women’s work, ethnic groups, female-headed households and persons living with disabilities, elderly or infirmed
3. Community Outreach Programmes with Community Radio Mobile Extensions
4. Adjustment of Governance Systems with support for mediation and grievance mechanisms
5. Disaster Risk Reduction through Pilot Mobile Early Warning System and Improved Communication and Information Management

⁶ Guidance Note on Inter-Cluster Early Recovery (2016).

1. UXO Mine Risk Education

The affected province, i.e. Attapeu Province is reported to be “highly contaminated” by unexploded ordnance, with almost 320 hectares (791 acres) in Sanamxay district, where people are sheltering in camps that are "confirmed hazardous areas". There's a real danger that explosive items on or in the ground will have moved. As the result of the floods, areas which have been cleared of bombs may need re-clearing. As people are evacuated from their homes, they may be relocated to places which have not yet been cleared.⁷

The eight villages most affected by the flood in Sanamxay district, Attapeu province are all contaminated with Unexploded Ordnance (UXO), including cluster munitions (Figure 5). Overall, at least 94% of the villages in Attapeu province are contaminated by UXO. In the past, UXO Risk Education activities have been carried out in this province to raise awareness among affected communities of UXO risks but with the emergency situation where people may be in contact more with dislodged UXOs, there is a further need to conduct risk education activities. The UXO-related activities of this Early Recovery would be used: 1) to deliver the UXO Risk Education in the affected areas and 2) to produce Risk Education materials to distribute in the affected areas.

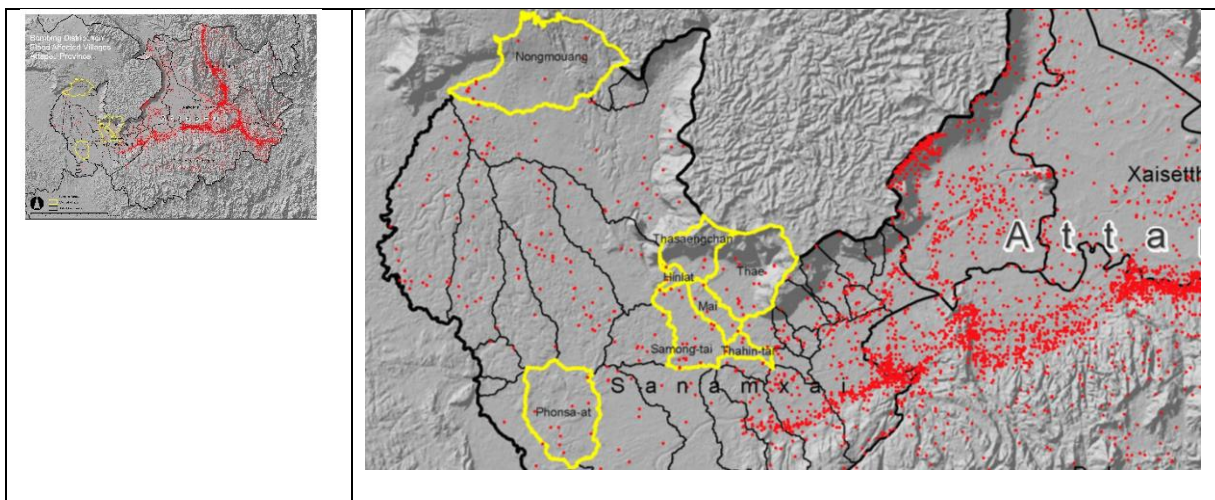


Figure 5. The affected villages (yellow polygons) and bombing distributions depicting the UXO-related risk as the result of the floods (Source: UXO Lao).

During the second Indochina War (1964-1973), more than two million tons of explosive ordnance were dropped on Laos, making it, per capita, one of the most heavily-bombed countries in the world. Cluster sub-munitions are the most common form of unexploded ordnance (UXO). It is estimated that up to 30 percent of the cluster munitions dropped failed to explode, making it continue to threaten the lives and livelihoods of the people in Lao PDR. High contamination of UXO poses a significant threat to human security and has a long term negative impact on the

⁷ <https://reliefweb.int/report/lao-peoples-democratic-republic/landmine-risk-thousands-displaced-floods-laos>

development potential of affected communities. Nine provinces in Lao PDR are considered highly-contaminated with unexploded cluster munitions.⁸

2. Cash for Work Programmes/ Cash Transfer Programmes for Restoration of Livelihoods focussing on women's work, ethnic groups, female-headed households and persons living with disabilities, elderly or infirmed

The affected population from displaced households no longer have access to land or food sources as they have lost all their belongings due to floods. Subsistence-farming households have been hit hard with loss of income after rice, corn, and other high-value crops were damaged by the floods.⁹ The restoration of livelihoods would include farmers as a target group but ensuring opportunities for women's work and based on practices of particular ethnic groups. Disaggregated data will be collected on the beneficiaries.

Additionally, the massive amount of debris caused by the floods have a major impact on social service delivery. Removing the debris, including recycling, extracting and managing harmful waste is a necessary condition to start or facilitate immediate, medium- and long-term recovery and development work. Clearing activities contributed significantly to a gradual shift to normalcy by improving access to public and community infrastructure as well as minimizing health and safety risks. The intervention on this aspect would be based on the Cash for Work approach, which also includes involvement of community members in clearing debris, cleaning drains and canals, restoration of community facilities and repair of other small-scale community infrastructure.

Cash Transfer Programmes, which refer to provision of cash (or vouchers for goods or services) will directly be provided to the targeted beneficiaries. The programme aims at reaching the most vulnerable groups, including single-headed households, female-headed households, families with elderly or infirmed persons, and persons living with disabilities. It is expected that the cash transfer programme shall serve as the starting point for a series of interventions or a step in economic recovery and development. A system of standardised, equitable allocation and distribution of funds will first be established. Disaggregated data will be collected on the beneficiaries.

3. Community Outreach Programmes with Community Radio Mobile Extensions

UNDP in partnership with the Government and a strong network of local volunteers have established Community Radio Programmes in several provinces. The bottom-up, two-way communication approach of community radio provides the platform for people – including the marginalized and disadvantaged - to receive information relevant to their needs and interests, speak their thoughts and issues, share knowledge, validate their culture, and help persons to make informed decisions. Limited access to information and communication channels to express opinion restricts people from participating in the development process. This is mostly evident in rural populations, particularly illiterate ethnic communities in remote areas living below the poverty

⁸ Lao National Unexploded Ordnance Programme (UXO Lao), Annual Report 2017.

⁹ Emergency Plan of Action Operation Update, Lao People's Democratic Republic: Flash Floods, International Federation of Red Cross and Red Crescent Societies (IFRC), EPoA Update No. 1, 24 August 2018.

threshold. This is being addressed by the Community Radio network and as such has proved to be an effective participatory tool for the target populations.

While Attapeu Province does not have a Community Radio this initiative will support a mobile extension of the service operated by community volunteers from 2 stations:

- Community Radio programmes developed/broadcast based on people's needs in the affected areas to increase access to information (in 5 languages including 4 ethnic languages - Alak; Taoy; Suay, and Lavenh) for 10 months with necessary equipment for a mobile CR Station.
- Community Radio volunteers mobilised from 2 Community Radio stations (Thateng and Dakcheung in Xekong) trained/dispatched to operate CR programmes and to support people in the affected areas.

4. Adjustment of Governance Systems with support for mediation and grievance mechanisms

A relatively strong governance system exists in Lao PDR with the de-centralized Sam Sang or Three Build mechanisms, as well as Provincial People's Assembly and village mediation Units. These systems now require some adjustment to be able to continue to fully function and to be responsive to the many and emerging needs of persons affected by the disaster. This initiative will seek to setup a facility with a dedicated space for legal services established in the camps. Legal advisors will be trained and deployed to the Emergency Legal Clinic to support restoration of grievances and resettlement grievance and other related mechanism. Disaggregated data will be collected on the users and beneficiaries of the facilities.

5. Disaster Risk Reduction through Pilot Mobile Early Warning Systems and Improved Communication and Information Management

The affected villages of Samamxay District of Attapeu Province have been considered as some of the most vulnerable villages and exposed to the impacts of climate change. They have experienced the most severe flash floods for decades affecting thousands of people. The communities in the province were also affected by the 2009 Ketsana Typhoon. In addition, these villages have limited response capacity leaving the population more vulnerable to the impacts of annual floods and other hydro-meteorological disasters. This has further reduced the coping capacity and the overall resilience of the population.¹⁰ In addition, the absence of early warning system is a factor that makes the population more vulnerable.

To address the gap, the early recovery programme would also integrate disaster risk reduction and early warning system in its implementation. This includes setting up or re-establishing Community Disaster Management Committees and supporting disaster contingency planning. The risk reduction intervention would link the technical agency, i.e. Lao PDR – Department of Meteorology and Hydrology, National Early Warning System, Lao Telecom and other private

¹⁰ Emergency Plan of Action Operation Update, Lao People's Democratic Republic: Flash Floods, International Federation of Red Cross and Red Crescent Societies (IFRC), EPoA Update No. 1, 24 August 2018.

sector telecommunication companies, as well as communities, in setting up a threshold for early warning and their dissemination mechanism. It is expected that the affected communities could receive notifications through mobile-broadcast technology so that they could take appropriate measures for life-saving and reduction of loss and damage.

As the Government-led disaster response and coordination is underway, the local government capacity needs to be strengthened in communication, information and overall coordination. The early recovery activity would include the deployment of a Communication, Information and Coordination Officer, sitting within the Ministry of Labour and Social Welfare. It is expected that the capacity of the government will be reinforced, for reporting and dissemination of information, key messaging and ensuring a smoother implementation of recovery planning and coordination of various recovery activities in the affected provinces.

C. Alignment with Specific Criteria

1. Accelerate Implementation of the Common Chapter of the Strategic Plan

UNDP is the lead of the Early Recovery Cluster under the Inter-Agency contingency Plan. This cluster also includes several other UN Agencies, INGO's and donors. This initiative will contribute to the Disaster Response Plan prepared by the Humanitarian Country Team and will therefore contribute to the joint UN coordinated response.

Under the common chapter of the UNDP Strategic Plan (2018-2021), the principles of leaving no one behind and reaching the furthest behind are relevant to UNDP UNICEF, UNFPA and UN WOMEN, as well as to all the other UN Agencies. This initiative will support the Common Chapter in the following areas (a) eradicating poverty; (b) addressing climate change; (c) improving adolescent and maternal health; (d) achieving gender equality and the empowerment of women and girls; and (e) ensuring greater availability and use of disaggregated data for sustainable development.

2. Alignment to the UNPF, CPD and 8th NSEDP

This initiative is aligned to the UN partnership Framework, UNDP Country Programme Document, and the Government's 8th National Socio-Economic Development Plan, as follows:

- UNPF (2017-2021) Outcome 3 Forests and other ecosystems are protected and enhanced and people are less vulnerable to climate-related events and disasters
- UNDP CPD (2017-2021) Outcome 2 Forests and other ecosystems are protected and enhanced and people are less vulnerable to climate-related events and disasters. Indicative Output(s): Output 2.1 Number of persons per 100,000 directly affected by natural disasters
- 8th NSEDP Outcome 3: Natural resources and the environment are protected, and sustainably managed, green growth is promoted, disaster preparedness is enhanced and climate resilience is developed - Output 3.2 "Prepare to cope with disaster risks and impacts from climate change".

3. Leveraging of resources and partnership

The total requested amount for 2018-19 is US\$ 300,000. The proposed activities set in this proposal will contribute to the implementation of Disaster Response Plan developed by Humanitarian Country Team. Further, it will also be used as seed funding to attract other donors to fill the gaps in the budget of the Early Recovery Cluster of the Disaster Response Plan.

The proposed activities would also complement the confirmed and potential partnership for the early recovery activities in Attapeu Province, namely:

- Commitment from Government of Australia of AUD 200,000 (approximately USD 150,000) for UXO Clearance, to be implemented until June 2019
- On-going discussion with Government of South Korea for UXO clearance under the overall activity of early recovery cluster of Emergency Response plan.
- Emergency allocation of US\$ 60,000 from Office of Coordination for Humanitarian Affairs (OCHA).

The proposed initiative would strengthen existing partnerships and promote new partnerships, including within the UN Country Team, the Humanitarian Country Team, various ministries of the Government and with non-traditional partners including private sector.

4. Innovation

The proposed early recovery activities set out in this proposal demonstrate some innovation for development in the Lao PDR context.

- The involvement of a technical government agency in the DRR and Early Warning (i.e. Hydro-Meteorological Department), and private telecommunications company in setting up a threshold and delivering the early warning message through mobile phone would enhance communities' accessibility of hazard information. This could be instrumental for community mobilization and organization for disaster preparedness. The threshold set up by the technical agency is a result of weather or hydrological forecasting, which is the mandate of Hydro-Meteorological Department.
- The modification and expansion of the successful Community Radio Programme would provide a platform for affected citizens, including the marginalized and disadvantaged, to receive information relevant to the local context.

7. Scalability

The proposed activities would be used as seed funding to implement activities that are scalable or will be replicated in other areas. The modification and expansion of the Community Radio Programme could be replicated in the other areas and could be used as a medium for development in rural areas.

The early warning activities involving mobile phone provider would be used as a pilot activity involving technical agency, government entity, private sector and community members themselves for a disaster risk reduction effort and better early warning system.

The cash for work programme designed for debris management, clearance of rubble, repair of small-scale infrastructure and re-establishing livelihoods, would have long-term impacts for community recovery programmes.

D. Risks

The risks associated with the proposed Early Recovery Intervention are listed below:

i. **Natural hazard risk.**

The selected villages in the target districts for this project are vulnerable to riverine/ flash floods and impacts of hydro-meteorological disasters. Any such event can disrupt the project activities at the district and community level. According to the normal weather pattern, the monsoon season could peak again in Late September – Mid October, thus the intervention would be implemented after the monsoon season or after the expected peak of rain.

ii. **UXO risk.**

As described above, the targeted area is highly contaminated by unexploded ordnance. There's a risk that explosive items on or in the ground will have moved, resulting that areas which have been cleared of bombs may need re-clearing. Implementation of early recovery would seek recommendation and advices of UXO Lao to minimize the risk of UXO.

iii. **Sustainability risk.** The impact of the intervention may be faced with the discontinuity of the intervention after the proposed project implementation period.

The debris clearance and livelihood assistance would set the foundations for longer term recovery. They are aimed at providing affected populations with access to resources, opportunities and capacity to rebuild their lives. This is a long-term principle for early recovery, which is implanted by the activities set in the proposal. Other early recovery activities proposed here initiate the set-up of long-term community-led initiatives, e.g. disaster management committees which would stay in the community as part of embedding disaster risk reduction and early warning system in the normal function of the communities.

E. Expected Results, Indicators and Budget

Activity	Description	Indicators	Baseline	Target Beneficiaries	Estimated Cost (US\$)
UXO Mine Risk Education	Provision of UXO Risk Education in the affected areas	Number of affected communities receiving further education and preventive measures on the dislodged Unexploded Ordnance (UXO) after the floods.	The eight villages most affected by the flood in Sanamxay district, Attapeu province are all contaminated with UXO, including cluster munitions. There is risk that other villages could be further contaminated after the floods.	Affected communities from 13 villages, i.e. <ul style="list-style-type: none"> - Ban Tae - Ban Xay Don Kong - Ban Hin Lad - Ban Tha Sang Jan - Ban Tha Hin - Ban Samongtai - Ban Mai - Ban Pindong - Ban Phonsa-art - Ban Nong care - Ban Sam Oi - Ban Had Udomxai 	30,000
Cash for Work Programmes/Cash Transfer Programmes for Restoration of Livelihoods focussing on	Improving access to livelihoods as well as public and community infrastructure with the cash for work approach and / or provision of cash to the affected	Number of communities benefiting from cash for work for livelihoods restoration, restoration of community infrastructure or cash for work for economic recovery.	The displaced households are in temporary shelters, no longer have access to livelihoods. Subsistence-farming households have been hit hard with loss of income after their crops	Around 1000 communities from the 13 affected villages will be selected after consultation with government and	145,000

women's work, ethnic groups, female-headed households and persons living with disabilities, elderly or infirmed	communities for economic recovery.		damaged by the floods. In addition, most of community infrastructures were damaged.	field assessment and will have focus on the elderly, people with disabilities and reduced mobility, single-headed female households, lactating women,	
Adjustment of Governance Systems with support for mediation and grievance mechanisms	Provision of legal services established in the camps to support restoration of grievances and resettlement mechanisms.	Number of community members receiving legal supports for grievances, resettlement and other matters.	Community's access to legal services is very limited in rural areas, especially after such big emergency.	Community from 13 affected villages.	35,000
Community Outreach Programmes with Community Radio Mobile Extensions	Setting up community radio programmes to increase access to information (in 5 languages including 4 ethnic languages - Alak; TaOy; Suay, and Lavenh) with necessary equipment for a mobile CR Station	Number of community members from 5 ethnic groups receiving information through radio and being involved in the radio programme.	Non-existence of community radio in the affected provinces.	Community members from the affected areas would benefit from access to information, including involvement in the radio programme, broadcasted in 5 ethnic languages: Alak; Taoy; Suay, and Lavenh)	40,000
Disaster Risk Reduction through Pilot Mobile Early Warning System	Strengthening community preparedness and early warning system and	Number of villages forming village disaster management committees and number of	High number of mobile phone usage and subscription in rural areas and the Ministry's role	Communities from 13 affected villages would benefit from receiving alert for	50,000

and Improved Communication and Information Management	improving communication and information sharing	communities receiving early warning information through mobile phone in partnership with the communication and coordination role of the Ministry of labor and Social Welfare	and responsibility in providing information public and in coordination roles.	possible extreme hydro-meteorological event as well as access to information and coordination.	
				Total	300,000

F. Key Activities and Timeline

Table 1: Key Activities, Costs, and Timeline

Activity	Estimated Budget (US\$)	Timeline					
		2018	2018	2018	2019	2019	2019
		Oct	Nov.	Dec	Jan	Feb	Mar
UXO Mine Risk Education	30,000						
Cash for Work Programmes/ Cash Transfer Programmes for Restoration of Livelihoods focusing on women's work, ethnic groups, female-headed households and persons living with disabilities, elderly or infirmed	145,000						
Adjustment of Governance Systems with support for mediation and grievance mechanisms	35,000						
Community Outreach Programmes with Community Radio Mobile Extensions	40,000						
Disaster Risk Reduction through Pilot Mobile Early Warning System and Improved Communication and Information Management	50,000						

G. Key Partners

- Government entities: Ministry of Labour and Social Welfare, Ministry of Justice / National Institute of Justice, Ministry of Information, Culture and Tourism, Ministry of Home Affairs, Lao PDR Department of Hydrology and Meteorology/Ministry of Natural Resources and Environment, UXO-Lao.
- Mass organizations: Lao Women's Union, Youth Union.
- Village Mediation Units.
- Private sector in telecommunication: Lao Telecom, Unitel
- Citizens of affected communities, including village organizations.

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