

NGO Emergency Response Proposal for Flash Flooding Response, Sayaboury Province, Lao PDR

1. Executive Summary

Head Office Contact Officer	<ul style="list-style-type: none"> – Save the Children – Contact: Emma Aguinot – Emergency Program Director – Telephone Number: +856 21 454201 – Email: Emma.aguinot@savethechildrenlaos.org – Alternate contact: Tanya Strongman – Emergency Manager – Asia – Telephone Number: +61 3 9938 2027 or Mobile Number: +61(0) 458700047 – Email Address: tanya.strongman@savethechildren.org.au
Proposal Details	<ul style="list-style-type: none"> – Sayaboury Province, Sayaboury District, Lao PDR – \$632,900 AUD – Targeting 1,361 household (6,805 people) of which 920 households (4,600 people) direct and 441 households (2,264 people) in-direct – 14 Save the Children staff and 20 staff from government partners in total of 36 people – 4.5 months – Sectors – WASH and Livelihoods

2. Outline

Needs analysis in Sayaboury District

On 24-25 June 2011, typhoon Haima entered Lao PDR and caused persistent heavy rains and strong winds in the northern and central provinces. Flooding occurred on the morning of 26 June, affecting 23 districts and over 100 villages in the four provinces of Sayaboury, Vientiane, Xiengkhouang and Bolikhamxay. The heavy rains and floods caused loss of lives, injury, and damage to infrastructure, transportation and agricultural areas. The most affected district was Sayaboury where 2,057 households were damaged and 10,543 people affected. There were reports of structural damage to roads, bridges, water supplies, water wells and irrigation systems.

On 27th and 29th June 2011, Save the Children Assessment teams, including LANGOCA¹ partners from the Provincial Office of Labour and Social Welfare, Sayaboury Provincial Disaster Management Committee (PDMC), District Disaster Management Committee (DDMC) and Village Disaster Management Committee (VDMC) conducted two Rapid Assessments to ascertain the immediate relief and early recovery needs in Sayaboury district. 27 affected villages were visited by the teams. A number of sectors were identified as priorities, including food and NFI distribution, infrastructure rehabilitation, seed and livestock provision, and livelihood support.

In response to the immediate needs the local Government provided food, water and shelter to the families whose homes had been completely destroyed. They also provided water purification tablets and fingerlings for fish cultivation.

Using internal funds and funds from ECHO, Save the Children has provided food and hygiene kits to 2,005 beneficiaries, in addition to providing unconditional cash transfers to 678 families (or 25% of the affected population or 2,712 individuals) in Sayaboury province.

In terms of the early recovery needs, of particular concern was the damage to irrigation systems in an area commonly referred to as the 'rice bowl' of Laos and where at least 80% of livelihoods are link to agriculture. Damage to these systems puts the livelihoods of people at great risk and threatens the food security of an even larger population (150,000+) who rely on this area of the country for food production.

Data from these assessments were fed into a broader joint assessment carried out by Government of Lao: MPI, NDMO, MAF, MOH, MOE, MPWT, MOF and International Community; World Bank, UNDP, ADPC, FAO, WFP, WHO, UNFPA, UNICEF, ADB, UN HABITAT and Save the Children across the 4 provinces between July 25 and 6 August. The priority needs on livelihoods identified by this assessment were translated in advance by the Save the Children and is available upon request.

¹ The LANGOCA project is an AusAID funded DRR program implemented by Save the Children in Sayaboury Province. The main objective of this project is to build the resilience of communities to disasters by building the capacity of partner agencies and the communities themselves to prepare for and respond to disasters. These partners include the Ministry of Labour and Social Welfare and their provincial and district counterparts.

Save the Children are already providing, seed, replacement livestock, targeted cash transfers and a Cash for Work initiative and is seeking funding from AusAID to support the repair of 9 damaged irrigation systems a critical component of their wider response to restore agriculture based livelihoods in Sayaboury.

Whilst technical damage assessments have indicated that many of the repairs will have to be completed by machines, some manual labour will be required. 135 of the most vulnerable families will be targeted for cash for work activities to rehabilitate flood-damaged irrigation systems. The cash for work component will take place over one month, will only be focused on the most affected families who have difficulties in recovering their livelihoods and who do not have other family support. A criteria based on this will be established with the community to avoid conflict and misunderstanding of who can participate in this activity.

The rate of the labour will be based on the district cost of labour which is currently estimated at \$4.35/day however the payments will be based on the completed tasks and the days required to finish the task which will be assessed by the engineers of the province. This will also be clarified to the participants; participants to this component may be men or women.

Save the children's experience and capacity

Save the Children has been working in Lao PDR for over 22 years, focusing on emergency response, health, education and child protection. Save the Children engages all stakeholders in the program development processes to ensure that programs respond to needs, are appropriate for the context and can be sustained by existing institutions.

Save the Children has been working with National Disaster Management Office for the last 3 years, supporting the institutional strengthening of the Provincial Disaster Management Committee (PDMC) and the District Disaster Management Committee (DDMC) in Sayaboury, but also providing support to NDMO at the central level for previous floods caused by Typhoon Ketsana and flash floods in Sayaboury that took place in 2010. We have a strong working relationship with NDMO and we are one of the leading organisations in Lao PDR working on disaster risk reduction.

Save the Children have successfully managed a number of significant construction projects across Lao. Example of such construction activities are summarized below:

- Construction of 4 irrigation systems, latrines and 4 water systems in Sayaboury under the Sayaboury Integrated Hazard Mitigation Program (SIHMP) (1 in Xienghone and 3 in SYB, and under emergency response with a total of 4 irrigation systems (1 system in Xienghone and 3 for Meaunneun) in 2010
- Save the Children staff in Sayaboury and government technical staff (province and district) have experience in setting up water systems (4 in Sayaboury and 2 Xienghone water systems)
- Under our Primary Health Care Program, Save the Children has built numerous latrines and water systems in other villages in Sayaboury and Luang Prabang not covered by SIHMP.
- Save the Children has built 45 schools per year for the last 2 years in three provinces, Sayaboury, Luang Prabang and Bolikhamxay as part of our School Quality Improvement Program²
- Following Typhoon Ketsana in 2010 Save the Children rehabilitated 24 schools in Attapeu province through ECHO funding.

Save the Children have their own engineering staff and also a number of trusted consultants who they bring on board for large scale construction projects. These individuals offer technical support and on the spot guidance to the Government Engineers at provincial and district level. They oversee the technical assessments and design, ensure adherence to construction standards and ensure quality assurance.

Save the Children has been responding since the beginning of Typhoon Haima in Sayaboury with both its own internal funds, and funds from ECHO for immediate relief and early recovery activities.

How does the proposal relate to the work of other humanitarian actors in the emergency, including any relevant cluster/sector activities?

Save the Children is the only NGO responding to the Flash Flooding in Sayaboury. They were the only NGO invited to participate in the recent interagency assessment with the government (Namsaat-Department of Health and Sanitation) coordinated with UNICEF, UN-HABITAT for water system.

Save the Children is the current co-chair of the INGO network and has been active in coordinating the response of the INGOs together with the UN system and the GoL in emergencies. Save the Children has been active in the IASC process as well as the WASH Cluster. Through the WASH Cluster, which is lead by UNICEF, Save the Children has been actively coordinating with World Vision, World Bank, Health Unlimited, NSV World, UNDP, Department of Health, OXFARM, World Food Programme, Care International, and the Department of Agriculture and Forestry,

Save the children sits on Humanitarian Country Team and is actively engaged in discussion with UN agencies, donor agencies and international partners. Save the Children is currently chairing the Education Cluster as well as the Child Protection Cluster where we have made a significant contribution to their effective working. Save the Children shared plans

² SQUIP - School Quality Improvement Program

of the proposed action with other and stakeholders during their design in order to ensure that activities would sufficiently cover unmet needs and to avoid duplication with other agencies.

3. Proposed activities, outputs & outcomes

Goal or Impact: To contribute to the rapid recovery of populations affected by flash flooding in Sayaboury Province following Tropical Storm Haima			
Purpose: Target populations in Sayaboury have access to a sufficient quantity of water to support community livelihood activities.			
Outputs	Indicators	Means of Verification	Risks and Assumptions
Output 1 8 irrigation systems are repaired and fully functioning	<ul style="list-style-type: none">920 households have access to fully functioning irrigation systems	<ul style="list-style-type: none">Save the Children staff general monitoring reports (including staff observations)Technical reports from SC Engineer detailing completion of worksCommunity discussion group reportsQuarterly report collecting by PDMC and DDMC (Agriculture department)	<ul style="list-style-type: none">Engineering plans for repair works are approved by Govt and Save the Children in a timely fashionCFW labours from the community are committed to the projectNo further natural disaster occurs which further increases the communities vulnerability or causes further infrastructure damageMaterials/parts required for the repair works are readily available
Output 2 135 households benefit from CFW activities	<ul style="list-style-type: none">Number of households benefiting from CFW activities	<ul style="list-style-type: none">CFW timesheetBeneficiary lists	
Output 3 920 beneficiaries receive training on irrigation systems maintenance	<ul style="list-style-type: none">Training provided to 920 people across 5 villages on systems maintenancePre-flood livelihood activities reinstatedTarget households are able to plant in next planting season (January 2012)Target households are able to grow vegetables for household consumption	<ul style="list-style-type: none">Save the Children staff monitoring reports (including staff observations)Community discussion group reportsQuarterly report collecting by PDMC and DDMC (Agriculture department)Project hand-over ceremony completed	
Activities			
Output 1	<ul style="list-style-type: none">Technical damage assessment to be completed by PDMO and Save the ChildrenTechnical design approved to be completed by PDMO and Save the ChildrenBoQ's agreed by Save the Children engineers and PDMO engineersProcurement of materials (following Save the Children's procurement procedures, bidding process, minimum three quotes, selection committee, selection of contractors, signing agreement, hiring of		

	<ul style="list-style-type: none"> contractors) Hiring of machinery as required³ (as process above) Government and Save the Children technical monitoring in the construction area until project is completed
Output 2	<ul style="list-style-type: none"> Identification, verification and registration of CFW beneficiaries Implement Cash-for-Work activities focused on irrigation system rehabilitation Monitor utilization of support to households
Output 3	<ul style="list-style-type: none"> Design of training materials Selection of participants Conduct training for use and maintenance Establish 'Users Organizations'⁴ Conduct training for 'Users Organizations' - monitoring performance and reporting

How does the proposal align with any AusAID stated priorities for this emergency?

This proposal is in line with AusAID's strategy priorities for emergencies, as well as pillar 3 of AusAID's development strategy for Laos.⁵ Under pillar 3 – rural development, AusAID has stated that it will seek to reduce rural poverty through “equitable and sustainable improvements to food security and livelihoods in targeted poor geographic areas,” as well as through improving rural infrastructure. The activities that Save the Children is proposing to undertake through the reconstruction and maintenance of the water supply infrastructure in Sayaboury will improve the food security of children and their families in a critical rice-producing region, and allow families to restart and recover their livelihoods.

Geographical areas where the activities will be conducted:

The activities will be conducted in Sayaboury district, Sayaboury province, Lao PDR

Duration of the proposed activities: 3 months

Beneficiary details

The repairs to the irrigation systems will directly benefit **920 households (4,600 people)** who rely on these systems to support their livelihood activities. Save the Children estimates that an additional **441 HH / 2,264 people** will in-directly benefit from this project as they rely on these agricultural communities for the provision of rice.

135 of the most vulnerable families will be targeted for cash for work activities to rehabilitate flood-damaged irrigation systems. The cash for work component will take place over one month, will only be focused on the most affected families who have difficulties in recovering their livelihoods and who do not have other family support. A criteria based on this will be established with the community to avoid conflict and misunderstanding of who can participate in this activity.

In addition to prioritizing communities whose livelihoods have been most affected by the floods, Save the Children also ensures that the special needs of women and children, as well as socially marginalized groups (such as ethnic minority groups) are adequately addressed. The target Province in Lao PDR has a large proportion of ethnic communities, and 78% of people in the targeted households are women and children.

Local and implementing partner information

Owing to Save the Children's long term presence in Sayaboury, the local administration has requested Save the Children to play a leading role in providing relief to affected communities. Save the Children has shared information and plans with the government in a series of bilateral meetings since the onset of the disaster. Save the Children has a strong relationship with National Disaster Management Office (NDMO) which is its partner in implementing its regular program in Sayaboury. The NDMO and Save the Children coordinate on the responses that each is doing and most of the time share resources for a more efficient emergency response. Under this particular proposal Save the Children will provide technical oversight to the PDMO engineers who will be managing the construction work at community level.

Consideration of cross-cutting issues

³ Since the original submission of this proposal further rains have caused additional damage to the irrigation systems. A recent assessment conducted by the PDMO indicates that the extent of the damage on some of the irrigation systems is going to require mechanical as well as manual labour to repair

⁴ Receive instructions on use and maintenance, pay a fee to use the irrigation systems that ensures as a community they are able to pay for future maintenance and repairs

⁵ Australian Laos Development Cooperation Strategy 2009-2015 – accessed at <http://www.ausaid.gov.au/publications/pdf/laoscountrysstrategy-Dec09.pdf>

Accountability: Save the Children is a member of the Humanitarian Accountability Partnership- International (HAP) and is committed to mainstreaming accountability to beneficiaries throughout its programmes. This will include efforts to ensure beneficiaries inputs are heard and recognised throughout all parts of the programme, including the establishment of complaints mechanisms to ensure beneficiary concerns are raised and resolved in a timely way.

Gender analysis: The project will adopt a gender-sensitive approach to ensure the equal participation of men and women in the irrigation repairs work and maintenance training. The team will ensure that women have secure access to the new land and water available. Consultations with women will be conducted to see what are their ideas on the use of the irrigation system in their village in general and in their households in particular. They will also be encouraged to participate in the management of these systems where it is possible and if they choose to.

Environmental impact assessment: Interventions that will be undertaken in during this project do not involve site clearing and will thus have little or no impact on the environment. Although in-depth DRR work is not in the scope of this proposal, we will ensure a harmonized approach with our LANGOCA project and give attention to building back better, equipping communities and local partners with skills and resources to mitigate future flood events

Sustainability: Save the Children is taking multiple steps ensure a holistic response to this flood disaster making efforts to link its relief, rehabilitation and development programs to ensure the sustainability of this relief effort. This intervention will link closely with the ongoing LANGOCA DRR project in Sayaboury, through which we are already building the capacity of provincial and district authorities and communities to respond to disasters.

It will adopt participatory approaches in all interventions, and will help build the capacity of the community and DDMC to manage, maintain and provide basic repairs to the irrigation systems. A committee of 'users' will be established for each irrigation system. Each committee will be trained on a) how to use and maintenance the equipment and b) how to manage the committees, identify maintenance issues and report them. Users will be expected to pay a small fee to ensure that the community have a pot of money to undertake basic maintenance and repairs with assistance from the DDMC/PDMO. As described above technical support will also be provided to the DDMC/PDMO by Save the Children's construction engineers to ensure that the systems are built to the highest possible standards.

4. Monitoring and evaluation plan

Save the Children, as per organisational policy, ensures detailed monitoring plans are in place to track:

- programme implementation
- donor reporting and compliance
- learning for future activities

We also work to ensure principles of accountability are mainstreamed throughout our programme design, implementation and M&E work as well through specific accountability activities to improve our information sharing and transparency, feedback communications with beneficiaries and ability to handle complaints. The implementation of this programme will build upon the understanding of the key principles and minimum standards of humanitarian accountability and minimum standards across the Save the Children team.

This action will be monitored through the following mechanisms:

- Regular field visits will be conducted by Save the Children's construction engineer to meet with the PDMO engineers to review the progress of construction, to ensure technical quality and to determine any corrective actions required.
- Save the Children national level technical staff will conduct monitoring visits over the project duration to meet with representatives from the target communities and local authorities
- Monthly financial and narrative progress reports will be prepared and submitted by the Save the Children project team.
- Ongoing assessment of the action will be shared with AusAID, other NGOs responding locally and the local government administration. An internal evaluation is planned at the end of this action as well as a final technical check by the construction engineer at completion of the construction works.
- Random maintainance checks will be conducted by Save the Children project staff in Sayaboury and any issues or problems will be reported to the local authorities

5. Contingency Planning

Main identified risks and proposed mitigation strategies:

General:

- Restriction in access of Save the Children project staff to project site by local authorities. Save the Children will mitigate this risk by ensuring maximum cooperation with partner and local authorities
- Project implementation remains transparent to all parties. Save the Children will ensure transparency around all aspects of project by ensuring that all activities have been agreed prior the project implementation and through regular monitoring trips to the project site.
- No further over-whelming natural disaster and/or very unusual heavy rainfall. Save the Children will continue to monitor this situation in conjunction with the DDMC and PDMC.
- Government at local and provincial level continue to be supportive and do not duplicated work. Save the Children maintains a good working relationship with local community structures, and the local government.

Construction:

- Weather – Lao is currently in the middle of the wet season. The rains are not due to finish until late October and construction cannot begin until the ground is drier.
- Technical Quality control – a government official is taking a lead for quality control and the technical from government will be on the construction site and Save the Children staff will monitor twice a week.
- Sustainability of the systems: the community and government staff have organised the user organisation committees for monitoring the irrigation systems. Their roles are to collect the fee from the registered users, clean up after the heavy rain or wind and discharge the water when the water level is in a risk. The fee they collect is use for maintenance of the broken down systems.
- Transparency will be ensured for all the implementation progress
 - Existing relationships strong with the local authority
 - Constant presence Save the Children staff in on-going programmes in Sayaboury plus monitoring for this project and other response programmes in the area
 - Transparent procurement processes
 - Quality control through Save the Children technical staff

6. Funding Situation

The total amount sought from AusAid for this project is **AUD \$632,000**. This amount is sought as part of a broader Save the Children appeal for Laos, which stands at \$1,000,000. This project is part of a larger intervention to the Laos floods which Save the Children is funding through both internal funds with funds secured from ECHO. This is the first proposal submission to AusAid in response to this emergency.

Annex 1: Indicative Budget

Activity Costs Personnel	– In-country personnel	\$35,238
	– Australia and international personnel costs	\$7,031
	– Deployments costs	\$0
	– Field office costs	\$5,400
	– Other (specify)	\$0
Activity Costs Non-personnel inputs	– Materials or equipment	\$275,000
	– Freight/logistics estimates	\$2,750
	– Insurance estimates	\$0
	– In-country travel	\$16,800
	– Monitoring and Evaluation	\$6,696
	– Other (Machinery Rental, Cash for Work, Trainings, Office Support)	\$226,449
Subtotal		\$575,364
Administration	Please specify where possible (up to 10% of Subtotal)	\$57,536
Total		\$632,900