



# Lao People's Democratic Republic

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## National progress report on the implementation of the Hyogo Framework for Action (2013-2015)

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# Strategic goals

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## Strategic Goal Area 1

*The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.*

Strategic Goal Statement 2013-2015

N/A

## Strategic Goal Area 2

*The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.*

Strategic Goal Statement 2013-2015

N/A

## Strategic Goal Area 3

*The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.*

Strategic Goal Statement 2013-2015

N/A

# Priority for Action 1

*Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.*

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## Core indicator 1

*National policy and legal framework for disaster risk reduction exists with decentralised responsibilities and capacities at all levels.*

Level of Progress achieved? 4

Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities.

### Key Questions and Means of Verification

Is disaster risk taken into account in public investment and planning decisions? Yes

National development plan	Yes
Sector strategies and plans	Yes
Climate change policy and strategy	Yes
Poverty reduction strategy papers	Yes
CCA/ UNDAF (Common Country Assessment/ UN Development Assistance Framework)	Yes
Civil defence policy, strategy and contingency planning	Yes

Have legislative and/or regulatory provisions been made for managing disaster risk?  
No

### Provide description and constraints for the overall core indicator (not only the means of verification).

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

In the last reporting period, Lao PDR has undergone substantial changes in policy and framework regarding disaster management. Perhaps the most important of all changes was Prime Ministerial Decree 220/PM in 2013, which created a new National Disaster Prevention and Control Committee, and moved the Committee's Secretariat from the Ministry of Labor and Social Welfare to the Ministry of Natural Resources and Environment. The disaster mandate has been elevated by moving from one departmental division to the newly established Department of Disaster Management and Climate Change (DDMCC). The significant change in mandate is to shift from responsive approach to the more proactively preventive manner of disaster risks. The early warning is the key factor that contributes to the mandatory change. This new department is continually working to build disaster policies and legal framework in the country.

As far as sectorial plans are concerned, the Ministry of Planning and Investment's current project with the Asian Disaster Preparedness Center is working to mainstream DRM into various sector plans, such as agriculture, health and education, in accordance with its planning guidelines. An inter-ministerial workshop was held in August 2014, whereas each ministry was meant to develop their own disaster management plans to submit to DDMCC for its integration. Currently, 8 ministries have plans. The respective ministries have been developing and implementing such plans through various activities.

Relevant ministries within the National Disaster Prevention and Control Committee (NDPCC) institutional framework have decentralized their mandates to the local level by horizontally and vertically institutionalizing and strengthening national coordination mechanism and local branches.

The national defense policy has incorporated the civil defense and emergency response as one of their key priorities.

The Government has initiated the sustainable financing mechanism for disaster risk management by setting up the so called national state reserve for further financial stabilizing. The private sector involvement and DRR insurance mechanisms have also been initiated.

By enlarging from the 7th National Socio-Economic Development Plan, the 8th NSEDP has mentioned on DRR and Emergency Response to ensure disaster resilience oriented socio-economic development processes and outcomes, in fortification of early warning systems.

At the regional level, Lao PDR is also a signatory to the ASEAN Agreement on Disaster Management, and currently working to draft a disaster management law (incorporating DRR and CCA, as well as response) and Meteorology and Hydrology Law by incorporating the EWS as one of the key components. Furthermore, other sectoral laws and regulations have also integrated the DRR factors, including public security, red cross, etc.

Provide an explanation of some of the key contextual reasons for the

country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

Even though, the general DRM institutional framework is existed, there are no sufficient legal, capacity and financial supports with unsystematic implementation, eg. delaying on integrated DRR planning process. Moreover, the DRR awareness and priority rank within sectors are relatively low. Some existing national and local sectoral DRR institutions are mandatorily overlapping and gaping. It strongly believes that the developing Disaster Management Law, which expectedly will be completed by 2017, will contribute a great effort to overcome the mentioned overlaps and gaps.

## Core indicator 2

*Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels*

Level of Progress achieved? 2

Some progress, but without systematic policy and/ or institutional commitment.

### Key Questions and Means of Verification

What is the ratio of the budget allocation to risk reduction versus disaster relief and reconstruction?

	Risk reduction / prevention (%)	Relief and reconstruction (%)
National budget		
Decentralised / sub-national budget		
USD allocated to hazard proofing sectoral development investments (e.g transport, agriculture, infrastructure)		

**Provide description and constraints for the overall core indicator (not only the means of verification).**

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

The Government has adopted a Prime Ministerial Decree on the State Reserve in 2013 and prepared the draft Decree on Disaster Prevention Fund.

Traditionally, the Government has reserved some certain amount of funds and for overall emergency resources in yearly basis. For examples, in 2013 the government had allocated totally 100 billion kip (USD 12,500,000) for infrastructure recovery and relief funding in flooding provinces (99.8%) and its implementation monitoring and evaluation (0.2%). Furthermore, the government agencies had setup the social and international donation mechanism which could collect 3 billion kip (USD 375,000) and USD 64,000 to the year recovery and relief; As similar as previous year, in 2014 the Government had provided respective cash and kind of 141.1 million kip (USD 17,637) and 3,574 billion kip (USD 446,750) for initial recovery and relief.

Moreover, different sources of resources were mobilized for emergency responses and early recoveries, such as the UN agencies delegated its branch, the WFP, to implement the malnutrition programs for women and children during and after disasters; the Government has allocated the annual budget to the Lao Red Cross to reserve the household facilities for emergency cases. Additionally the LRC has also international donation mechanism, especially from IFRC and ICRC.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

Disaster funding, particularly for risk reduction, continues to be a challenge in Lao PDR. The international community has been involved in this process by contributing to response, recovery and rehabilitation joint with the Government of Lao with monetary and in-kind donations.

Even though the national financial mechanism is existed, however funding access is still impossible, due to the lack of regulatory mechanism and procedures. Furthermore, donation mechanism is still irregular.

Regarding funding for risk reduction activities, this is almost entirely driven by the international community whose projects joint with the government work from the central to village level building resilience in communities, and within various sectors including health, agriculture, education, and infrastructure.

There is no official disaster expenditure and investment statistics existed yet.

It is expected that the disaster management law, relevant regulations and funds will also designate a mechanism for disaster funding.

# Core indicator 3

*Community Participation and decentralisation is ensured through the delegation of authority and resources to local levels*

Level of Progress achieved? 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial.

## Key Questions and Means of Verification

Do local governments have legal responsibility and regular / systematic budget allocations for DRR? No

<b>Legislation (Is there a specific legislation for local governments with a mandate for DRR?)</b>	No
<b>Regular budget allocations for DRR to local government</b>	No
<b>Estimated % of local budget allocation assigned to DRR</b>	

## Provide description and constraints for the overall core indicator (not only the means of verification).

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

Some local disaster management planning and capacity building have been undertaken, which are considered as part of the governmental policy on three decentralized authorizations. However, there is limited public budget and other resources allocated for particular disaster works to all local levels. Most of the funding and resources for local implementation are provided by international communities and development partners through various project implementations.

Core Indicator 2 indicated that most of the disaster management financial support Lao PDR received is through development partners. Currently, Lao PDR does not formally allocate funding for DRR in a decentralized manner. However, through the support of development partners, resources (both cash and in-kind) are distributed at the community level.

Many organizations are working from the provincial to village level to build disaster resilience. Currently:

- Oxfam, Save the Children, French Red Cross, Norwegian Church Aid, UNICEF, UNDP, WFP, World Vision, CARE and the Asian Disaster Preparedness Center work on community based disaster risk reduction in many provinces carrying out activities such as training villages and district-level government staff, implementing early warning systems (and providing materials for EWS), carrying out hazard, vulnerability, and capacity assessments, forming disaster management committees, and conducting response simulations.
- Norwegian Church Aid works specifically in adaptation and disaster prevention and mitigation by working with communities on activities such as reforestation and organic farming.
- Save the Children works particularly in schools teaching teachers and children how to respond to emergencies, including evacuations. They also do community based DRR in various provinces.
- UNDP works mainly at the provincial level with training-of-trainers and has various projects working on climate change resilience both in the agricultural and infrastructure areas.
- WFP works at the national & provincial level with technical preparedness and response training including a national training manual and package.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

There are still a large number of communities left, particularly in disaster prone areas, which needs proper assistances and coping capacities. The lack of such accesses leaves grass-root communities with terribly dangerous risks in the situation that level of natural hazards are eventually increasing.

Although no formal mechanism has been established to ensure that resources are decentralized, organizations have stressed the importance of working in top-down and bottom-up approaches in Lao PDR. This means that provincial and district government staff are becoming increasingly trained in disaster management, especially because many of them have first-hand experience of responding to the effects of disaster. Development partners as well as government ministries all agreed during consultations that capacity building at the local levels is becoming more and more visible, and localized officials are much more able to prepare for and respond to the consequences of disaster.

## **Core indicator 4**

*A national multi sectoral platform for disaster risk reduction is functioning.*

## Level of Progress achieved? 2

Some progress, but without systematic policy and/ or institutional commitment.

### Key Questions and Means of Verification

Are civil society organizations, national finance and planning institutions, key economic and development sector organizations represented in the national platform? No

<b>civil society members (specify absolute number)</b>	
<b>national finance and planning institutions (specify absolute number)</b>	
<b>sectoral organisations (specify absolute number)</b>	15
<b>private sector (specify absolute number)</b>	
<b>science and academic institutions (specify absolute number)</b>	
<b>women's organisations participating in national platform (specify absolute number)</b>	
<b>other (please specify)</b>	

### Where is the coordinating lead institution for disaster risk reduction located?

<b>In the Prime Minister's/President's Office</b>	No
<b>In a central planning and/or coordinating unit</b>	No
<b>In a civil protection department</b>	No
<b>In an environmental planning ministry</b>	Yes
<b>In the Ministry of Finance</b>	No
<b>Other (Please specify)</b>	

**Provide description and constraints for the overall core indicator (not only the means of verification).**

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

The Sub-Working Group on Water Resources and Disaster has been established under the Working Group on Natural Resources and Environment as a technical arm to support the Round-Table-Meeting for NSEDP technical and financial assistance. The SWGWRD plays a significant role as coordination mechanism for the government, development partners, and donors; however, this working group is more focused on water than disaster.

A project joint between the DDMCC and DIPECHO (implemented by the French Red Cross) is establishing a disaster management platform for coordination in Lao PDR. In later stage, the Section of Disaster within the SWWRD will expectedly be strengthened as national DRR platform, which will benefit the universally and sectorally integrated DRR planning and implementation. Conceptual ideas to set up the national platform on DRR is initiated under the support of this project and potentially incorporated it into the sub-sector working group by the end of 2015. However, nothing has been established to date. A multi-stakeholder workshop will likely be held in January 2015. To date, there is only the NDPCC functions as overall DRR policy and planning platform.

The World Food Programme is also working with the DDMCC to establish emergency operation centers which would also act as a mechanism for coordination and information sharing amongst stakeholders.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

Because of the new government mandate, substantial changes have been seen in the past two years in disaster management coordination in Lao PDR. This has created many challenges, but it has opened up many opportunities at the same time for approaching disaster management in different ways, such as integration of DRR in the spatial, ecosystem-based and environmental safeguard (EIA) planning, etc. The DDMCC can create a new coordination platform bringing together international partners, and because the DDMCC incorporates both disaster and climate change, it creates a large opportunity for groups traditionally associated with disaster preparedness and response to work with those focused on prevention and mitigation through sustainable environmental practices.

# Priority for Action 2

*Identify, assess and monitor disaster risks and enhance early warning*

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## Core indicator 1

*National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors.*

Level of Progress achieved? 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial.

### Key Questions and Means of Verification

Is there a national multi-hazard risk assessment with a common methodology available to inform planning and development decisions? Yes

<b>Multi-hazard risk assessment</b>	No
<b>% of schools and hospitals assessed</b>	
<b>schools not safe from disasters (specify absolute number)</b>	
<b>Gender disaggregated vulnerability and capacity assessments</b>	No
<b>Agreed national standards for multi hazard risk assessments</b>	No
<b>Risk assessment held by a central repository (lead institution)</b>	No
<b>Common format for risk assessment</b>	No
<b>Risk assessment format customised by user</b>	No
<b>Is future/probable risk assessed?</b>	No

**Please list the sectors that have already used disaster risk assessment as a precondition for sectoral development planning and programming.**

## **Provide description and constraints for the overall core indicator (not only the means of verification).**

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

The existing 2010 National Risk Profile is useful for national and local planning and implementation.

The 2nd National Communication on Climate Change has completed in 2012. The 3rd draft is being developed.

The National Adaptation Plan for Action on Climate Change is also completed in 2013. Under the study for the NAPA plan, there is an assessment that in case of few degree of temperature increased, the Lao PDR will eventually be suffered from relatively more frequent rainfalls with more intensive in urban areas, and larger number of storms will hit the country.

The ADPC, World Bank, and Ministry of Planning and Investment are currently working on an online mapping platform to investigate infrastructure prone to disasters. The Asian Development Bank and UNDP are working on preparation of a regional technical assistance project which focuses on strengthening disaster losses databases of the road sector and Desinventar, which was once well used in Lao PDR, but currently needs to be revitalized.

Simultaneously, ADPC has conducted assessments at the provincial level, and various organizations have also done so at the local level.

There is also a collaboration consortium working on a project with the objective being to gather existing database and information systems into an harmonized/consistent system.

Guidelines on safe schools and hospital were existed with progressive assessment being conducted and applied at where appropriated.

WFP circulated in late 2013 a Food and Nutrition Security Atlas of Lao PDR. The Atlas addressed natural (e.g. floods, drought, storms, climate change & pest infestation) and non-natural hazards (UXO, competition for land & natural resources) linked to vulnerability (those characteristics and circumstances of a community or system, that make it susceptible to the damaging effects of a hazard) and community and household coping strategies. A profile of 17 provinces included assets, agricultural livelihood strategies, livelihood outcomes, nutrition & mortality and vulnerability. The Government will further cooperate with the WFP to considerably adopt this outcome.

Provide an explanation of some of the key contextual reasons for the

country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

There are currently very few formats that organizations or the government use to carry out risk assessments, and currently no plans are underway to make this institutionalized. This is a decrease from previous years, whereas tools were developed but a lack of coordination has prevented organizations and agencies from moving forward.

Although the 2010 National Risk Profile is a large and comprehensive document, there are many issues related to data and its utility. First, questions have been brought up regarding the models that were used, the scope of the document, and that much of it is a rough estimate. Currently, it is unknown where exactly the data lies and this data has not been transferred to the DDMCC.

Local risk profile at different levels and scales are not yet existed, which create difficulties for planning and implementation at those particular areas.

Overall, data collection for assessments in Lao PDR is very fragmented and various projects are in the pipeline without relating to one another.

## Core indicator 2

*Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities*

Level of Progress achieved? 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial.

### Key Questions and Means of Verification

Are disaster losses and hazards systematically reported, monitored and analyzed?  
Yes

<b>Disaster loss databases exist and are regularly updated</b>	Yes
<b>Reports generated and used in planning by finance, planning and sectoral line ministries (from the disaster databases/ information systems)</b>	No

**Hazards are consistently monitored across localities and territorial boundaries**

Yes

**Provide description and constraints for the overall core indicator (not only the means of verification).**

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

As mentioned in the previous section, there are some databases functioning in Lao PDR, but none of them have strong government buy-in or ownership and are generally donor driven. Due to the institutional transfer of secretarial function from the labor and social welfare sector to the natural resources and environment sector, the Desinventar database has not regularly updated.

Hydrological hazards are monitored to an extent by the Department of Meteorology and Hydrogeology and the Mekong River Commission. The Inter-Agency Standing Committee also monitors upcoming hazards such as typhoons, local storms, floods, drought conditions, etc. and the Ministry of Agriculture and Forestry also has mechanisms to monitor weather-related hazards. The DDMCC as a national secretariat for NDPCC takes the key role to overall data compilation and assessment in cooperation with relevant data collectors for reporting to the NDPCC on timely basis for its decision, supervision and action.

Damage and losses assessment has executively conducted and reviewed by the Government, even though its internal capacity is still limited. The local rapid assessments have been taken place under the strong support from the international partners. The last extensive damage assessment was conducted in 2011 after Typhoon Haima.

The DDMCC is currently working hard to operationalize and institutionalize data and information management systems for disaster. Various projects are currently in the pipeline to strengthen these systems, including strengthening the Desinventar disaster losses database by transferring the software to DDMCC and training staff.

WFP with Government departments monitors the food security and nutrition arena through regular updates.

The Ministry of Transportation and Public Works has a system to measure post disaster rehabilitation.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be

overcome in the future.

As can see, many mechanisms exist, but much like the risk assessment process, these are very fragmented and without one central repository to manage the information.

The secretarial function transfer of both sectors will time-consume and restrict the data update continuation and maintenance. As a result, these will weaken planning, decision making and implementation.

There is no yet formal post-disaster need assessment and its accuracy assessment evaluation mechanism, which may bias recovery and rehabilitation.

WFP and the DDMCC, have jointly initiated in mid-2014, a feasibility study to address different options for establishing a National Emergency Operations Centre as a strategic planning, information sharing and decision making entity. A government decision on an EOC existence is expected by mid-2015.

### Core indicator 3

*Early warning systems are in place for all major hazards, with outreach to communities.*

Level of Progress achieved? 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial.

#### Key Questions and Means of Verification

Do risk prone communities receive timely and understandable warnings of impending hazard events? No

<b>Early warnings acted on effectively</b>	Yes
<b>Local level preparedness</b>	No
<b>Communication systems and protocols used and applied</b>	No
<b>Active involvement of media in early warning dissemination</b>	Yes

#### Provide description and constraints for the overall core indicator



## **(not only the means of verification).**

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

The current early warning system in Lao PDR functions well from the central to provincial level. At the district and village level, there continues to be issues with timeliness and accuracy of messages. A previous strategy paper and SOPs were developed for the Department of Meteorology and Hydrology with support of the World Bank, but these have not been revised to reflect the change in mandate because of financial limitations. Because legal framework has yet to be established for disaster management, there is still no legal context for different actors in the early warning system. The DMH is currently developing the Hydrology and Meteorology Law, which is scheduled to submit to the National Assembly by the end of 2015.

Lao PDR also currently does not have an emergency operations center to manage this information. However, progress is being seen in the capacity of the Department of Meteorology and Hydrology who is the member of regional and international organizations in-charged of hydro-met services, including the World Meteorological Organization, Typhoon Committee, etc., to receive continued support with forecasting. Other sectoral early warning and emergency operation centers are also existed in health, labor and social welfare, and LRC sectors. These EOCs is considerably new and need further technical and financial supports, as well as centralized coordination mechanism. As mentioned above, one of the main objectives of the on-going supported project from the WFP is to study options of NEOC setup, which will later propose to the Government for its consideration.

The scope of early warning for various types of hazards, including biological, societal, and industrial, currently does not exist, and the emphasis still remains on hydrological hazards. However, line agencies in-charged are initially developing the conceptual ideas for setting up these technical arms.

At the local level, LRC together with several INGOs, including Caritas, the French Red Cross, and Save the Children have established early warning systems. Save the Children has implemented approximately 150 early warning systems and continue to monitor these after projects have been completed. Mainly, projects use village speaker systems for early warning. However, it has been determined that most people in the villages obtain information on severe weather from the TVs and radios.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

The early warning systems in Lao PDR continue to make progress, despite constraints with the legal context and far from international standards. Currently, a

number of international organizations are providing technical assistances, in order to strengthen such systems.

One of the largest constraints, however, is determining the most suitable medium for early warning at the local level. Several problems are posed because of the remote areas of Lao villages that prevent EW from properly functioning.

DDMCC and the UNCT, through the Emergency Task Force mechanism, can activate the ETF as a mechanism for the sharing of information on hazards, thus risk, at national-provincial-district levels. The current weakness is at the Provincial Disaster Prevention and Control Committees as plans and standard operating procedures are yet to be developed.

It is proposed that the existing fragmented early warning systems setup by different organizations should be centralized and executed by DMH with sufficient supports for their continuing operations.

## Core indicator 4

*National and local risk assessments take account of regional / trans boundary risks, with a view to regional cooperation on risk reduction.*

Level of Progress achieved? 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial.

### Key Questions and Means of Verification

Does your country participate in regional or sub-regional actions to reduce disaster risk? Yes

<b>Establishing and maintaining regional hazard monitoring</b>	Yes
<b>Regional or sub-regional risk assessment</b>	No
<b>Regional or sub-regional early warning</b>	Yes
<b>Establishing and implementing protocols for transboundary information sharing</b>	Yes
<b>Establishing and resourcing regional and sub-regional strategies and frameworks</b>	Yes

## **Provide description and constraints for the overall core indicator (not only the means of verification).**

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

Lao PDR plays a role in many regional agreements and coordination initiatives. Lao is a signatory to the ASEAN Agreement on Disaster Management and Emergency Response and the ASEAN Safe Schools Initiative. In addition, Lao works with the Mekong River Commission to monitor flooding along the river. Lao is part of the Greater Mekong Sub-region (GMS) Initiative focusing on transport, energy, and telecommunications. All of these agreements involve information exchange and some involve resource agreements. Lao also works closely with the World Meteorological Organization and Typhoon Committee for regional forecasting, and has a relationship with AHA (ASEAN Coordinating Center for Humanitarian Assistance). Through regional agreements, Lao officials have also benefitted from trainings such as emergency search and rescue, and disaster preparedness and response.

UNOCHA resources have also been deemed very useful and relevant in the region, particularly the Asia & Pacific Disaster Resources Manual and regional forecasts for phenomena like the El Nino effect.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

Working under the AADMER context continues to be very beneficial for Lao PDR. As capacity gains are made, particularly in emergency response, Lao PDR hopes to be able to offer assistance to neighboring countries when they experience disaster, as well as benefit from regional aid when the country itself experiences disaster situations. However, the country needs to develop and adopt its legal framework to integrate with regional and international norms, such as AADMER, etc.

# Priority for Action 3

*Use knowledge, innovation and education to build a culture of safety and resilience at all levels*

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## Core indicator 1

*Relevant information on disasters is available and accessible at all levels, to all stakeholders (through networks, development of information sharing systems etc)*

Level of Progress achieved? 2

Some progress, but without systematic policy and/ or institutional commitment.

### Key Questions and Means of Verification

Is there a national disaster information system publicly available? Yes

<b>Information is proactively disseminated</b>	No
<b>Established mechanisms for access / dissemination (internet, public information broadcasts - radio, TV, )</b>	Yes
<b>Information is provided with proactive guidance to manage disaster risk</b>	No

### Provide description and constraints for the overall core indicator (not only the means of verification).

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

The DesInventar system is available online, but information not updated regularly. In addition, many citizens of Lao may not have the internet to be able to access the information given on Desinventar. There are no public awareness campaigns going on in the country. When there is an impending storm likely to cause widespread flooding, this information is circulated through various sources like social media, TV, and radio. However, there is no information given on disaster risk reduction. At the village level, most information is disseminated by development partners by means such as posters, trainings, videos, and radio. UNDP is currently working on a project with community radio to spread preparedness information. The staff at the Ministry of Information and Culture, and other media organizations, are not given much

guidance or training on disaster messaging.

The Ministry of Education and Sport, executed by the Institute for Educational Research, is currently working with Save the Children to implement a national curriculum on disaster risk. Many INGOs are working with Save the Children to implement comprehensive school safety.

Some significant DRR public awareness campaigns have been annually conducted, including International Disaster Risk Reduction Day and ASEAN Disaster Management Day.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

As mentioned above, perhaps one of the largest challenges with DRR messages in Lao is the lack of knowledge and training of media organizations to send out the right messages. Often times, messages are not timely nor accurate. Resources (both human and financial) are not available to hold a national public awareness campaign on disasters. However, a public awareness campaign could be easily conducted in Lao PDR in the future, especially using radio and the predominate medium for reaching citizens. Approximately 80-90% of the Lao populations has access to a radio and the rural population often listens to the radio while working in the field. Besides radio, it is difficult to find other ways to provide information to rural communities, especially those that are in hard to reach locations.

## Core indicator 2

*School curricula , education material and relevant trainings include disaster risk reduction and recovery concepts and practices.*

Level of Progress achieved? 4

Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities.

### Key Questions and Means of Verification

Is DRR included in the national educational curriculum? Yes

primary school curriculum	Yes
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secondary school curriculum	Yes
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university curriculum	Yes
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professional DRR education programmes	Yes
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**Provide description and constraints for the overall core indicator (not only the means of verification).**

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

The Ministry of Education increasingly strengthening disaster in school curriculum, textbooks and other means of communication. Curriculum currently exists for children from 3rd class primary to 1st class lower secondary schools, which is piloting in 5 provinces of Luang Prabang, Xiang Khuang, Xayabury, Bolikhamxay and Bokeo. The subject called "The World Around Us" is being used in primary school covers respective topics on such as: Environmental education (water, pollution, waste management); Storm, floods (what to do before, during, and after); and Disaster Risk Reduction, while integration in geography subject at secondary class.

Teachers in schools are mainly trained through guides and there is a yearly training. The curriculum is monitored and evaluated every five years, and currently revision of curriculum and textbooks is underway. The Ministry of Education works closely with development partners such as Save the Children to ensure that the curriculum continues to be strengthened. As of now, there is initiative on social sciences and hydro-met programs at the university level.

In terms of school safety, some few schools are practicing drills and mock evacuations or establish meeting areas. However, in the communities where Save the Children works, there are evacuations and drills. The Ministry of Education and Sport is looking to put together a monitoring system for drills.

Many development partners offer trainings for their government counterparts. At the local level, village education committees work with the Ministry of Education to ensure that information such as DRR is spread throughout the community.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

Although curriculum exists for Lao students, there are many constraints to ensuring their safety and security from disasters. During rainy season, it can be very difficult for children to get to and from school, often times crossing landslide prone areas and

bloated areas. This is especially true for ethnic groups who live in remote areas. Occasionally, children must even cross small boats to get to school. For this reason, concerned parents may keep their children home from school, limiting their access to education and ability to learn the full curriculum. Some schools in areas risky for floods and landslides, also schools lose their roofs from strong winds. All of these factors create limitations for children attending school.

Other constraint for DRR commanding and leadership trainings are the uncertainty of public services due to the regular and more frequent staff reshuffling. It is recommended that most of the advocacy institutions should conduct adult education on DRR command and leadership.

### Core indicator 3

*Research methods and tools for multi-risk assessments and cost benefit analysis are developed and strengthened.*

Level of Progress achieved? 1

Minor progress with few signs of forward action in plans or policy.

#### Key Questions and Means of Verification

Is DRR included in the national scientific applied-research agenda/budget? No

<b>Research programmes and projects</b>	Yes
<b>Research outputs, products or studies are applied / used by public and private institutions</b>	No
<b>Studies on the economic costs and benefits of DRR</b>	No

#### Provide description and constraints for the overall core indicator (not only the means of verification).

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

There have been various research activities for DRR and CCA, but none of these were done under a systematically centralized and coordinated manner. For example, the Mekong River Commission and the National Agriculture and Forestry Research

Institute under the Ministry of Agriculture and Forestry both carry out these types of projects, but none are substantial. The National University also conducts environmental research, etc. Currently, there is no a specific finance budgeted for DRR research.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

There is a lack of DRR research capacity, including researches and supporting resources. Disaster statistic is yet part of national and local statistics. Therefore, data access for researching activities is limited.

### Core indicator 4

*Countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities.*

Level of Progress achieved? 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial.

#### Key Questions and Means of Verification

Do public education campaigns for risk-prone communities and local authorities include disaster risk? Yes

<b>Public education campaigns for enhanced awareness of risk.</b>	Yes
<b>Training of local government</b>	Yes
<b>Disaster management (preparedness and emergency response)</b>	Yes
<b>Preventative risk management (risk and vulnerability)</b>	No
<b>Guidance for risk reduction</b>	No
<b>Availability of information on DRR practices at the community level</b>	Yes

**Provide description and constraints for the overall core indicator (not only the means of verification).**

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

As mentioned previously, the Government with approximately 20 different INGOs and UN Agencies have programs working directly with about 300 risk prone villages providing CBDRR trainings. Most of these organizations also work directly with district level government to provide trainings on topics such as: risk assessments (HVCAs), disaster management planning, shelter and evacuation, caring for vulnerable groups in emergencies, etc. In comparison, the trained villages cover lesser than 10% of prone villages of the country.

The Ministry of Education provides education not only for children, but also non formal education for adults through village education committees.

Therefore, most villages who participate in project activities have an understanding of the disaster management cycle, including root causes of hazards and environmental sustainability. However, this type of education needs to be increased so that more communities are involved in this type of training.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

As with most areas in disaster management in Lao PDR, the core constraint is a lack of resources, both human and financial to continue spreading the preparedness message. Also, there is a lack of accessibility to remote areas and remote communities. This is one reason why radio continues to be the best medium for reaching communities. Due to the lack of legal framework that designating roles and responsibilities among public agencies at all levels are unclear, which leads to relatively ineffective disaster resilient improvement.

# Priority for Action 4

*Reduce the underlying risk factors*

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## Core indicator 1

*Disaster risk reduction is an integral objective of environment related policies and plans, including for land use natural resource management and adaptation to climate change.*

Level of Progress achieved? 4

Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities.

### Key Questions and Means of Verification

Is there a mechanism in place to protect and restore regulatory ecosystem services? (associated with wet lands, mangroves, forests etc) Yes

<b>Protected areas legislation</b>	Yes
<b>Payment for ecosystem services (PES)</b>	No
<b>Integrated planning (for example coastal zone management)</b>	Yes
<b>Environmental impacts assessments (EIAs)</b>	Yes
<b>Climate change adaptation projects and programmes</b>	Yes

### Provide description and constraints for the overall core indicator (not only the means of verification).

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

Environmental law and other spatial legislations include DRR to some extent and are presently being reviewed.

National Adaptation Programme for Action to Climate Change (NAPA) focuses on 4 main sectors, which are directly and severely affected by climate change: agriculture,

forestry, water and water resources and public health. Various projects have been initiated under the NAPA Framework to prepare and enhance the capacity of rural farmers to adapt to climate changes and associated natural disasters. The key components of the projects are capacity building for local agriculture extension officers and farmers living in the natural hazard prone areas on land management, diversity of crop and animal species; Research and promote a diversity of crop varieties and animal species that are adapted to the stressful environmental conditions; train farmers on food processing and storing of human and animal food stuff. The Ministry of Agriculture and Forestry is key agency to implement the projects.

Environmental and Social Impact assessments (ESIA) are also required for projects of a certain size/extent, but these are not readily available to public, although mandated as such under the ESIA Decree. The Decree is implemented by the Department of Environmental and Social Impact Assessments (DESIA) under the Ministry of Natural Resources and Environment (MONRE), only recently established in 2008 by former Water Resource and Environment Administration (WREA) which has been presently reorganized as MONRE. ESIA is considered as a preventive measure to potential adverse environmental impacts from investment projects, but its effectiveness will depend on the technical capacity within DESIA to review ESIA's of complex projects, and on its integration within the investment approval process.

A National Steering Committee on Climate Change also exists in the country, with 7 technical working groups i.e. agriculture & food security, forest and land management, energy management, hydrology and water resources, city infrastructure, economic management and financial instruments and are currently working on the formulation of a National Climate Change Strategy for 2020 and a first National Action Plan in alignment with the 7th national socio economic development plan.

The developing 8th NSEDP has integrated the disaster and climate risk resilience as key concern. The DRR mainstreamed planning of key sectors, eg. roads and bridges, urbanity and housing, have issued the guidelines on resilient development and build back better.

Various agencies have CCA projects. UNDP has several projects including: the IRAS project works for improved resilience in the agricultural sector and is a partnership between UNDP and the Ministry of Agriculture and Forestry's National Agricultural and Forestry Research Institute/UNDP for both drought and flood prone areas; the LDCF2 project focusing on resilience in infrastructure for climate adaptation by financially supporting for communities with small scale infrastructure projects; and finally, the SIRA project, a south-south cooperation initiative supporting improved resilience in the agriculture sector in Bolikomxay Province.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities

and partner agencies; and recommendations on how these can/ will be overcome in the future.

Even though, various agencies have mainstreamed DRR and CCA into their plans. However, there is a lack on sub-ordinated regulations and guidelines / procedures for implementation, including road and bridge construction, irrigation development, land clearance and use, etc. Some key sectors are yet integrated such factors into their plans, such as special economic zones, industrial parks, etc.

## Core indicator 2

*Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk.*

Level of Progress achieved? 1

Minor progress with few signs of forward action in plans or policy.

### Key Questions and Means of Verification

Do social safety nets exist to increase the resilience of risk prone households and communities? No

<b>Crop and property insurance</b>	No
<b>Temporary employment guarantee schemes</b>	No
<b>Conditional and unconditional cash transfers</b>	No
<b>Micro finance (savings, loans, etc.)</b>	Yes
<b>Micro insurance</b>	No

### Provide description and constraints for the overall core indicator (not only the means of verification).

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

DRR context is included in some district and provincial planning processes for poverty reduction. In an unofficial capacity, some provinces have disaster management funds.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

Legal framework on DRR and disaster financing mechanism and relevant knowledge are yet existed. As the need at grass-root level, these lead to irregular, fragmented and imbalanced incorporation of DRR and CCA in various project and activity implementation.

### Core indicator 3

*Economic and productive sectorial policies and plans have been implemented to reduce the vulnerability of economic activities*

Level of Progress achieved? 1

Minor progress with few signs of forward action in plans or policy.

#### Key Questions and Means of Verification

Are the costs and benefits of DRR incorporated into the planning of public investment? No

<b>National and sectoral public investment systems incorporating DRR.</b>	Yes
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**Please provide specific examples: e.g. public infrastructure, transport and communication, economic and productive assets**

<b>Investments in retrofitting infrastructures including schools and hospitals</b>	No
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#### Provide description and constraints for the overall core indicator (not only the means of verification).

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

The Lao Government is studying the risk sensitive investment and planning for further adoption into the public investment sensitivities. Current projects are working

on DRR in public investment, such as:

- MPI and MOF are working with the World Bank to develop procedures on DRR mainstreaming into public planning and decision making, as well as sensitive risk management;
- MONRE is working with the UNDP, under the assistance from the Asian Development Bank to implement regional project on risk sensitive investment and planning;
- MONRE, MPI and MOF are working with the UNISDR to study on disaster statistics, integrating into public planning and budgeting;
- MPI, in collaboration with JICA, has printed a manual on PIP and the international community is recommending that DCRM be considered in the cost and benefit analysis. Additional mitigation measures will go into the cost side while the potential 'savings' (averted damages and losses) due to the inclusion of DCRM mitigation will be on the benefit side. This can be calculated by estimating the potential damages and losses as explained in the post disaster damage, loss and needs assessment methodology;
- Save the Children is working with over 150 villages providing mitigation grants for both school and villages to retrofit structures. They also worked with ADPC to develop the first provincial guidance for integration into sectors with the Ministry of Planning and Investment;
- The Social Protection and Sustainable Livelihoods Component of the Laos-Australia Rural Livelihoods Program (LARLP) that is funded by Australian Department of Foreign Affairs and Trade (DFAT) will be implemented with the Social Welfare Department of the Ministry of Labor and Social Welfare. The main objective of the LARLP is to increase economic security and resilience of poor people in rural areas.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

The risk sensitive investment and planning is new issue for Lao PDR. Therefore, there is the need for further strengthening.

## **Core indicator 4**

*Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes.*

Level of Progress achieved? 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial.

**Key Questions and Means of Verification**

Is there investment to reduce the risk of vulnerable urban settlements? No

<b>Investment in drainage infrastructure in flood prone areas</b>	Yes
<b>Slope stabilisation in landslide prone areas</b>	Yes
<b>Training of masons on safe construction technology</b>	No
<b>Provision of safe land and housing for low income households and communities</b>	No
<b>Risk sensitive regulation in land zoning and private real estate development</b>	No
<b>Regulated provision of land titling</b>	No

**Provide description and constraints for the overall core indicator (not only the means of verification).**

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

The National Disaster Risk Profile clearly demonstrates that major population and economic centers are in a range of disaster risks and poverty cycles, which indicates that how urban centers are more vulnerable to loss of lives and damage specifically from floods, storms, fire and developmental hazards due to insufficient regulations for land use planning, infrastructure development and service provisions. It is within this emerging vulnerability context that mainstreaming disaster risk reduction in urban planning processes is of utmost priority. As a result, the Department of Housing and Urban Planning (DHUP) has issued “A Strategy Note on Mainstreaming Disaster Risk Reduction into Urban Planning Process” and also drafted the “Disaster Risk Reduction (DRR) Supplement to the Urban Planning Manual Lao PDR” for DHUP (MPWT). This Supplement is intended to be read and used together with the Urban Planning Manual. The document follows the same structure as the Urban Planning Manual and references the same components, tasks and steps. The Supplement has been carefully designed so that at each step of the Manual the corresponding step in the Supplement will outline what DRR options and procedures should be followed. In the event of a revision of the Manual, it is hoped that the recommendations outlined in the Supplement will be incorporated into the Manual.

Moreover, the MPWT has also drafted “The Building Code of the Lao PDR”. This

Ministerial Decision on Building Code are to set out principles, rules, technical guidelines and implementation measures in the design, construction, operation and maintenance of building of all types to make sure that they meet the durability and safety standards, convenience for their occupants and protect the disaster, natural and social environment.

A study on impacts of disaster on education sector was conducted. The valuable information from the study ranges from basic information on socio-economic and physical impacts of disasters on building codes, structural design and construction materials. The study showcases the structure of education sector in general, disaster risk/management in particular along with the institutional arrangement for country specific DRR. It emphasizes the need for improved hazard resilience of school construction and advocates for integrating hazard resilient construction techniques in the programs and projects under the MoES.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

Even though DRR principles have eventually incorporated into Urban Planning Process and implemented. It seems that there is a significant need for further harmonization and alignment of such principles with other spatial planning processes. In other means, local authorities may have no actual capacity and resources to integrate DRR factor into their plans

## Core indicator 5

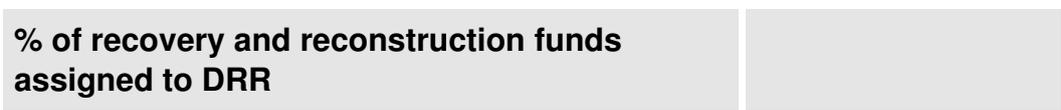
*Disaster risk reduction measures are integrated into post disaster recovery and rehabilitation processes*

Level of Progress achieved? 2

Some progress, but without systematic policy and/ or institutional commitment.

### Key Questions and Means of Verification

Do post-disaster programmes explicitly incorporate and budget for DRR for resilient recovery? No



**DRR capacities of local authorities for response and recovery strengthened** Yes

**Risk assessment undertaken in pre- and post-disaster recovery and reconstruction planning** No

**Measures taken to address gender based issues in recovery** Yes

**Provide description and constraints for the overall core indicator (not only the means of verification).**

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

The Government is working with the World Bank to develop procedures on DRR mainstreaming into public planning and decision making to ensure new public investments snapping built back better concept and leading for disaster resilience development.

According to the governmental report on the fiscal year of 2013-2014 that there was no mention on public budget and resources specifically allocated for disaster management. Presently, disaster management funding has yet been established for the country. However, there is a sign of progress that the Government has established the national State Reserve in 2013 in which part of its main objectives is to setup source of funding and resources for disaster emergency responses. Moreover, MONRE is intending to develop the draft decree on disaster protection fund.

Besides financial aspects of resilient recovery, much is being done by the Government vis-à-vis international communities to ensure communities build back better and are not only economically, but socially resilient to the impacts of disasters. Number of trainings for government officials at all levels, as well as communities, are being conducted on a continual basis. For example, the procedures on Post Disaster Need Assessment are being developed and joint review with various development partners.

Most of training courses are both gender sensitive and incorporate all phases of the disaster management cycle. For example, by policy recommended that most organizations should have certain number of gender quotas to ensure that women are involved in all portions of the disaster management cycle.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be

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## **Core indicator 6**

*Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure.*

Level of Progress achieved? 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial.

### **Key Questions and Means of Verification**

Are the impacts of disaster risk that are created by major development projects assessed? Yes

Are cost/benefits of disaster risk taken into account in the design and operation of major development projects? Yes

<b>Impacts of disaster risk taken account in Environment Impact Assessment (EIA)</b>	Yes
<b>By national and sub-national authorities and institutions</b>	Yes
<b>By international development actors</b>	Yes

**Provide description and constraints for the overall core indicator (not only the means of verification).**

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

Through MONRE, the government of Lao PDR regulates that every major infrastructure development project, such as roads and bridges, factories, industrial parks, hydropower, etc. must comply to EIA regulation, in which the investors must submit, prior to commencement of their project, an ESIA report to the Government for review. If the ESIA report meets the obligation required by existing regulations, certification will be issued and then reviewed in timely basis.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

According to requirements provided in the ESIA regulation, all developers will develop emergency response plans by their committed obligation. However, these plans have not yet been connected with the district and community preparedness and response plans. It is, therefore, a need for further fulfilling of this gap.

# Priority for Action 5

*Strengthen disaster preparedness for effective response at all levels*

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## Core indicator 1

*Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective are in place.*

Level of Progress achieved? 2

Some progress, but without systematic policy and/ or institutional commitment.

### Key Questions and Means of Verification

Are there national programmes or policies for disaster preparedness, contingency planning and response? Yes

**DRR incorporated in these programmes and policies**

Yes

**The institutional mechanisms exist for the rapid mobilisation of resources in a disaster, utilising civil society and the private sector; in addition to public sector support.**

Yes

Are there national programmes or policies to make schools and health facilities safe in emergencies? Yes

**Policies and programmes for school and hospital safety**

Yes

**Training and mock drills in school and hospitals for emergency preparedness**

Yes

Are future disaster risks anticipated through scenario development and aligned preparedness planning? Yes

**Potential risk scenarios are developed taking into account climate change projections**

No

**Preparedness plans are regularly updated based on future risk scenarios**

Yes

## **Provide description and constraints for the overall core indicator (not only the means of verification).**

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

Currently, the National Disaster Management Plan is in draft form and yet to be adopted by the government.

Since 2012, the Lao Government has the comprehensive linkage for DRR/M co-actions with the in-country development partners through the framework of Inter-Agency Contingency Plan (IACP). Through a few year experience of implementation, it showed that the plan itself has a problem with integral implementation, since there is a lack of detail consistence and testing/piloting. Contingency plan implementation has also undertaken in an ad-hoc basis.

There are projects working to make schools and health facilities safer in emergencies, but like most projects in the country, these operate only in selected areas and not universally.

Climate change scenarios exist in the country, so these are used to calculate future risk, particularly risk which would affect the agrarian society which makes up a large percentage of the annual GDP and livelihoods.

Currently, the Government along with the development partners is developing the preparedness and response plans at national level and selected provinces. However, level of public acceptance regarding DRR response planning is still considered as partial and given lesser attention.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

At the local level, a number of provinces districts have yet preparedness and response plans nor even disaster risk reduction plans. Likewise, many sectors have yet their own preparedness and response plans.

In the IACP framework, many governmental agencies have considerably paid lesser attention for their own obligation in the implementation phase, especially on the role of co-lead clusters and acting ownership. The lack of legal framework also prohibits line ministries from responding or developing contingency plans, since those are unsure on their roles and responsibilities in disaster situations. Because procedures are usually case-by-case for response, it is also difficult to access emergency response funding.

## Core indicator 2

*Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes.*

Level of Progress achieved? 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial.

### Key Questions and Means of Verification

Are the contingency plans, procedures and resources in place to deal with a major disaster? Yes

<b>Plans and programmes are developed with gender sensitivities</b>	Yes
<b>Risk management/contingency plans for continued basic service delivery</b>	No
<b>Operations and communications centre</b>	No
<b>Search and rescue teams</b>	Yes
<b>Stockpiles of relief supplies</b>	Yes
<b>Shelters</b>	Yes
<b>Secure medical facilities</b>	Yes
<b>Dedicated provision for disabled and elderly in relief, shelter and emergency medical facilities</b>	No
<b>Businesses are a proactive partner in planning and delivery of response</b>	No

**Provide description and constraints for the overall core indicator (not only the means of verification).**

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

The most achievable outcomes for emergency response are done by military humanitarian assistance force. Regular simulation exercises have been practiced annually.

Numbers of first aid and rescue foundations are existed. Local volunteers were sufficiently trained with appropriate simulation exercises. However, the capacity of SAR teams could continue to be built.

Various ministries, such as Labor and Social Welfare, Public Health and Finance have stockpiles for disasters, but there is no coordination of stockpiles nor a common list with all material stockpiled by each ministry.

The regional UNOCHA office supports simulation exercises for the government and international community together on approximately an annual basis.

Emergency shelters are generally designated by each village in their disaster management plans. In Lao PDR, most villages use either schools or temples as shelters depending on their location within the village. The Ministry of Labor and Social Welfare has stockpiled tents to provide emergency shelter, but the amount would not be adequate for a very large scale emergency. There is currently no a master list with all designated shelters in the country kept at central level of the government.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

There is currently coordination, but unsystematic coordination between government actors and the international community regarding preparedness for response. In addition, there is a lack of coordination between the central government and the local communities. There is a lack of budget for preparedness for response activities.

In able to be able to properly respond to the needs of communities in post-disaster situations, accessibility continues to be a problem in Lao PDR with many villages in isolated and remote areas. This also prevents the fast movement of information regarding the status of disaster affected villages.

### **Core indicator 3**

*Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.*

Level of Progress achieved? 1

Minor progress with few signs of forward action in plans or policy.

**Key Questions and Means of Verification**

Are financial arrangements in place to deal with major disaster? Yes

<b>National contingency and calamity funds</b>	Yes
<b>The reduction of future risk is considered in the use of calamity funds</b>	No
<b>Insurance and reinsurance facilities</b>	No
<b>Catastrophe bonds and other capital market mechanisms</b>	No

**Provide description and constraints for the overall core indicator (not only the means of verification).**

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

As mentioned in previous sections, the Government has initiated the sustainable financing mechanism for disaster risk management by setting up the so called national state reserve for further financial stabilizing and drafting relevant regulations for disaster emergency funding. Many government agencies have been promoting DRR mainstreamed into mega infrastructure project. However, it is shown the lack of strong regulation enforced and there is relatively no much funding allocated beyond infrastructure with mainstreamed DRR.

Some few provinces have a considerably success on establishment of communal disaster management funds.

International linked Inter-Agency Coordination Group financial mechanism is probably a useful source for DRR financial and resource mobilization choice for the Lao PDR. However, legal and procedural barriers are still existed, especially the on the government site to request or the international site, especially the UN agencies, would provide on-time and sufficient assistances in to the country in emergency cases.

At the regional level, ASEAN Agreement on Disaster Management and Emergency Response (AADMER) is a regionally binding agreement between ten ASEAN Member Countries. The AHA Centre as ASEAN Coordinating body for Humanitarian Assistance and Disaster Monitoring. These international norms and institutions are the principals for Lao PDR for strengthening its local basis for accessing to regional

and neighboring assistances, accordingly.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

As mentioned above, clarity of procedures to access emergency funds remains the largest challenge for both the government and international community. There is no official process or procedure between the government and the UN to access emergency funds. In addition, it is unclear exactly how line ministries and localities can access funding from the national pot of money.

### Core indicator 4

*Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews.*

Level of Progress achieved? 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial.

#### Key Questions and Means of Verification

Has an agreed method and procedure been adopted to assess damage, loss and needs when disasters occur? No

<b>Damage and loss assessment methodologies and capacities available</b>	Yes
<b>Post-disaster need assessment methodologies</b>	No
<b>Post-disaster needs assessment methodologies include guidance on gender aspects</b>	No
<b>Identified and trained human resources</b>	Yes

**Provide description and constraints for the overall core indicator (not only the means of verification).**

Please describe some of the key contextual reasons for the country's ranking/ assessment for the indicated level of progress.

In Lao PDR, the IACP has a very active information management network that generally alerts partners of potential emergencies and collects information to distribute during and after an emergency event has occurred.

A Post Disaster Need Assessment (PDNA) is currently in the preliminary stage of development for Lao PDR, which is expected to be a significant tool for not only to evaluate monetary needs and losses after a disaster, but also the human impacts. This assessment tool will cover several functional sectors such as health, education, infrastructure, and agriculture with integration of gender sensitive and other vulnerable factors as appropriate. Additionally, damage and loss assessment focused on financial impact of disaster was also developed by the World Bank and the Ministry of Planning and Investment.

Provide an explanation of some of the key contextual reasons for the country's ranking assessment at the indicated level. In particular, highlight key challenges encountered by the country/ national authorities and partner agencies; and recommendations on how these can/ will be overcome in the future.

In order to ensure the new developed PDNA is effectively implemented, sufficient trainings must be in place for not only to the government officials, but also to the UN staff who will utilize this assessment tool. It is expected that the PDNA will be well accepted in the country and will create a new, cohesive way for the government and international partners to carry out assessments.

# Drivers of Progress

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## a) Multi-hazard integrated approach to disaster risk reduction and development

### Levels of Reliance

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Do studies/ reports/ atlases on multi-hazard analyses exist in the country/ for the sub region?: Yes

If yes, are these being applied to development planning/ informing policy?: Yes

Description (Please provide evidence of where, how and who)

Since the Lao PDR has evidentially seen an increasing number of hydro-met caused hazards during the last few decades as influenced from climate change, the country has gradually built its internal capacity and strengthened its institutions to cope with the needs. The latest significant improvement are to reorganizing the NDPPC and its Secretariat mandates from responsive approach to the more proactively preventive manner of disaster risks and spatial and data and information based planning and decision making.

As the county is one of the most rapid growing economy in the region with many factors are considerable fragile, there is a concern to ensure that development gained are not diminished by recurrent hazards.

Lao PDR has also been working for decades to reduce the impact of UXO, a unique hazard to the region, and has been working on public health awareness and education to reduce the possibility of epidemics. In this aspect, the government has been working with development partners to look at the risks and how they can be reduced. Still, the emphasis remains on mainly weather-related hazards, specially floods and droughts.

With the newly established DDMCC, Lao PDR has an opportunity to create a strong coordinating disaster department that looks not only at hydro/meteorological hazards, but also epidemics, industrial, biological, and other hazards that could impact the population as the country becomes more developed.

## **b) Gender perspectives on risk reduction and recovery adopted and institutionalized**

### Levels of Reliance

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Is gender disaggregated data available and being applied to decision-making for risk reduction and recovery activities?: Yes

Do gender concerns inform policy and programme conceptualisation and implementation in a meaningful and appropriate way?: Yes

Description (Please provide evidence of where, how and who)

Lao PDR prides itself on being a country where women are held in equal regard to men. While the current strategic plan on disaster management has not incorporated gender perspectives on disaster risk reduction and recovery, the National Disaster Management Plan (currently in draft) planning process will address issues and concerns of the country's most vulnerable groups including female populations.

The current drafting the disaster management law requires that the law is gender sensitive, so gender will be institutionalized in the country. However, at present, gender requirements are usually only stipulated in project documents.

Many provincial and district disaster prevention and control committees have a women's union representatives.

## **c) Capacities for risk reduction and recovery identified and strengthened**

### Levels of Reliance

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Do responsible designated agencies, institutions and offices at the local level have capacities for the enforcement of risk reduction regulations?: Yes

Are local institutions, village committees, communities, volunteers or urban resident welfare associations properly trained for response?: Yes

Description (Please provide evidence of where, how and who)

Nationwide capacity was undertaken through regional trainings of all key provincial staff and disaster data collection in the provinces is ongoing. Progress on building capacity for DRR and post disaster recovery has been ongoing throughout the reporting period.

The information management system has the capacity to strengthen the national, provincial, district and community disaster prevention and control committees, communities, as well as DDMCC itself in liaison with international development partners for DRR analysis and planning purposes although the operationalization of the system remains a challenge. The DisInventar (project completed 2011 and ready for use nationwide) DIMS tool is intended and has the capacity to provide a disaster risk information link among national and local DPCC secretariats through the collection, input and archiving of nationwide disaster related information, especially upon its locational and management transfer from the Department of Social Welfare to the DDMCC is taken place in sooner basis.

Various projects have been initiated under NAPA Framework to prepare and enhance capacity of rural farmers to adapt to changes in climate and associated natural hazards and UNDP/DDMCC ongoing CBDRR projects throughout the tenure of this HFA report serve to enhance the education, resilience and capacity to response at the community level.

## **d) Human security and social equity approaches integrated into disaster risk reduction and recovery activities**

Levels of Reliance

No/ little reliance: no acknowledgement of the issue in policy or practice; or, there is some acknowledgement but nothing/ little done to address it

Do programmes take account of socio-environmental risks to the most vulnerable and marginalised groups?: Yes

Are appropriate social protection measures / safety nets that safeguard against their specific socioeconomic and political vulnerabilities being adequately implemented?: Yes

Description (Please provide evidence of where, how and who)

N/A

## **e) Engagement and partnerships with non-governmental actors; civil society, private sector, amongst others, have been fostered at all levels**

Levels of Reliance

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Are there identified means and sources to convey local and community experience or traditional knowledge in disaster risk reduction?: Yes

If so, are they being integrated within local, sub-national and national disaster risk reduction plans and activities in a meaningful way?: Yes

Description (Please provide evidence of where, how and who)

More organizations, agencies, and groups are getting involved in DRR activities. For example, this year the government held International Day for Disaster Reduction/ASEAN Disaster Management Day. The event was held at the National University and many professors and university students attended. The event was co-chaired by the Ministry of Labor and Social Welfare and the Ministry of Natural Resources and Environment. The event was supported by UNDP, Save the Children, Oxfam, and the French Red Cross. This is one example of how the international community is working together with the government and other organizations; the government still relies on the financial and logistical support from the international community, but is also highly capable of bringing together various actors. The government also manages relationships with private corporations outside of the support from the international community. More could be done to integrate provincial and districts into the DRR process, but again, this is an area where set legal framework will benefit coordination in the future.

## **Contextual Drivers of Progress**

Levels of Reliance

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who)

As mentioned multiple times in above sections, capacity building is a major priority of Lao PDR given the new institution. Disaster management legal framework will also be a priority in the upcoming years to ensure there is clarity in roles and responsibilities amongst various actors and stakeholders.

# Future Outlook

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## Future Outlook Area 1

***The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.***

### Overall Challenges

The role and responsibilities of DDMCC as functioned as Secretariat for NDPCC need to be clarified. As DDMCC continues to grow, information management and information sharing will need to be more mainstreamed for plans and programming. Monitoring and evaluation for DRR also remains low in the country. The legal framework will help establish how the DDMCC will work in disaster management, putting an emphasis on risk reduction.

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### Future Outlook Statement

Continue to develop key legal and regulatory framework, long with more delegation on disaster management tasks to the lower level as appropriate, in order to ensure the effective and on-time disaster risk management arrangement and longer term resilient building.

## Future Outlook Area 2

***The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.***

### Overall Challenges

Community work is project driven; therefore, some communities are much more developed than others in terms of planning and capacity at the local level. This type of work will likely continue until budget is allocated from the central level to cover all communities.

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## Future Outlook Statement

Improvement of disaster risk prevention approaches one step forward along with humanitarian assistance and relief; centralization of DRR projects and activities form commonly systematic management arrangement, in line with national policies and strategies; improve DRR/M internal and international-linked coordination and collaboration for more systematic, consistent and on-time basis.

## Future Outlook Area 3

***The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.***

## Overall Challenges

Lao PDR does not have an effective early warning system at the local level. This poses one problem for preparedness. In addition, there is no emergency operations center to coordinate preparedness and response. Horizontal and vertical design of program needs to take place, not only reaching all sectors at each level, but ensuring various sectors are working together at all levels.

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## Future Outlook Statement

Enhancement of disaster data and information management and dissemination to support planning and implementation; development and improvement of EWSs; and setup the National Emergency Centers with appropriate linkages to sectoral EOCs and other relevant institutions.

# Stakeholders

*Organizations, departments, and institutions that have contributed to the report*

Organization	Organization type	Focal Point
Department of Disaster Management and Climate Change, Ministry of Natural Resources and Environment	Governments	Mr. Kaisorn Thanthathep, Mr. Souphasay Komany
Disaster Management Division, Ministry of Labor and Social Welfare	Governments	Mr. Padeumphone Sonthany, Mr. Vilaypong Sisomvang
Ministry of Education and Sport	Governments	Mr. Visay Phonekeo, Dr. Dalavone Kittipanh
Ministry of Health	Governments	Dr. Bounpheng Phoummalaisit, Dr. Daovilay Banchongphanit
Department of Mass Media, and Institute of Mass Media Ministry of Information and Culture	Governments	Mr. Somsavath Phongsa, Mr. Vannasin Simmavong, Mr Bounthan Kommathan
Ministry of Public Work and Transport	Governments	Mr. Sompang Sirisack
Ministry of Public Security	Governments	Mr. Soulisak Simmanotay
Ministry of Planning and Investment	Governments	Mr. Oula Somchanmavong
Lao Youth Union	Governments	Mr. Somsanouk PhongSisattanak, Mr. Phetsomphone Thammavong
Ministry of National Defense	Governments	Lt.Col Patthana Bouttichak
Office of the Government	Governments	Mr. Bountheung Chanthabouly, Mr. Chantha Keovongxay
Department of State Reserve,	Governments	Ms. Chitpasong

Ministry of Finance		Phommachanh, Mr. Khamthong Ounnakham
Ministry of Foreign Affairs	Governments	Mr. Daovy Vongxay
Ministry of Agriculture and Forestry	Governments	Mr. Maikong Phonphommavong, Mr. Khamliene Nolasing
Lao Red Cross	Governments	Mr. Bounyong Phommachak, Mr. Khammi
United Nations Development Programme (UNDP)	UN & International Organizations	N/A
United Nations Resident Coordinator's Office (UNRCO)	UN & International Organizations	N/A
World Food Programme (WFP)	UN & International Organizations	N/A
United Nation's Childrens Fund (UNICEF)	UN & International Organizations	N/A
International Organization for Migration (IOM)	UN & International Organizations	N/A
UN-Habitat	UN & International Organizations	N/A
French Red Cross	Non-Governmental Organizations	N/A
Save the Children	Non-Governmental Organizations	N/A
German-Lao Agency for Development	Regional Intergovernmental Organizations	N/A
Oxfam	Non-Governmental Organizations	N/A
University of Bern Center for Environment and Development	Academic & Research Institutions	N/A
Asian Disaster Preparedness Center	Non-Governmental Organizations	N/A
Asian Development Bank	Networks & Others	N/A

World Bank

Networks & Others N/A

Norwegian Church Aid

Non-Governmental  
Organizations

N/A