



International Strategy for
Disaster Reduction

Lao People's Democratic Republic

National Progress Report on the Implementation of Hyogo Framework for Action (2011-2013) - interim - Interim

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Section 2: Strategic goals

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:

The Strategic Plan on Disaster Risk Management which corresponds to three different periods (2003-2005, 2005-2010 and 2010 - 2020) seeks to reduce damages caused by natural or manmade disasters to communities and the country's economy as a whole and safeguard sustainable development. The Strategic Paper aims to promote the protection of the environment and country's rich resources such as forest, land and water.

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:

The Strategic Plan on Disaster Risk Management seeks to shift disaster management being the solo responsibility of government agencies to being people centered practice. The Strategic Plan calls for community based disaster management approaches and building capacities of communities to deal with disasters. The Strategic Plan aims to improve coordination between communities and governments at different levels and to strengthen community's self-reliance.

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:

The Strategic Plan on Disaster Risk Management seeks to shift the focus of government organizations from disaster relief to disaster preparedness and mitigation so as to reduce disaster impacts on communities and their economy. Emphasis is placed on flood, drought, landslide and fire and continuous efforts are made for mitigation and recovery in post disaster period.

Section 3: Priority for Action 1

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

Priority for Action 1: 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
> Strategic Plan On Disaster Risk Management in Lao PDR 2020,2010 and action plan (2003-2005) (2003) http://www.preventionweb.net/applications/hfa-national/files/15958_strategicplanondisasterriskmanageme.pdf [PDF 130.60 KB]	
Sector strategies and plans	Yes
> NDMO/ADPC Operationalizing Strategic Plan for Disaster Management in Lao PDR (2010-2012) (2010) http://www.preventionweb.net/applications/hfa-national/files/15958_adpcndmooperationalizingstrategicpl.pdf [PDF 157.39 KB] > national Bio diversity Strategy to 2020 (2004) http://www.preventionweb.net/applications/hfa-national/files/15958_nationalbidodiversitystrategyto2020.pdf [PDF 499.56 KB]	
Climate change policy and strategy	Yes
> NAPA (2009) http://www.preventionweb.net/applications/hfa-national/files/15958_napaframework[6].pdf [PDF 2.12 MB]	
Poverty reduction strategy papers	No
CCA/ UNDAF (Common Country Assessment/ UN Development Assistance Framework)	No
Civil defence policy, strategy and contingency planning	No

* Have legislative and/or regulatory provisions been made for managing disaster risk? Yes

Description:

• The national policy on DRR was initiated in 1999 under the landmark of Prime Minister Decree 158. Under this decree, the country established a DM Committee included its secretariat known NDMO as an apex body for DRM from the national down to local and

community levels. The new Prime Minister's decree N 373/PM in 2011 renamed NDMC to National Disaster Prevention and Control Committee (NDPCC), which is now chaired by a Deputy Prime Minister, Minister of National Defense. The NDPCC has the overall responsibility of coordination and cooperation on disaster preparedness, mitigation, emergency response and recovery issues.

- The Prime Minister decree on DRM has been developed and is expected to be approved by end of 2012. This decree clearly defines roles and responsibilities of disaster prevention and control committees in charge of disaster risk management at all levels.
- DRR has been integrated into the current 7th National Social Economic Development Plan for 2011-2015 to ensure every step of the development and investment process are protected against natural disasters and not to create any new vulnerability and hazards.
- The Urban Planning Law is currently being revised to incorporate DRR. A strategy note and guidelines on DRR mainstreaming into urban planning process have been developed to ensure all urban development activities are safe from potential natural disasters and do not induce new vulnerability to hazards. The guidelines on DRR mainstreaming into urban planning are a DRR supplement to the existing Urban Planning Manual.
- A strategy note and guideline on DRR mainstreaming into development process have been developed to provide strategic direction and tool for DRR mainstreaming for the sectors.
- DRR was gradually integrated into poverty reduction, gender and the livelihood enhancement activities. A certain number of DRR projects were included in the provincial investment plans and are implemented with active participation of communities.

Context & Constraints:

- Many key sectors still do not understand well about DRR framework, concept, approach, mechanism and its links to their sector's works, which causes delay in development DRM policy and legislation and in DRR mainstreaming in development activities;
- There is a need to build capabilities of and conduct advocacy for policy makers in the government, both at national and local level on disaster risk management;
- The resources, both financial and human, and insufficient mechanisms and capacities are still the main constraints of the country to implement DRM policies and plans.

Supporting document:

- > PM Issues order on severe weather response- Vientiane Times July 15 2010 (2010)
http://www.preventionweb.net/files/15958_vientianetimesjuly152010pmissuesord.doc [DOC 34.00 KB]
- > Ministry of Social Welfare Decree on Assignment of NDMC Roles and Responsibilities (2000)
http://www.preventionweb.net/files/15958_ministryofsocialwelfaredecreeonndmc.pdf [PDF 121.77 KB]
- > PM Decree on Establishment of National Disaster Management Committee (1999)
http://www.preventionweb.net/files/15958_ndmcpmdecre.pdf [PDF 85.26 KB]
- > ADPC Achievements in the implementation of Disaster Risk Management Activities in the Lao PDR (2011) http://www.preventionweb.net/files/15958_adpcachievementsinlaopdr.doc [DOC 68.00 KB]
- > Mekong River Commission Climate Change and Adaptation Initiative (2009)
http://www.preventionweb.net/files/15958_ccaiframeworkdocumentextraction09.pdf [PDF 568.28 KB]
- > UNDAF review (2009)
http://www.preventionweb.net/files/15958_undafannualreview2008nov091.doc [DOC 609.00 KB]
- > Legal Preparedness Study for Responding to Disasters and Communicable Disease Emergencies in Laos-IFRC/FRC (2010) http://www.preventionweb.net/files/15958_idrllaos.doc [DOC 1.44 MB]

Priority for Action 1: 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: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification:

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

National budget - Risk reduction / prevention (%)	0
National budget - Relief and reconstruction (%)	0
Decentralised / sub-national budget - Risk reduction / prevention (%)	0
Decentralised / sub-national budget - Relief and reconstruction (%)	0
USD allocated to hazard proofing sectoral development investments (e.g transport, agriculture, infrastructure)	0

Description:

- The government has increased the budget for DRM activities if compared from the previous years because natural disaster frequently occurred and caused severe damages to social-economic sectors in the country. In 2011 due to the flood caused by Typhoon Haima and Nokten, the Government rapidly provided 350 million kips for emergency relief assistance to the victims and allocated 4 billion kips for recovery and relief assistance. Annually, the Ministry of Labour and Social Welfare also allocated more than 50 million kips for disaster preparedness activities and around 1,2 billion kips for disaster emergency relief assistance.
- The Government has approved the setting up of a Disaster Prevention Fund, for which a Decree is under development.
- There is also financial contribution and technical assistance from internal and external funding mainly from the citizens of Laos, donors (Japan, AusAid, DIPECHO, GFDRR), other development partners (UN agencies, World Bank, BW) and INGOs such as SCI, WV, Care International, Oxfam, IFRC, ADPC, etc.
- The existing environmental protection fund is being modified to integrate CCA fund
- Key line ministries and the Lao Red Cross allocate annual budget for disaster management activities. For example, the Ministry of Agriculture and Forestry (MoAF) allocates budget for fixing flood protection gates, emergency rice seeds, fish fingerlings, animal stock, etc. The Ministry of Health prepares budget for medical kits and first aid mobile teams, etc. The Lao Red Cross has regularly allocated budget and resources for relief items ready before hazard event.

Context & Constraints:

- The large part of funding from the Government is for recovery purposes, much less is provided for risk reduction;
- There is no policy to look over these issues.
- Resources provided through international organizations and donors are not sufficient to

carry out DRM/DRR in the whole country and the NDMO requires financial commitment from the Lao Government to enhance its effectiveness in assisting the country build its capacities in disaster prevention, mitigation, preparedness, response and recovery from national through to the provincial/district/village levels.

- In addition, the 7th NSEDP addresses key areas of DRR/DRM to be enhanced and implemented throughout the period 2011-15 without specific internal resource allocation and persist to hinder disaster risk reduction plans and activities at all administrative levels.

Priority for Action 1: 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?
-- not complete --

Legislation (Is there a specific legislation for local governments with a mandate for DRR?)	No
Regular budget allocations for DRR to local government	No
Estimated % of local budget allocation assigned to DRR	0

Description:

- Under the recovery project funded by Government, the local authorities have received funds to implement recovery projects as well as relief assistance activities.
- There is currently no regular budget allocation for DRR and recovery at the local level although community participation is ensured through District Disaster Prevention and Control Committee (DDPCC) and Village DPCC under NDPCC structure. VDPCC through DDPCC and PDPCC are main frontline actors for disaster preparedness, response, and recovery.
- Certain number of DRR projects under the provincial DRR Action plans have been included in the provincial investment plans of Saravanh, Sekong and Attapeu provinces.
- Majority of DRM/DRR projects under external funding through development partners in collaboration with NDMO have been implemented at the local and community levels. Regarding the project implementing approaches, the local authorities already play a key role in response and project implementation with a wide community involvement.
- The capacity of local disaster management institutions as well as communities have been strengthened through the process of planning and implementation of DRR plans of INGO and international organizations' individual and joint initiatives. Moreover, the programs have been implemented in conjunction with disaster prevention and control committees at the provincial, district, village levels through technical, finding and resource assistance of INGO/NGO community.
- DRR capacities at provincial and community levels have been expanded to other provinces, e.g., Vientiane, Xienghouang and Bokeo provinces). In some provinces (e.g. Sayaboury) the PDPCC has already set up a provincial disaster emergency fund and the use of this fund has

been part of the emergency response and rehabilitation effort in past disasters.

- Through the implementation of various DRM projects funded by donors and developments partners, local authorities at village, district and provincial levels have been actively participating in DRM activities. The DRR capacities were built through learning by doing process and the knowledge and experiences were expanded into other areas, through exchange of visit e.g. the members of PDPCCs and DDPCCs of the southern provinces had visited Khammouane and Sayaboury provinces. Sayaboury's PDPCC and Xienghone's DDPCC have conducted training for Bolikhamxay province in DRR planning, etc.

Context & Constraints:

- There is currently very little government budget allocation for DRR at the local level. As a result local participation is limited.
- Appropriate budget allocation would be possible when the sectors understand that the need for protecting development gains. Mainstreaming issue has been introduced in recent years and generally there is still lack of understanding of DRR integration into development at all levels.
- The DRM/DRR funded projects have covered some provinces that prone to flood disasters, and still less project support to other disaster prone provinces such as wind storm, drought and etc... This has manifested in a weak NDPC structure at the local level with few provinces having received funds to build their total capacity on DRR and many districts which are prone to other hazards such as earthquake and cyclone having insufficient DRR prevention and response capacity.

Supporting document:

> Prime Ministers Decree on Establishment of National Disaster Management Committee (1999)
[http://www.preventionweb.net/files/15958_ndmcpmdecree\[1\].pdf](http://www.preventionweb.net/files/15958_ndmcpmdecree[1].pdf) [PDF 85.26 KB]

Priority for Action 1: 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? -- not complete --

civil society members (specify absolute number)	0
national finance and planning institutions (specify absolute number)	0
sectoral organisations (specify absolute number)	0
private sector (specify absolute number)	0
science and academic institutions (specify absolute number)	0
women's organisations participating in national platform (specify	0

absolute number)	
other (please specify)	
* Where is the coordinating lead institution for disaster risk reduction located?	
In the Prime Minister's/President's Office	No
In a central planning and/or coordinating unit	No
In a civil protection department	No
In an environmental planning ministry	No
In the Ministry of Finance	No
Other (Please specify)	

Description:

- The new Prime Minister Decree No. 373/PM, dated 21/10/2011 on re-establishment of National Disaster Prevention and Control Committee as well as the DRM decree and NDRMP will be a solid foundation for the establishment of a good and functioning multi-sectoral platform in the country.
- The DRM Decree has clearly outlined the need for such platform and the NDRMP has also set out activities for the set up of the national platform
- As one of the key members of the NDPCC, the Ministry of Natural Resources and Environment (MoNRE) has been mandated to play important role in DRM.
- The inter-agency coordination mechanism has been built under the Inter-Agency Standing Committee (IASC), which comprises of Government within the NDPCC led by the Secretariat of NDPCC and development partners such as UN agencies, donors and INGOs. The IASC is led by the government under support by UNDP as co-chair. The IASC is more coordinate and cooperation in term of disaster preparedness and emergency response. In order to give effective support to the government in responding to emergency disaster, the IASC Contingency Plan has been developed and take into action as the interim during the rainy season this year.
- The establishment of National Multi-stakeholder Platform on DRR in the country has been discussed among NDMO and UNISDR and UNORC in the country, and it's now in the process.

Context & Constraints:

NDMO's capacity in terms of financial and technical support is a major constraint in establishment and further management of a Multi-sectoral National Platform on DRR, as well as the understanding of the functionality and the benefits of this platform, make delay in the establishment; however, NDMO need to quickly act as key player and be more pro-active in advocating this approach to the partners and to the LAO-PDR government for establishment and better functioning of the platform.

No DRR networking with Local Civil Society Organizations (CSOs). Very few CSOs have so far been working in the areas of DRR. Better outreach to local communities can substantially be achieved with the participation of the CSOs, along with the INGOs.

Supporting document:

> Ministry of Labour and Social Welfare Decree on Assignment of NDMC Roles and Responsibilities

(2000) [http://www.preventionweb.net/files/15958_ministryofsocialwelfaredecreeonndmc\[1\].pdf](http://www.preventionweb.net/files/15958_ministryofsocialwelfaredecreeonndmc[1].pdf) [PDF
121.77 KB]

Section 4: Priority for Action 2

Identify, assess and monitor disaster risks and enhance early warning

Priority for Action 2: 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: 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 national multi-hazard risk assessment with a common methodology available to inform planning and development decisions? Yes

Multi-hazard risk assessment	Yes
> ADPC/NDMO/UNDP Lao PDR Vulnerability Assessment 2010 (2010) http://www.preventionweb.net/applications/hfa-national/files/15958_adpcndmoundpvulnerabilityandassessm[1].pdf [PDF 8.25 MB]	
> ADPC/NDMO/UNDP Lao PDR Hazard Assessment 2010 (2010) http://www.preventionweb.net/applications/hfa-national/files/15958_adpcndmoundpvulnerabilityandassessm.pdf [PDF 8.25 MB]	
% of schools and hospitals assessed	No available assessment
schools not safe from disasters (specify absolute number)	No available assessment
Gender disaggregated vulnerability and capacity assessments	No
Agreed national standards for multi hazard risk assessments	No
Risk assessment held by a central repository (lead institution)	No
Common format for risk assessment	No
Risk assessment format customised by user	No
Is future/probable risk assessed?	No
Please list the sectors that have already used disaster risk assessment as a precondition for sectoral development planning and programming.	-- not complete --

Description:

A joint project undertaken by Asia Disaster Preparedness Centre (ADPC) and the NDMO, funded by UNDP in 2010, undertook a comprehensive country level multi-hazard risk

assessment using NDMO provided data resulting in hazard and risk mapping and assessments for the entire country. Local level assessments, planning and implementation of DRR initiatives can now be achieved by the NDMC/NDMO and line ministries throughout the provinces through utilisation of the tools developed, although resources available to the NDMO and provincial authorities remains a constraint in this area and until addressed this achievement will not be utilized to its maximum capacity and assessments at the village level will require further commitment using these tools

Shortcomings of Community Based Disaster Risk reduction (CBDRR) are also being addressed by INGOs through such initiatives as the Hazard Vulnerability and Capacity tool currently being utilised locally at the village level by the ADPC, French Red Cross, in partnership with NGO partners such as Lao Red Cross and with cooperation from the NDMO. This practice needs to be implemented as widely as possible.

Similarly Mekong River Commission (MRC) DRR office in Cambodia has conducted several Flood Vulnerability Assessment and Mapping Projects relating to Mekong DRR/DRM in Laos, Cambodia, Thailand and Vietnam. The projects were supported by the funding of several International Governments over the period 2004-2010, included local provincial authorities and populations and are intended to provide flood vulnerability indices to better manage flood and drought impacts in the Lower Mekong Basin and are available on line at <http://www.drrprojects.net/>.

Context & Constraints:

Constraints:

Resources and funding to the NDMO and line ministries is a priority to ensure that the hazard and risk mapping assessment tools are continuously utilized annually.

The Way Forward:

Inclusion of specific funding, information technology and human capacity for NDMO hazard mapping and risk assessment continuity from National through to District levels, including CBDRR initiatives. Ensure the NDMO hazard mapping and risk assessment tool is available and encourage utilisation by all DRR contributing organisations. The NDMO should now move their efforts from risk analysis to risk treatment in an effort to implement appropriate response in times of disaster.

Supporting document:

> ADPC/MoE/NDMO/MAINSTREAMING OF DISASTER RISK REDUCTION IN THE EDUCATION SECTOR IN THE LAO PDR (2008)

http://www.preventionweb.net/files/15958_adpcmoendmomainstreamingofdisasterr.pdf [PDF 2.96 MB]

> Ministry of Education School Construction Guidelines_Lao PDR-2009 (2009)

http://www.preventionweb.net/files/15958_schoolconstructionguidelineslaopdr2.pdf [PDF 7.64 MB]

> MRC Structural Measures and Flood Proofing (FMMP) report project synopsis report (2010)

http://www.preventionweb.net/files/15958_mrcstructuralmeasuresandfloodproofi.pdf [PDF 54.54 KB]

> MRC Risk Assess Trans Boundaries MRC 2004-10 project synopsis report (2010)

http://www.preventionweb.net/files/15958_mrcriskassesstransboundariesmrc2004.pdf [PDF 56.91 KB]

> MRC Flood Management and Mitigation Programme (FMMP) project synopsis report 2 (2010)

[http://www.preventionweb.net/files/15958_mrcfloodmanagementandmitigationprog\[2\].pdf](http://www.preventionweb.net/files/15958_mrcfloodmanagementandmitigationprog[2].pdf) [PDF 56.71 KB]

> MRC Flood Management and Mitigation Programme (FMMP) project synopsis report (2010)

[http://www.preventionweb.net/files/15958_mrcfloodmanagementandmitigationprog\[1\].pdf](http://www.preventionweb.net/files/15958_mrcfloodmanagementandmitigationprog[1].pdf) [PDF

56.94 KB]

> MRC Flood Management and Mitigation Programme (FMMP) project synopsis report (2010)
http://www.preventionweb.net/files/15958_mrcfloodmanagementandmitigationprog.pdf [PDF 56.94 KB]

> MRC Establishment of the Regional Flood Management and Mitigation Center (FMMP) project synopsis report (2010)
http://www.preventionweb.net/files/15958_mrceestablishmentoftheregionalfloodm.pdf [PDF 54.86 KB]

Related links:

> Disaster Risk Reduction Projects and Information Asia & the Pacific <http://www.drrprojects.net/>

Priority for Action 2: Core Indicator 2

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

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:

* Are disaster losses and hazards systematically reported, monitored and analyzed? No

Disaster loss databases exist and are regularly updated	Yes
Reports generated and used in planning by finance, planning and sectoral line ministries (from the disaster databases/ information systems)	No
Hazards are consistently monitored across localities and territorial boundaries	No

Description:

The Department of Meteorology and Hydrology within the Water Resources and Environment Administration (WREA) is responsible for data collection of hydro meteorological, weather and earthquake data. It is also in charge of flood and weather forecasting and dissemination. Lao PDR has a nation wide hydro meteorological network that would benefit from being upgraded. Key stations are being improved with support from the MRC Secretariat (MRCS) through the Appropriate Hydrological Network Improvement Project (AHNIP) and the Mekong Hydrological Cycle Observing System (Mekong HYCOS).

The National Disaster Management Office (NDMO) has been implementing two projects under the thematic area of risk assessment and disaster information management. Those are

- Establishment of Disaster Information Management System (EDIS) Project of LANGOCA Program
- Development of National Risk Profile Project under the project cooperation with UNDP

The EDIS project is being implemented under the Laos Australia NGO Cooperation

Agreement (LANGOCA) by NDMO, ADPC and Save the Children Australia. The project is built on web based system (DisInventar) previously tested in Sayaboury province under a pilot project implemented in 2008 - 2009. This Disaster Information Management System was proven effective in Sayaboury province and commenced implementation at national level in 2010.

ADPC have trained the NDMO and key office from line ministries concerned who in turn will train PDMC and DDMC staffs for gathering and inputting of information to the data base thus allowing potentially for a comprehensive nation wide DRR/DRM information data base and will provide particularly useful for NDMO historical collections on information, such as flood data dating from 1966 held although the Lao government will need to dedicate resources to this project to ensure data is gathered and input in a timely manner to produce the maximum benefit.

IASC uses the cluster approach to collect data and manage information and although initiatives are ongoing, no comprehensive data gathering, collating and storage system is in place to date. The vast majority of International organizations and INGOs in Lao PDR collect hazard and disaster related data to assist with individual programmes and projects, with some advanced GIS programs being utilised at the district levels to assist communities with mapping, although there is no uniform or consistent and comprehensive reporting system available.

Context & Constraints:

Constraints:

Different information systems are available in different organizations and although initiatives are made to share information through the IASC and NGO `disaster `management Group the majority of data collected is for individual organization and INGO project purposes and more coordination on sharing information amongst the stakeholders in the country needs to take place. While the DisInventar web based data system could be the answer to the collection and access to historical and contemporary disaster information, the NDMO lacks the human and information technology capacities to meet the requirements to put the system into place to allow for a comprehensive national monitoring and dissemination of hazard and vulnerability information data base. Furthermore cooperation should be fostered between WREA and NDMO as well as among other line ministries concerned to ensure all relevant disaster data is recorded on DisInventar.

The Way Forward

Provision of resources to the NDMO to fund personnel and information technology dedicated resources to the DisInventar database would assist the Lao government in its DRR/DRM efforts. Liaison between WREA & NDMO and other line ministries relating to availability and subsequent input of historical and contemporary disaster related data provides a planning tool that is imperative to the enabling of all government departments planning and budgetary purposes. Furthermore, while this information collection and management tool is a government owned initiative, a coordination mechanism for data sharing can be useful way for word so that respective data sources can be organized and capitalized to their maximum potential.

Supporting document:

> MRC Establishment of the Regional Flood Management and Mitigation Center (FMMP) (2010)
[http://www.preventionweb.net/files/15958_mrceestablishmentoftheregionalfloodm\[1\].pdf](http://www.preventionweb.net/files/15958_mrceestablishmentoftheregionalfloodm[1].pdf) [PDF 54.86 KB]

> NDMO/LANGOCA/ADPC DisInventar Project 2010 (2010)
http://www.preventionweb.net/files/15958_adpc2010workshopedmislaorisk2010.pdf [PDF 299.52

KB]

Related links:

> Mekong River Commission <http://www.mrcmekong.org/>

Priority for Action 2: 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? Yes

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

Description:

The principal agency for generating and disseminating early warning information to the NDMO and to other pertinent departments is the Department of Meteorology and Hydrology (DMH), a department within the Water Resources & Environment Agency (WREA). The DMH provides flood forecasting along the Mekong mainstream and main tributaries during the monsoon season from June to October each year and DMH provides daily weather information through mass media television and radio.

The NDMO is responsible for further dissemination of information to DM committees at local levels (PDMCs and DDMC), usually undertaken via fax and telephone, in order to take appropriate contingency action, further disseminating early warnings to VDPU's and all communities at risk. The early warning information consists of weather forecast (rainfalls, storms, typhoons) and information on water levels along the main river and tributaries. Information is also available at their website <http://dmhlao.etlao.com>

Funded by the Global Facility for Disaster Risk Reduction (GFDRR), the World Bank and ADPC provide technical assistance for a ground breaking initiative in "The Global Facility for Disaster Risk Reduction Operationalizing Strategic Plan for Disaster Management and Institutional strengthening on Disaster Management in Lao PDR Project" which aims to to strengthen the capacity of the Department of Meteorology & Hydrology (DMH) on EWS, which will include the framework for an operational EWS, EW model, EWS communication guidelines and standard operating procedures amongst DMH, NDMO, PDMC DDMC and VDPU. This project was committed to in 2009 although has only just now (2011) commenced.

Through project cooperation between NDMO and INGO partners over the reporting period,

Community Based DRR/DRM projects have also developed community based EWS such as radio stations, setting up river monitoring equipment (flood marks) and assignment of monitoring and reporting responsibilities amongst the local populations. In addition, village disaster risk maps are produced (See FRC GIS capacity and new ADPC/NDMO/UNDP Hazard mapping) and held at VDPUs. The disaster risk maps contains information on disaster prone areas within the village, evacuation routes, etc. Although monitoring equipment had been provided in several villages as a result of past projects, the maintenance of the equipment requires dedicated resources, therefore in some villages monitoring equipments are not functional and the VDPUs depends on their traditional/local knowledge for generating early warning information to the local population.

In 2009 UNDP/NDMO/MHD undertook the National Adaptation Programme Of Action To Climate Change (NAPA) project with plans to establish an early warning system for priority flood prone areas in Laos aiming to also improve and expand meteorology, hydrological networks and weather monitoring systems. The project implements in 4 provinces- Luang Namtha, Khammoune, Savannkhet and Attapeu. Once successfully implemented in the four provinces it is the intention to undertake the same project nation wide which would greatly assist the resource issues faced by communities undertaking DRR initiatives, although monitoring and evaluation, high costs associated with the maintenance of equipment, and lack of human resources and high costs associated with system maintenance are seen also as a constraint to the nation wide implementation of the NAPA early warning system.

Context & Constraints:

Constraints;

Dissemination of early warning system is big challenge for the Disaster Management Authorities in LAO-PDR, due to poor ICT / transportation infrastructure, sporadic settlement of populations inaccessible and rugged terrain. Due to the frequent occurrence of flood, DMH has placed more emphasis on flood warning when compared to other disaster risks in the country.

The Way Forward

Adequate funding to ensure the NDMO/MHD implementation of NAPA throughout the country and ongoing maintenance and monitoring. The WB/ADB initiative to enhance the MHD EWS capacity once implemented will be a major enhancement on the current ad hoc systems in place and has the potential to increase early response and in turn enhanced DRR in the country for the entire population.

The GFDRR project, once implemented by WB and ADPC will serve to assist the DRR at every level in Laos and should solve current issues experienced with EWS nation wide.

Supporting document:

> NAPA (2009) http://www.preventionweb.net/files/15958_napaframework.pdf [PDF 2.12 MB]

> ADPC/NDMO Operationalizing Strategic Plan for Disaster Management in Lao PDR (2010-2012) (2010) [http://www.preventionweb.net/files/15958_adpcndmooperationalizingstrategicpl\[1\].pdf](http://www.preventionweb.net/files/15958_adpcndmooperationalizingstrategicpl[1].pdf) [PDF 157.39 KB]

Priority for Action 2: 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

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

Description:

LAO-PDR is member of ASEAN and has also ratified the ASEAN Agreement on Disaster Management and Emergency Response. Under the agreement all ASEAN countries have agreed to cooperate in developing and implementing measures to reduce disaster losses including identification of disaster risk, development of monitoring assessment and early warning systems, standby arrangements for disaster relief and emergency response, exchange of information and technology and the provision of mutual assistance. According to the agreement, each member country will take appropriate measures to identify disaster risks in its respective territories, among others and ensure that its National Focal Point, at agreed regular intervals, communicates information to the ASEAN Coordinating centre for Humanitarian Assistance on Disaster Management, (AHA Centre). The AHA centre receives and consolidates data on recommendations of risk as analysed by a member nations National Focal Points and further disseminates to each ASEAN member country through respective National Focal Points.

NDMO is working in close collaboration with MRC's Flood Management and Mitigation Programme (FMMP) under the MRC Flood Management and Mitigation Strategy, prepared after the 2000 flood in the Lower Mekong basin. The objective of FMMP is to prevent, minimize or mitigate people's suffering and economic losses caused by floods while preserving the environmental benefits of floods and trans boundary flood management is amongst the MRC objectives. See attached report - MRC Strategic direction for integrated flood risk management in the Mekong Delta trans boundary area and MRC Best Practice Guidelines for Flood Risk Assessment- including trans boundary Flood Hazard Mapping 2009

Context & Constraints:

Constraints:

Although Lao PDR has ratified the ASEAN Agreement on Disaster Management and Emergency Response, there are many foreseeable challenges with implementation, particularly resources both human and financial and capability remains the constraints

The Way Forward:

Adequate resources need to be dedicated to ensure both the ASEAN Agreement on Disaster

Management and Emergency Response and the MRC's Flood Management and Mitigation Programme receive the information and analysis required from Laos to ensure this regional initiative is a collection of comprehensive data from all member nations

Supporting document:

> MRC Best Practice Guidelines for Flood Risk Assessment- including trans boundary Flood Hazard Mapping 2009 (2009)

http://www.preventionweb.net/files/15958_mrcbestpracticseguidelinesforfloodri.pdf [PDF 5.03 MB]

> MRC Strategic direction for integrated flood risk management in the Mekong delta trans boundary area (2009) http://www.preventionweb.net/files/15958_mrcstrategicdirectionforintegratedf.pdf [PDF 4.12 MB]

> MRC Risk Assess Trans Boundaries MRC 2004-10 - project document (2010)

[http://www.preventionweb.net/files/15958_mrcriskassesstransboundariesmrc2004\[1\].pdf](http://www.preventionweb.net/files/15958_mrcriskassesstransboundariesmrc2004[1].pdf) [PDF 56.91 KB]

Related links:

> Mekong River Commission Water Level Monitoring <http://ffw.mrcmekong.org/>

> Mekong River Commission <http://www.mrcmekong.org/>

Section 5: Priority for Action 3

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

Priority for Action 3: 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: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification:

* Is there a national disaster information system publicly available? No

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

Description:

ADPC have trained the NDMO who in turn will train PDMC staff for gathering and inputting of information to the data base thus allowing potentially for a comprehensive nation wide DRR/DRM information data base and will provide particularly useful for NDMO historical collections on information, such as flood data dating from 1966 held although the Lao government will need to dedicate resources to this project to ensure data is gathered and input in a timely manner to produce the maximum benefit. National and provincial training on incident reporting is being undertaken throughout 2011. The outputs of the training would be a guideline on incident reporting. The information system is also intended for public access (view only) access by June 2011 when the project ends.

Other stakeholders (International organisations, INGOs) within the country utilise organisational centric Information Management Systems on DRR/DRM and share information with other stakeholders in the country through the IASC and INGO Disaster Management Working Group while provision of DRR information to the public is undertaken via individual organisational websites.

A public access web based Disaster Risk Reduction (DRR) Portal for the Asia Pacific also exists (<http://www.drrprojects.net/drrp/drrpp/home>) which aims to share information on DRR on a regional level, collectively identify gaps, improve planning and programming on DRR through improving cooperation on the implementation of DRR. Presently this web site is represented locally through the United Nations, IFRC, MRC, IUCN and ADPC regional offices and has the potential for utilization by all DRR organisational practitioners on a regional level to reflect ongoing initiatives and outcomes in Lao PDR thus allowing for ease of information

sharing.

Context & Constraints:

Constraints:

Though the DisInventar Information Management System project roll out is almost complete with training having been undertaken at NDMO level for ongoing training to PDMC/DDMC NDMO, the resources and funding required for technical and manpower to ensure the currency and continuation of the system are paramount to its success for use in DRR planning and preparedness.

The system is currently utilised for NDMO/government internal purposes solely.

The Way Forward

With the provision of adequate resources the NDMO has the potential to access information nationwide through PDMC and DDMC collection and reporting efforts. NDMO could further collect and utilise information gathered from all DRR stakeholders in Laos to further their efforts in DRR planning and response utilising the DisInventar system as many INGOs currently utilise their own individual organisational collection methods within the provinces to enhance organisational DRR efforts. Furthermore, the Disaster Risk Reduction (DRR) Portal for the Asia Pacific could be utilised by all DRR organisational practitioners through their regional offices to ensure currency of information availability to all involved in the DRR process in Lao PDR. These initiatives could be introduced at the IASC and INGO Disaster Management Working Group and if adequate resources are allocated to ensure a collective input from the communities through to National level, adequate information collection, management and dissemination to all stakeholders and the public could be achieved.

Supporting document:

> ADPC DisInventar report (2010)

[http://www.preventionweb.net/files/15958_adpc2010workshopedmislaorisk2010\[1\].pdf](http://www.preventionweb.net/files/15958_adpc2010workshopedmislaorisk2010[1].pdf) [PDF 299.52 KB]

Related links:

> Disaster Risk Reduction Projects for Asia and the Pacific

<http://www.drrprojects.net/drrp/drrpp/home>

Priority for Action 3: Core Indicator 2

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

Level of Progress achieved: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification:

* Is DRR included in the national educational curriculum? Yes

primary school curriculum	Yes
secondary school curriculum	No
university curriculum	No

Description:

As part of the Regional Consultative Committee on Mainstreaming Disaster Risk Reduction (RCC MDRD) program, Lao PDR expressed their interest to take up Priority Implementation Partnerships (PIP) to mainstream DRR in the education sector (MDRD Education) by integrating DRR modules into the education curriculum. The MDRD Education project consists of four main activities:

- 1) Initiating mainstreaming of DRR into secondary school curriculum
- 2) Study on impacts of disasters on education sector
- 3) Advocacy workshop on mainstreaming DRR into education sector
- 4) Stakeholder consultation as follow up to the advocacy workshop.

Initially DRR mainstreaming into school curricula has been done in 8 provinces namely: Vientiane Capital, Khammouan, Borikhamxay, Saravan, Attapue, Sekong and Xayaboury , to provide valuable national mainstreaming examples to build support for further mainstreaming of disaster risk reduction into development policy and planning. Government has planned to extend the mainstreaming of DRR in school curricula in rest of the province before the end of 2010. Teacher training and Training of Trainers (TOT) have been provided in 3 target provinces, such as Vientiane Capital, Khammouan and Borikhamxay, including the teaching of the module in selected schools and evaluations were made. In Attapue, Saravan and Sekong, TOT has been carried out but no evaluation has been made yet. Furthermore, teachers in Borikhamxay, Xayaboury and Luang Prabang have been trained on basic knowledge related to disaster response.

ADPC and Save the Children Australia (SCA) entered into a consortium for the Laos Australia NGO Cooperation Agreement (LANGOCA) in the theme area, "Reduce the Impact of Natural Disasters". ADPC acted as the technical resource to support SCA in the implementation of DRR activities in their delivery of "Disaster Risk Education for Children" (DREC) in Sayaboury District from July 2007 until Dec 2009. The DREC was implemented to address the need for improving community awareness on disaster management and provide the mechanism for targeting some of the most vulnerable groups in Sayaboury District. Awareness raising activities on disasters and risks and child-led mitigation activities were conducted with children in schools such as a forming of Disaster Risk Reduction (DRR) child clubs and conducting a range of community-level DRR campaigns and advocacy activities led by children to reduce the children's and their families' vulnerability to disaster impacts and hazards. The DREC project was implemented in conjunction with national, provincial and district DoE staff, to ensure that all of IEC materials on DRR and DRR modules are incorporated into the formal education curriculums and replicate DRR education into other schools once the project was completed.

Context & Constraints:

Constraints:

The requirement for the new DRR education curriculum, developed prior to and within the reporting period, to be delivered to all schools nationally requires serious commitment to funding, manpower and resources. The School Construction Guidelines approved by the Minister of Education also requires dedicated DRR funding to be built into the budgets for new schools built and the enhancement of existing schools.

While a portion of the nations elementary schools are now involved in DRR education practices, there have been no initiatives to mainstream DRR into Higher Education levels

throughout the reporting period and no information pertaining to any proposed initiatives in this area.

The Way Forward

DRR education projects delivered over the reporting period make clear recommendations for the Lao Government for continued movement in the positive direction commenced (see reports and recommendations in HFA Monitor attachments). Dedicated budget funds, resources and manpower need to be allocated to the MoE for the ongoing delivery and enhancement of DRR education within the national curriculum through the POE's. New school constructions must factor in the approved School Construction Guidelines and efforts should be made to improve the present structural shortcomings of existing schools within Laos.

Supporting document:

> STC Laos Australia NGO Cooperation Agreement- Disaster Risk Education for Children (DREC) in Sayaboury 2009 (2009)

http://www.preventionweb.net/files/15958_stclaosaustraliangocooperationagree.doc [DOC 813.00 KB]

> ADPC/MoE/NDMO/Mainstreaming Of Disaster Risk Reduction In The Education Sector In The Lao PDR- 2008 (2008)

http://www.preventionweb.net/files/15958_adpc2006mainstreamingofdisasterrisk.pdf [PDF 182.33 KB]

Related links:

> Regional Consultative Committee (RCC) on Disaster Management <http://www.rccdm.net/>

Priority for Action 3: Core Indicator 3

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

Level of Progress achieved: 2

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

Key Questions and Means of Verification:

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

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

Description:

Although a comprehensive national Multi Hazard Risk & Hazard Assessment has now been completed in Lao PDR that will assist not only the NDMO but also all DRR stakeholders in Lao PDR, no known cost benefit analysis are available for inclusion in this report. While various organisations stress the importance of cost benefit analysis undertaking, no major national undertaking pertaining to CBA is available. Organisations conducting DRR assessments tend to do so on an organisation centric basis to assist with programme

planning.

A post Typhoon Ketsana joint assessment and full recovery report was undertaken by the Lao government in consultation with DRR stakeholders that produced a series of medium and long term sectoral impacts on housing, health, education, agriculture, commerce, tourism, transport, telecommunications, power and water and sanitation within the affected areas and concluded that the Government considers the further development and scaling up of the disaster preparedness programme to strengthen national and local capacity to manage and cope with future natural disasters as all-important.

A Global Fund for Disaster Risk Reduction supported project through the World Bank, entitled “ Strengthening in-country capacity for post-disaster reconstruction and recovery planning in Lao PDR” was undertaken from October 2009 to December 2010 by the Ministry of Planning and Investment (MPI) with technical assistance from ADPC. The project aim is

- 1) to development of a national methodology and strengthen the capacity of the Lao Government to conduct damage, loss and needs assessments
- 2) to formulate recovery and reconstruction plans within the MPI, NDMO and other sectoral Ministries.

The activities included the development of standard methodology on post disaster needs assessment for Lao PDR and capacity building of government officials from various sectors and various levels on how to undertake post disaster needs assessment.

A Lao PDR IASC forum meeting held in March 2011 the NDMO advised stakeholders that a Rapid Assessment Taskforce has been established to review and revise all currently utilised Risk Assessment tools and questionnaires within Lao PDR, with the view of formulating a common approach assessment tool. IASC members will share their existing Rapid Assessment tools and questionnaires to allow the taskforce to consolidate the tools and questionnaires and share with IASC members at future IASC meetings.

Laos is considered to be a least preparedness country, but has high exposure to disasters. As a result of disaster preparedness being difficult to monitor and report to the national government, an IASC Contingency Plan is presently being discussed the IASC through assistance of OCHA Bangkok make disaster preparedness measurable, accountable and practical.

While various Ministries within the Lao government have likely conducted provincial or nation wide research efforts to improve the DRR capacity within their own ministries, these reports are not available for purposes of this report and it would prove beneficial to the DRR community if reports were collected and collated by NDMO for sharing amongst all DRR stakeholders.

Context & Constraints:

Constraints

Limited capacity of NDMO and availability of research institutes in the country result in the lack of cooperative research being undertaken at government level. Whilst the IASC initiatives are commendable it would be most beneficial to see tangible results prior to the onset of the 2010 wet season when the country is most vulnerable to flood disaster.

The sharing of DRR research to assist DRR as a collective amongst the Lao government and DRR stakeholders is pertinent for the future of DRR in the country.

Cost benefit analysis at this point, while considered as a priority overall in DRR programmes, is likely not overly deliberated as a priority given that Laos is considered as a least preparedness country with high exposure to disasters and also ranked within the UN's least

developed country index.

The Way Forward

The Lao government with cooperation from International/INGO DRR stakeholders could work towards achieving a National Disaster Research Institute, which could facilitate and collate all DRR research initiatives within Lao PDR. Furthermore, collection and collation of DRR research undertaken within the government of Laos could be made available via the IASC forum or similar to assist the DRR community in their ongoing efforts in Laos

Supporting document:

> Post Typhoon Ketsana Rapid Assessment-Southern Laos May 2010 WFP in collaboration with CARE, Health Unlimited, Oxfam, Village Focus International, World Concern, World Vision, French Red Cross (2010) http://www.preventionweb.net/files/15958_postketsanaassessmentfullreport.pdf [PDF 1.99 MB]

> The Ketsana Typhoon in the Lao PDR (September 29, 2009) - Damage, Loss And Needs Assessment (2009)

http://www.preventionweb.net/files/15958_jointassessmentandrecoverfullrepor.pdf [PDF 4.13 MB]

Priority for Action 3: 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

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

Description:

Although the NDMO and International Organisations/INGOs operating in the country undertake regular awareness campaigns on DRR/DRM at all levels (National, Provincial, District and community levels) through a variety of mass media such as radio, newspaper and television, and through exhibitions and sports events, there is currently no formal country wide public awareness strategy existing in Lao PDR

The NDMO is currently implementing a major public awareness raising campaign on the

importance of DRM Preparations and Response among the Lao people under its Institutional Strengthening and Capacity Development on Disaster Risk Reduction programme with UNDP Lao PDR although further updated information was unavailable at the time of reporting. Similarly, the Fire Police department under the Ministry of Public Security also conduct Fire Risk Communication and risk awareness programmes.

Under the Mekong River Commission Flood Emergency Management System (MRC-FEMS), public awareness activities were conducted over the reporting period through the installation of flood information billboards in common communication route in the communities. Flood information booklets, teacher information kits and posters on household flood safety measures on what communities preparedness and reaction to flood and school flood safety were developed with assistance from the PDMC and DDMC and distributed to target districts and schools.

Many individual INGOs and NGOs (samples sighted - OXFAM, Care International and Save the Children) are involved in several ongoing DRR awareness raising programs throughout the country. The Lao Australian NGO Cooperative Agreement (LANGOCA) conducted a school flood safety project undertaken by SCA and ADPC in Xayabouly, Khammoun and Savannakhet. CARE is currently in the process of writing a public communication strategy to mainstream DRR in the Lao PDR development agenda. This strategy will aim a providing a communication framework for DRR at all levels of Government and will be “field tested” within ongoing CARE projects in Sekong until August 2011.

Context & Constraints:

Constraints

Many public awareness raising programs are underway through individual International Organizations/NGOs in the country, but due to limited financial and human resources at NDMO, these programs lack a coordinated effort for effective awareness raising on DRR / DRM in the country.

The Way Forward

The CARE public communication strategy to mainstream DRR in the Lao PDR development agenda aims at providing a communication framework for DRR at all levels of Government and if the trial in Sekong proves positive this will serve to enhance the capacity of the Government and all DRR Stakeholders in Lao PDR and in turn benefit the local population.

Supporting document:

> STC Laos Australia NGO Cooperation Agreement- Disaster Risk Education for Children (DREC) in Sayaboury 2009 (2009)

[http://www.preventionweb.net/files/15958_stclaosaustraliangocooperationagree\[1\].doc](http://www.preventionweb.net/files/15958_stclaosaustraliangocooperationagree[1].doc) [DOC 813.00 KB]

Section 6: Priority for Action 4

Reduce the underlying risk factors

Priority for Action 4: 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: 2

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

Description:

Environmental law includes DRR to some extent and is presently undergoing review. National and Adaptation Programme of Action to Climate Change (NAPA) programmes 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 WREA, only recently established in 2008. 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 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.

Context & Constraints:

Constraints:

Environment issues are quite new for the Lao PDR local population and awareness of environmental impact is at an early stage. At this time, it will be quite hard to enforce the

law. ESIA is also a very recent requirement in Lao PDR and the focus is currently on setting up the technical and institutional procedures for implementation of the law. Effective coordination remains a challenge while enhancing capacity on climate change adaptation to farmers will be resource and effort consuming.

The Way Forward

DEISA within WREA requires building of the technical capacity to review ESIA's of complex projects, and on its integration within the investment approval process.

Ongoing projects within NAPA

Expediting review of environmental laws

Supporting document:

> 6th NSEDP 2005-2010 (2005)

http://www.preventionweb.net/files/15958_6thnsedp200510final.doc [DOC 1.25 MB]

> Mekong River Commission CCAI (2009)

[http://www.preventionweb.net/files/15958_ccaiframeworkdocumentextraction09\[1\].pdf](http://www.preventionweb.net/files/15958_ccaiframeworkdocumentextraction09[1].pdf) [PDF 568.28 KB]

Priority for Action 4: Core Indicator 2

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

Level of Progress achieved: 2

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

Key Questions and Means of Verification:

* Do social safety nets exist to increase the resilience of risk prone households and communities? Yes

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

Description:

The government of Lao PDR have some social development initiatives, policies and plans available to reduce the vulnerability of population at risk. The initiatives include:

- health insurance scheme for private sector/government local population
- community based health insurance for local population (premium to be paid by subscriber)
- area development programmes/income generation activities
- policy bank for poorer communities
- poverty reduction funds
- village revolving funds.

DRR is also aligned with the Lao government 5-year 6th National Socio Economic

Development Plan (NSEDP) 2006-2010 and the 7th NSEDP 2011-2015 (currently in draft format) through Social Development. In the DRR /Social Development context the government of Lao pledges that security from natural disasters such as floods and droughts is a further dimension that needs to be addressed. They stress the importance of community involvement and the strengthening of community resilience, in addition to material help from the Government, development partners and NGOs. The Government will develop and implement the programmes for the prevention of and protection from natural disasters; regularly monitor the situation including seasonal rice scarcity (hunger) and weather changes; and find methods to solve the damage and provide timely support to the victims.

Under the next cycle United Nations Development Assistance Fund (UNDAF), DRR/DRM is listed as a key area for cooperation and one of the critical components of poverty reduction framework. This draft 2011-15 UNDAF framework, aligned with the Lao PDR government draft 7th NSEDP, when implemented will provide the means to increase attention to disaster risk/vulnerability reduction

Draft UNDAF Outcomes indicate:

- By 2015, the government and communities better adapt to and mitigate climate change and reduce natural disaster vulnerabilities in priority
- Government and vulnerable communities can more effectively respond to emergencies, adapt to climate change and prepare for disasters
- Rural communities develop agroforestry climate change resilience
- Rural communities are better prepared for disaster risk and climate change in indigenous livestock, fisheries, agricultural production
- Long-term recovery of natural disaster victims is supported and their vulnerabilities to future natural disasters are reduced
- National and local authorities are able to effectively prepare for and respond to food shortages and hunger emergencies caused by natural

The International Union for the Conservation of Nature (IUCN) Lao PDR is implementing a Swiss Agency for Development & Co-operation (SDC) funded “The Agrobiodiversity Initiative” (TABI) IUCN is supporting the government of Lao PDR to implement the Convention on Biological Diversity (CBD) in Laos, mainly through capacity building and institutional strengthening in promoting agricultural biodiversity and crop diversification, and thus contributing to the social impact of DRR.

INGOs and NGOs, have implemented CBDRM projects to support communities by increasing resilience to disaster risk through raising awareness, revolving fund activities, and income generation activities such as Lao Red Cross Red, supported by the Swiss Red Cross, who have implemented a Health Equity Fund initiative in provincial areas.

Context & Constraints:

Constraints

Limited resource will persist to be the main constraint to carry out the social safety nets activities. Despite the existence of some insurance schemes, the coverage is restricted and when disasters occur the schemes do not adequately protect the population’s livelihood from loss and damage. While UNDAF seeks to support the government NSEDP, appropriate funds must be also allocated within the government of Lao PDR budget for implementation of NSEDP.

The Way Forward

Implementation of the NSEDP.

Implementation of UNDAF 2011-15 aligned with the Lao government NSEDP will provide much needed measures in the area of increasing social service safety nets. Continuation of

INGO and International Organisations initiatives within communities to increase disaster resilience.

Supporting document:

> SIDA - Strengthening Environmental Management in Laos 2010 (2010)

http://www.preventionweb.net/files/15958_sidastrngtheningenvironmentalmanag.pdf [PDF 222.54 KB]

> UNDAF Annual Review 2008-09 (2009)

[http://www.preventionweb.net/files/15958_undafannualreview2008nov091\[1\].doc](http://www.preventionweb.net/files/15958_undafannualreview2008nov091[1].doc) [DOC 609.00 KB]

> 6th NSEDP 2006-2010 (2005) http://www.preventionweb.net/files/15958_6thnsedplaos.pdf [PDF 1.13 MB]

Priority for Action 4: Core Indicator 3

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

Level of Progress achieved: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification:

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

National and sectoral public investment systems incorporating DRR.	No
Please provide specific examples: e.g. public infrastructure, transport and communication, economic and productive assets	
Investments in retrofitting infrastructures including schools and hospitals	No

Description:

The government of Lao PDR has made sound progress in their efforts to reduce the vulnerability of economic activities more recently through the implementation of a variety of DRR/DRM initiatives (significant projects/plans/strategies listed below), many in cooperation with International Organisations and INGOSs, with the most significant projects being implemented in the latter half of the HFA reporting period:

- DisInventar DRR Information reporting and management tool allowing for more comprehensive DRR policy, planning and strategy.
- NAPA
- NSEDP (6th NSEDP 2006-10 and Draft 7th NSEDP 2011-15)
- Draft NDMP
- PM Order of July 2010 on Severe Weather Response
- Strategic Plan On Disaster Risk Management in Lao PDR 2020, 2010 and action plan
- Mainstreaming of DRR into the education system
- Health Pandemic preparedness plan
- Business Continuity Plan for 10 government agencies under 9 ministries
- Operationalizing Strategic Plan for Disaster Management in Lao PDR for implementation 2011
- CBDRR initiatives

- National Hazard & Risk Mapping Assessment and Tools

A noteworthy effort towards this cause is the GFDRR supported project through the World Bank, entitled “Strengthening in-country capacity for post-disaster reconstruction and recovery planning in Lao PDR” which was implemented from October 2009 to December 2010 by the Ministry of Planning and Investment (MPI) with technical assistance from ADPC. The projects aim was:

- 1) to development of a national methodology and strengthen the capacity of the Lao Government to conduct damage, loss and needs assessments
- 2) to formulate recovery and reconstruction plans within the MPI, NDMO and other sectoral Ministries.

The activities included the development of standard methodology on post disaster needs assessment for Lao PDR and capacity building of government officials from various sectors and various levels on how to undertake post disaster needs assessment.

Context & Constraints:

Constraints:

Institutionalization of the economic and productive policies and plans at central level will take time to decentralizing to local level to reduce economic vulnerability may even take longer time. The implementation of the recent DRR initiatives to benefit Economic and productive sectoral policies and plans will take time

The Way Forward

Continued engagement by government of Lao with International Organisations and INGOS to further the current ongoing DRR implemented initiatives and capacity toward costs and benefits of DRR being incorporated into the planning of public investment.

Supporting document:

> ADPC Achievements in the implementation of Disaster Risk Management Activities in the Lao PDR (2011) [http://www.preventionweb.net/files/15958_adpcachievementsinlaopdr\[1\].doc](http://www.preventionweb.net/files/15958_adpcachievementsinlaopdr[1].doc) [DOC 68.00 KB]

Priority for Action 4: 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? Yes

Investment in drainage infrastructure in flood prone areas	No
Slope stabilisation in landslide prone areas	No
Training of masons on safe construction technology	No
Provision of safe land and housing for low income households and communities	No

Risk sensitive regulation in land zoning and private real estate development	No
Regulated provision of land titling	No

Description:

Under the project “Mainstreaming DRR into Education Sector” (MDRD-EDU) a study on impacts of disasters on education sector was conducted by the Public Works and Transport (PTI). 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 MoE.

A UNDP Regional Project implemented by the NDMO and ADPC conducted a research on the impact of disasters on the education sector. The findings and lessons learnt from the research will be used to advocate for the construction/retrofitting of disaster resilient schools. They should also provide valuable national mainstreaming examples to build support for further mainstreaming of disaster risk reduction into development policy and planning as well as for making other buildings disaster resilient.

In 2010, the Asian Disaster Preparedness Centre (ADPC) in close coordination with NDMO and under overall support by UNDP developed a national hazard and risk profile for Lao PDR, providing a ground breaking risk assessment tool essential for use by the government of Lao PDR in the formulation of safe and sustainable urban planning.

In 2009 WHO and the MoH undertook the “Hospitals Safe from Disaster” initiative within Lao in all 17 provinces throughout the country training 51 health workers focussing attention on the safety of Lao PDR health facilities to assist in ensuring they remain functioning when disaster strikes. The training advocates that reducing health risks from emergencies, disasters and other crises is achievable. The platform aims to:

- 1) build a health risk reduction community, which includes representatives of all sectors contributing to health risk reduction
- 2) Achieve a greater investment of government resources to health risk reduction
- 3) Enable the health sector to contribute more effectively to disaster risk reduction through national, regional and global platforms for disaster risk reduction

Context & Constraints:

Constraints

Advocacy for safe hospitals requires funding

Advocacy for integrating hazard resilient construction techniques into schools requires funding. Local authority may not have the capacity and resources to consider disaster management issues in their local development plan.

The Way Forward

Securing of adequate funding and resources to commence construction and retro fitting of Lao schools to ensure disaster resilience to build on initial studies and MoE guidelines produced.

A similar initiative should be undertaken for Hospital/Health Facility Construction Guidelines to build on the “Make Hospitals Safe from Disaster training undertaken by MoH and WHO – particularly for the smaller health facilities in the provinces. Additional capacity building should take place to capacitate and raise awareness about the relationship between disaster management and local development urban planning efforts should also include disaster risk reduction measures (proper building code enforcement and land use zoning).

Supporting document:

> Make Hospitals Safe From Disaster (2010)

http://www.preventionweb.net/files/15958_hospitalssafefromdisastertraining.ppt [PPT 3.08 MB]

> School Construction Guidelines_Lao PDR-2009 MoE (2009)

[http://www.preventionweb.net/files/15958_schoolconstructionguidelineslaopdr2\[1\].pdf](http://www.preventionweb.net/files/15958_schoolconstructionguidelineslaopdr2[1].pdf) [PDF 7.64 MB]

> ADPC/MoE/NDMO/Mainstreaming of Disaster Risk Reduction in the education sector in the Lao PDR (2006) [http://www.preventionweb.net/files/15958_adpc2006mainstreamingofdisasterrisk\[1\].pdf](http://www.preventionweb.net/files/15958_adpc2006mainstreamingofdisasterrisk[1].pdf) [PDF 182.33 KB]

Priority for Action 4: Core Indicator 5

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

Level of Progress achieved: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification:

* Do post-disaster programmes explicitly incorporate and budget for DRR for resilient recovery? Yes

% of recovery and reconstruction funds assigned to DRR	Not available
DRR capacities of local authorities for response and recovery strengthened	No
Risk assessment undertaken in pre- and post-disaster recovery and reconstruction planning	No
Measures taken to address gender based issues in recovery	No

Description:

In order to support the Government of Lao PDR’s effort in strengthening disaster management, the Global Facility for Disaster Risk Reduction (GFDRR) is supporting a project through the World Bank, entitled “ Strengthening in-country capacity for post-disaster reconstruction and recovery planning in Lao PDR” has been implemented from October 2009 to December 2010 by the Ministry of Planning and Investment (MPI) with technical assistance from ADPC. The project aimed to:

- 1) to development of a national methodology and strengthen the capacity of the Lao Government to conduct damage, loss and needs assessments and
- 2) to formulate recovery and reconstruction plans within the MPI, NDMO and other sectoral Ministries.

The activities included the development of standard methodology on post disaster needs assessment for Lao PDR and capacity building of government officials from various sectors

and various levels on how to undertake post disaster needs assessment. The future integration of DRR measures into post disaster recovery and rehabilitation will take place once this understanding and capacity are in place.

Individual International Organisations and INGOs have post disaster programmes and funds in place that are programme centric although are shared through the IASC and the INGO Disaster Risk Management Working Groups as in the case of the Typhoon Ketsana disaster in 2009. The distributing of the results of the GFDRR project “Operationalizing Strategic Plan for Disaster Management in Lao PDR (2010-2012)” by the MPI and NDMO will assist the entire DRR community currently working within Lao to achieve enhanced results in the post disaster recovery process.

The IASC recommendations to the government of Lao PDR post Typhoon Ketsana have been reviewed by the NDMC/NDMO and those found favourable for action will be included within the NDMP, currently in draft format.

Context & Constraints:

Constraints:

Different organizations are using varying methodology for the conduction of loss and damage and for the formulation of disaster recovery plan. Limited tangible information is available with regard to allocation of funds for post disaster recovery budgets within the government of Lao PDR.

The Way Forward

The sharing of results from the GFDRR Operationalizing Strategic Plan for Disaster Management in Lao PDR (2010-2012) will serve to enhance the entire DRR community as the standardization of a methodology on post disaster needs assessment for Lao PDR is a major obstacle for progress in times of disaster.

Supporting document:

> Strategic Plan On Disaster Risk Management in Lao PDR 2020, 2010 and action plan (2003)
[http://www.preventionweb.net/files/15958_strategicplanondisasterriskmanageme\[1\].pdf](http://www.preventionweb.net/files/15958_strategicplanondisasterriskmanageme[1].pdf) [PDF 130.60 KB]

> Operationalizing Strategic Plan for Disaster Management in Lao PDR (2010-2012) (2010)
[http://www.preventionweb.net/files/15958_adpcndmooperationalizingstrategicpl\[2\].pdf](http://www.preventionweb.net/files/15958_adpcndmooperationalizingstrategicpl[2].pdf) [PDF 157.39 KB]

Priority for Action 4: Core Indicator 6

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

Level of Progress achieved: 2

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

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? -- not complete --

Impacts of disaster risk taken account in Environment Impact

Yes

Assessment (EIA)	
By national and sub-national authorities and institutions	No
By international development actors	No

Description:

The legal requirement for Environmental and Social Impact Assessments (ESIA) of development projects only came into force in 2010 with the ratification of the ESIA Decree. Investment projects in all sectors will require either an IEE (Initial Environmental Examination) or ESIA – depending on the project's size and extent, guidelines for determining which requires an IIE or ESIA are in the Decree.

There are numerous projects supporting implementation of the Decree currently ongoing with the Department of Environmental and Social Impact Assessment (DESIA) at WREA. This includes the Strengthening Environmental Management II project which ended in 2010 (SIDA), the Poverty-Environment Initiative (UNDP-UNEP), Lao Environment and Social project (World Bank) and the Environmental Management Support Project (Finland). All the projects focus extensively on development of various technical guidelines, institutional procedures and capacity building. It is unclear if/how DRR is specifically addressed within these efforts.

The government of Lao PDR, through the Water Resources and Environment Agency (WREA) advises that every major infrastructure project such as roads/bridges, factory, and hydropower constructions must submit, prior to commencement of a project, an ESIA report to WREA (DESIA). WREA in turn nominate a committee to assess the report. The committees vary according to the project, consisting of WREA staff and staff from the concerned ministry, e.g. for road & bridge construction the committee members are from the Ministry of Public Works and Transport (MPWT), hydropower project the committee will include members from the Ministry of Industry and Commerce. The committee formed will then assess the assessment report submitted by the project owner/investor. If the ESIA meets the government of Lao PDR environmental and social impact requirements, the committee will issue an authorisation letter for the project commencement. Furthermore, during the construction period the committee will monitor the projects environmental and social aspects and if the undertaking is found to conflict with the WREA initial assessment, the committee can halt the project.

Context & Constraints:

Constraints:

The current low technical capacity and expertise in ESIA across both government and private sector in Lao PDR is a critical issue. As such, the ESIA process currently focus more generally on environmental degradation caused by investment projects and their direct impacts on local livelihoods and health. The indirect and longer-term impacts on ecosystem productivity, environmental resilience and social capacity for disaster risk management are generally not adequately considered.

The Way Forward

Enhancing the capacity of the WREA and DESIA is imperative to the improvement of current ESIA in Lao PDR. Resources need to be allocated to enhance the technical and manpower capacity to allow for initial ESIA to be conducted by WREA, not the project owner/investor, and allow for ongoing monitoring throughout the course of the project and a dedicated

tenure once the project has been implemented to ensure the highest environmental standards are achieved.

Supporting document:

> Mekong River Commission Preliminary Design Guidance for Proposed Mainstream Dams in the Lower Mekong Basin (2009)

http://www.preventionweb.net/files/15958_mrcpreliminarydesignguidanceforprop.pdf [PDF 721.24 KB]

> SIDA- Strengthening Environmental Management in Laos (2010)

[http://www.preventionweb.net/files/15958_sidastrengtheningenvironmentalmanag\[1\].pdf](http://www.preventionweb.net/files/15958_sidastrengtheningenvironmentalmanag[1].pdf) [PDF 222.54 KB]

Section 7: Priority for Action 5

Strengthen disaster preparedness for effective response at all levels

Priority for Action 5: 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: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification:

* Are there national programmes or policies for disaster preparedness, contingency planning and response? -- not complete --

DRR incorporated in these programmes and policies	No
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.	No

* Are there national programmes or policies to make schools and health facilities safe in emergencies? -- not complete --

Policies and programmes for school and hospital safety	No
Training and mock drills in school and hospitals for emergency preparedness	No

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

Potential risk scenarios are developed taking into account climate change projections	Yes
Preparedness plans are regularly updated based on future risk scenarios	No

Description:

While there is no policy pertaining to Safe Hospitals in Lao PDR, in 2009 WHO and the MoH undertook the "Hospitals Safe from Disaster" initiative within Lao in all 17 provinces throughout the country training 51 health workers focussing attention on the safety of Lao PDR health facilities to assist in ensuring they remain functioning when disaster strikes. The training advocates that reducing health risks from emergencies, disasters and other crises is achievable. The platform aims to:

- 1) build a health risk reduction community, which includes representatives of all sectors contributing to health risk reduction
- 2) Achieve a greater investment of government resources to health risk reduction
- 3) Enable the health sector to contribute more effectively to disaster risk reduction through national, regional and global platforms for disaster risk reduction

Furthermore presently WHO are supporting the MOH to assess hospital vulnerability to disasters in the north, central and southern parts of Laos and in cooperation with MoH commencing in 2007 undertook a Public Health Emergency Management Workshop in 2010 with the aim of:

- 1) Enhance the knowledge, skills and attitudes of health human resources at national, sub national and provincial levels
- 2) to promote and facilitate collaboration and national coordination in health emergency management through the development and implementation of guidelines
- 3) to contribute to capacity building in other provinces

In 2010, the Asian Disaster Preparedness Centre (ADPC) in close coordination with NDMO and under overall support by UNDP developed a national hazard and risk profile for Lao PDR, providing a ground breaking risk assessment tool essential for use by the government of Lao PDR in the formulation of safe and sustainable planning for schools and hospitals.

Context & Constraints:

Constraints:

The NDMO lacks the budget, resources and manpower to carry out a complete disaster preparedness for effective response nationally.

The Way Forward

While the NDMO lacks finances, resources and manpower, it successfully utilizes cooperative arrangements with the International Organisations/INGOs in Lao PDR to assist its undertaking disaster preparedness for effective response formulation for DRR in Lao PDR. While training of health personnel within the provinces undertaken by WHO and MoH is laudable, there is a definite requirement for the formulation of MoH Safe Hospital Construction Guidelines, similar to those of the MoE, on making hospitals safe in emergencies and improving on the disaster resilience of provincial medical facilities.

Supporting document:

> WHO/MoH Public Health Emergency Mgmt Workshops-2010-Report-1 (2010)

http://www.preventionweb.net/files/15958_whomohpublichealthemergencymgmtwork.pdf [PDF 2.31 MB]

> School Construction Guidelines_Lao PDR-2009 MoE (2009)

[http://www.preventionweb.net/files/15958_schoolconstructionguidelineslaopdr2\[2\].pdf](http://www.preventionweb.net/files/15958_schoolconstructionguidelineslaopdr2[2].pdf) [PDF 7.64 MB]

> ADPC/MoE/NDMO/MAINSTREAMING OF DISASTER RISK REDUCTION IN THE EDUCATION SECTOR IN THE LAO PDR (2008)

[http://www.preventionweb.net/files/15958_adpcmoendmomainstreamingofdisasterr\[1\].pdf](http://www.preventionweb.net/files/15958_adpcmoendmomainstreamingofdisasterr[1].pdf) [PDF 2.96 MB]

Priority for Action 5: 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

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

Description:

Disaster preparedness and contingency plans exist in Lao PDR, although not for all the hazards. While contingency plans are available, most of them are directed towards flood emergency preparedness and response. The main practice of regular training and rehearsal drills for response to a disaster is as a result of the combined efforts of the INGO/NGO and PDMC/DDMC/VDPU's throughout Laos.

From early 2003 to 2011, ADPC in partnership with Mekong River Commission Secretariat (MRCs) and with the help of Lao National Mekong Committee (LNMC) and NDMO has been implementing Flood Preparedness Programs (FPP) project Flood Emergency Management Strengthening (FEMS), Component 4 of the MRC's Flood Management and Mitigation Program supported by GIZ (formerly known as GTZ) and ECHO. The project focuses on building the capacities of the provincial, district and local authorities in relation to flood preparedness planning and implementation at provincial and district. Select communities in target districts participated in the project implementation through various activities such as training on the development of flood preparedness planning for the members of DDMC's and VDPU's members, setting up of the VDPU who prepare village DRR plans together with the villagers.

Under the "Institutional Strengthening and Capacity Development on Disaster Risk Reduction programme with UNDP Lao PDR" 30 Villages from 6 districts in 3 flood affected provinces (Vientiane, Bolikhamxay and Khammouane). The project was undertaken in collaboration with Lao Red Cross and NDMO in addition to the technical support of French Red Cross. The project activities focused to develop response and preparedness capacities at the community level as well as to strengthen the capacities of Lao Red Cross and NDMO. The major achievements of the project was:

- 1) development of 10 multi hazard preparedness and response plans,
- 2) establish pools of trained volunteers in the areas of First Aid, Early Warning, Search and

Rescue, Relief Management and Psychosocial Care in 30 targeted villages. Volunteer groups were provided with relevant basic equipment.

3) hazards and risk assessment of all 30 communities were conducted and the population of the target communities are oriented on the “Do’s and Don’ts” of preparedness for various hazards.

4) awareness activities were also conducted in the target communities.

WHO Laos has provided technical support to MOH to draft the Health sector emergency preparedness (Pandemic) plan with the plan currently under translation from English to Lao language to be submitted to the MOH steering committee for approval.

UNORC and National Emerging Infectious Disease Coordination Office (NEIDCO) have provided support to 10 government agencies (Ministry of Education, Ministry of Health, Ministry of Agriculture and Forestry, Ministry of Industry and Commerce, Ministry of Public Work and Transport, Ministry of Public Security, National Authority for Post and Telecommunication, Vietiane Water Authority, Lao National Tourism Authority, and Electric Du Lao) develop Business Continuity Plans (BCPs).

While the NDMC is the governments platform for DRR/DRM, the IASC is the DRR/DRM forum for The Government of Lao PDR, the United Nations Country Team (UNCT), International NGO’s and other development partners in Lao PDR. Lead by the NDMO one of the IASC primary objectives is to develop and agree on system-wide humanitarian policies including contingency plans and the IASC meets at regular interval throughout the reporting period to formulate plans and progress in relation to contingency planning. Although the IASC is functioning in Lao PDR, the official Terms of Reference remain in draft format awaiting the government of Lao PDR approval.

Context & Constraints:

Constraints:

Inadequate resources and man power of NDMO to carry our regular exercising of contingency plans and training drill s nation wide in preparation for disaster.

The Way Forward

While the IASC are currently working upon an agreed format for disaster assessments and contingency planning it would seem that the WB/MPI/NDMO “Strengthening in-country capacity for post-disaster reconstruction and recovery planning in Lao PDR” would benefit all in undertaking a common approach in national standard methodology on post disaster needs assessments and strengthening the capacity of the Lao Government to conduct damage, loss and needs assessment and to formulate recovery and reconstruction plans.

Supporting document:

> ADPC/NDMO Operationalizing Strategic Plan for Disaster Management in Lao PDR (2010)

[http://www.preventionweb.net/files/15958_adpcndmooperationalizingstrategicpl\[3\].pdf](http://www.preventionweb.net/files/15958_adpcndmooperationalizingstrategicpl[3].pdf) [PDF 157.39 KB]

Related links:

> MRC Flood Management & Mitigation <http://www.mrcmekong.org>

Priority for Action 5: Core Indicator 3

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

Level of Progress achieved: 2

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

Key Questions and Means of Verification:

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

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

Description:

Some resources have been allocated at national and provincial levels for emergency although the amount is unknown to date. Similarly Ministry of Health, Ministry of Public Works and Transportation, Ministry of Agriculture and, Forestry and Ministry of Defence also have some financial reserves for emergencies although the amount of funds is not disclosed. The Lao government allocated more than 110 billion LAK for response and recovery after disaster Ketsana Typhoon in 2009. The Ministry of Labour and Social Welfare also stock emergency assistance materials, emergency shelter materials and food stocks at the national, provincial and village level and the level of assistance is based on each case of disaster event. The government of Lao PDR advises that each Ministry has a budget allocated for disaster recovery although the amount remains unknown for reporting purpose.

Once a disaster has been recognized the MoFA will inform INGOs and NGOs in Lao PDR to mobilise funds/aid based on request for assistance from the provincial, district, village levels. The government of Laos has indicated that an emergency budget is available at the provincial government level upon request although the amount remains unknown for reporting purposes.

Some UN organizations such as WFP have US\$500,000 for response and recovery and. Provision of food and non-food items from available country stock piles by UN Agencies, Funds and programmes is standard operating procedure once a rapid needs assessment has been conducted with further resources available once funds are available. INGOs indicate individual response and recovery funds are available upon request to headquarters where emergency response and recover funds are held and swiftly distributed upon request.

WB has built a disaster contingency fund as a component of Lao Road Sector Project. The fund can be disbursed quickly to fix a damaged road section caused by disaster, provided that a trigger is met. The trigger is Prime Minister's declaration of state of emergency for large scale of disaster or provincial governor's decision on state of emergency for small and limited scale of disaster although there is a requirement to establish legal framework for PM's declaration and provincial governor's decision

Context & Constraints:

Constraints:

It is unknown if sufficient funds have been allocated by the government of Lao PDR at the

national and provincial levels in order to provide sufficient required assistance in case of the most likely disaster scenario. Although some UN agencies and INGOs do have some reserved funds and stockpiles of emergency materials, the process and procedures to request further assistance to meet urgent needs is time consuming, particularly during the onset of emergency when immediate response is required.

The Way Forward

As a further initiative to the UNDP funded project “ Institutional Strengthening and Capacity Development on Disaster Risk Reduction” and ADPC provision of the project “Developing a National Risk Profile for Lao PDR” in 2010, the NDMO should now move their efforts from risk analysis to risk treatment in an effort to implement appropriate response in times of disaster

Supporting document:

> WB Ketsana Rapid Response (2010)

[http://www.preventionweb.net/files/15958_postketsanaassessmentfullreport\[1\].pdf](http://www.preventionweb.net/files/15958_postketsanaassessmentfullreport[1].pdf) [PDF 1.99 MB]

> Joint Assessment and recovery full_report.pdf (2010)

[http://www.preventionweb.net/files/15958_jointassessmentandrecoveryfullrepor\[1\].pdf](http://www.preventionweb.net/files/15958_jointassessmentandrecoveryfullrepor[1].pdf) [PDF 4.13 MB]

Priority for Action 5: 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: 2

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

Key Questions and Means of Verification:

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

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

Description:

A Disaster Assessment Committee under NDMO, is responsible for collection on pre and post disasters information with the assistance of local DRR/DRM partners and ministries. NDMO and UNDP under the IASC mechanism joint rapid assessment (After Action Review - AAR) during the 2 disaster flood events in 2008 and 2009. Assessment methodology discussed and developed, as well as the coordination mechanism had been discussed.

A GFDRR supported project through the World Bank, entitled “ Strengthening in-country capacity for post-disaster reconstruction and recovery planning in Lao PDR” was implemented from October 2009 to December 2010 by the Ministry of Planning and Investment (MPI) with technical assistance from ADPC. The project aims:

1) to development of a national methodology and strengthen the capacity of the Lao Government to conduct damage, loss and needs assessments when disasters occur
2) to formulate recovery and reconstruction plans within the MPI, NDMO and other sectoral Ministries. The activities included the development of standard methodology on post disaster needs assessment for Lao PDR and capacity building of government officials from various sectors and various levels on how to undertake post disaster needs assessment.

Information sharing between the government of Laos and the UN/INGO/International Organisations upon onset of a disaster is undertaken by the UN RC office, coordinating UN/INGO efforts and the MoFA through liaison officers from the NDMO.

An Emergency Task Force disseminates information within the NDMC vertical structure starting from National through to Provincial and District government and to community level in some cases although there is weak coordination and lack of horizontal exchange of information with other partners and stakeholders in the country. For this purpose, the draft NDMP has proposed the establishment of Disaster Response Coordination Centre to be operational upon onset of any disaster in Lao PDR.

Context & Constraints:

Constraints:

Weak coordination and lack of horizontal information exchange between national and multilateral stakeholders

The Way Forward

The adoption of the draft NDMP and in particular the establishment of a disaster Response Coordination Centre is considered the most effective solution to the issue of lack of information coordination in times of disaster. IASC under the Government led needs to play a stronger supporting role to NDMO to ensure better coordination and information sharing before and after disasters.

Section 8: Drivers of Progress

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? :

No

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

A joint project by Asia Disaster Preparedness Centre (ADPC) and the NDMO, funded by UNDP in 2010, undertook a comprehensive country level multi-hazard risk assessment using NDMO provided data resulting in hazard and risk mapping and assessments for the entire country. Local level assessments, planning and implementation of DRR initiatives can now be achieved by the NDMC/NDMO and line ministries throughout the provinces through utilisation of the tools developed, although resources available to the NDMO and provincial authorities remains a constraint in this area and until addressed this achievement will not be utilized to its maximum capacity and assessments at the village level will require further commitment using these tools

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

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

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

-- not complete --

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

-- not complete --

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

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 countries most vulnerable groups including female populations. Furthermore the initiation of a multi-sectoral platform in the country has been discussed amongst the NDMC. A July 2010 draft to the June 2000 Ministry of Labour & Social Welfare Decree on Assignment of NDMC Roles and Responsibilities has outlined the inclusion of several further key stakeholders to the NDMC platform including the Lao Youth Union and the Women's Union to further enhance the platforms capacity to provide a unified instruction to the government of Lao PDR on DRR/DRM. While the initiatives are in the preparative stage, formal acceptance and commencement of initiatives will likely commence in the subsequent HFA reporting period 2011-13

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?

-- not complete --

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

-- not complete --

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

Progress on building capacity for DRR and post disaster recovery has been ongoing throughout the reporting period.

The NDMO DisInventar (project completed 2011 and ready for use nation wide) DIMS tool is intended and has the capacity to provide a disaster risk information link between NDMO, PDMC and DDMC through the collection, input and archiving of nationwide disaster related information. Nationwide capacity was undertaken through regional trainings of all key provincial staff and disaster data collection in the provinces is ongoing. The information management system has the capacity to strengthen the NDMO at the national level, PDMC, DDMC and its members and all government for DRR analysis and planning purposes although the operationalization of the system remains a challenge.

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/NDMO on going CBDRR projects throughout the tenure of this HFA report serve to enhance the education, resilience and capacity to response at the community level.

A July 2010 PM order on Severe Weather Response directing Ministries and Departments to collectively work towards enhancing their DRR/DRM capacity including initiatives to be commenced and implemented from Ministers through to Provincial Governors as a response to previous natural disasters in the country, indicating the awareness and willingness to strengthen the entire nations capacity for DRR and recovery response.

The GFDRR supported project through the WB "Strengthening in-country capacity for post-disaster reconstruction and recovery planning in Lao PDR" undertaken in order to support the Government of Lao PDR's effort in strengthening disaster management. Implemented by the MPI with technical assistance from ADPC Oct 09-Dec10 the project aimed to capacity build the government to develop a national methodology to conduct damage, loss and post disaster needs assessments and formulate recovery and reconstruction plans within the MPI, NDMO and other sectoral Ministries. The future integration of DRR measures into post disaster recovery and rehabilitation will take place once this understanding and capacity are in place.

The United Nations Development Assistance Fund (UNDAF), disaster risk management is one of the critical components of poverty reduction framework and the UNDAF framework when implemented will provide the resources to increase attention to disaster risk/vulnerability reduction.

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

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

-- not complete --

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

-- not complete --

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

The Government of Lao-PDR have some social development polices and plans to reduce vulnerability of population at risk including private and government sector health insurance schemes, areas development programmes / income generation activities, policy bank for poor communities and Government policy on poverty reduction, provide money for lending. The July 2010 PM order on Severe Weather Response also includes social euqity initiatives clearly indicating hte governments ongoing efforts as a result of the 2009 Cyclone Ketsana devastating the the countries southern provinces. In addition to these policies and plans, DRR is also aligned with 5-year socio economic development plan (Draft 2011-2015)

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.

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

NDMC work in close collaboration with Inter-Agency Standing Committee (IASC), which includes UN agencies and INGOs and is currently being lead by UN agencies. Similarly recently INGOs have established a Disaster Risk management working groups comprising INGOs working in the countries also exist and is in coordination with NDMC. NDMC is now initiating discussion to bring together all of these forums to establish National Multi-stakeholder Platform on DRR in the country.

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):

The government of Lao PDR has a strong commitment to continuing progress for the implementation of Hyogo Framework for Action. This is indicated in the decree no. 158/PM on the establishment of the National Disaster Management Committee and formation of the NDMO, 2010 Draft Decree on addition of youth and gender groups into the government multi-stakeholder DRR Platform and further PM Order of July 2010 in response to Severe Weather.

Furthermore, recent joint NDMO/International Organisation/INGO projects on Nationwide Hazard and Risk Mapping, Early Warning System enhancement and development of a national methodology to strengthen the capacity of the Lao Government to conduct damage, loss and needs assessments and formulate recovery and reconstruction plans further solidify the intention of the entire DRR community to work in unison towards achieving enhanced capacity to DRR/DRM in Lao PDR.

The Master Strategic Plan on Disaster Risk Reduction issued on 18 April, 2003 has been translated into plans of action with clear mandates although resources remain a constraint in their full realisation.

The draft National Disaster Management Plan serves to address current shortcomings and introduces several salient initiatives on DRR/DRM in the country that, should the NDMP be ratified by the government of Lao PDR and appropriate fiscal, technology and manpower resources be allocated, would serve to increase the capacity of the entire government mechanism to not only reduce and mitigate the risks to the communities prior to a disaster but also respond accordingly through a government/international organisation/INGO multi-stakeholder approach.

Section 9: Future Outlook

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:

Despite strong commitment of the government of Lao PDR to implement the strategic plan on disaster risk reduction, adequate resources remain a big a challenge. This also requires boarder understanding among line ministries as well as all disaster risk reduction stakeholders in addition to strengthened capacities to translate the strategic plan into their programme and project plan of action.

Future Outlook Statement:

Strengthening the implementation of the stratergic plan on disaster risk reduction would be the main outlook for the future as well as the integration of the plan into project and programme framework of as many disaster risk reduction stakeholders as possible.

Launching and emphasis on the clarification of roles and responsibilities of the line ministries associated in the work programme.

Facilitating ministry of planning and investment to integrate disaster risk reduction into national socio-economic development plan, and line ministries to allocate budget for disaster preparedness, response and recovery remains one of priorities

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:

Multi-sector disaster risk reduction approaches are moving in a relatively slow pace due to weak institutional arrangements, particularly at local and community level. Although the decentralizing mechanism has initiated, putting the mandates in place may be resources and time consuming

Future Outlook Statement:

Capacities development for Disaster Management Committee to guide disaster risk reduction at all levels will continue to be exposed to wider extend.

A sector-wide disaster risk reduction approach will seek to expand more national and international stakeholders working on building resilience to disasters.

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:

Inadequate resources remain a chronic challenge to incorporate risk reduction into design and implementation of systematic emergency preparedness, response and recovery.

The restricted resources hinder capacities of the government to put the programmes in place.

The capacity assessments are not consistently conducted and identified capacities gaps are not effectively fulfilled due to resource restriction

Future Outlook Statement:

The national disaster management plan to be translated into a wider scope of applicable implementation based on reality and geographic features, in alignment with national socio-economic development plan.

Future Outlook Area 4

The United Nations General Assembly Resolution 66/199, requested the development of a post-2015 framework for disaster risk reduction. A first outline will be developed for the next Global Platform in 2013, and a draft should be finalized towards the end of 2014 to be ready for consideration and adoption at the World Conference on Disaster Reduction in 2015.

Overall Challenges:

Section 10: Stakeholders

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

Organization	Type	Focal Point
Ministry of Labor and Social Welfare	Gov	Mr. Vilayphong Sisomvang, Deputy Director of NDMO
Ministry of Foreign Affairs	Gov	Mr. Saleumxay Kommasith, Director, Internl Org
Ministry of Information and Culture	Gov	Mr. Vangthong Phonchanheuang, Director, Media Dept
Ministry of Public Work and transport	Gov	Mr. Khamphan Vanthana, Div head, transport Dept
Ministry of public Security	Gov	Mr. Soulisack, Div-head, Firefighting Dept
Ministry of Planning and Investment	Gov	Mr. Somchit Inthamit, Director, Intl Coop Dept
Ministry of Public Health	Gov	Mr. Douangchan Keoasa, Director, Hygiene Dept
Office of Prime Minister	Gov	Ms. Vilaythone, Director, PR &Internal Dept
Mekong River Commission	Regl Inter-gov	Mr Nicolaas Bakker, Chief Technical Adviser FMMP
Office of the Resident Coordinator	UN & Intl	Ms. Chindavanh, Coordination Analyst
Ministry of Agriculture and Forestry	Gov	Mr. Savanh Hanephom, Dep-director, Planning Dept
FAO	UN & Intl	Mr. Serge Verniau, Representative
UNFPA	UN & Intl	Ms. Meikp Yabuta,

Representative

UNICEF	UN & Intl	Mr. Timothy Schaffter, Representative
UNDSS	UN & Intl	Mr. Dzenan Viteskic, UN Security Advisor
UNODC	UN & Intl	Mr. Leik Boonwaat
UN-HABITAT	UN & Intl	Mr. Avi Sarkar
WHO	UN & Intl	Dr Supachai Douanghcak, Dr Reiko Tsuyuoka
World Bank	UN & Intl	Mr. Sombath Southivong, Sr.Infrastructure Spc'list
DIPECHO	Acad & Research	Mr. Petra Mikkolainen, Programme Officer
AusAID	UN & Intl	Ms. Dulce Carandang, Senior Program manager
Lao Red Cross	Gov	Dr. Bounthueng Menevilay, Dep-Head, Disaste Dept
French Red Cross	NGO	Mr. David Boisson, Head of delegation
OXFAM Australia	NGO	Mr Sengthong Vongsakid, DRR
CARE	NGO	Mr Francois Guegan, DM Team Leader
Save the Children Australia	NGO	Mr Matthew Pickard CD, Ms. Emma Aguino, ED
World Vision	NGO	Mr. Grant Power, Operations Director
OXFAM Solidarite Belgium	NGO	Fannie M. Fronda DRR Technical Adviser
Asia Disaster Preparedness Centre (ADPC)	NGO	Thanongdeth Insixiengmay, Senior Project Manager

IUCN	UN & Intl	Christophe Muziol, Country Director
UNEP	UN & Intl	Dr. Grace Wong
Ministry of Defense	Gov	Mr. Saichay Kommasith, Director, Personnel Dept
Ministry of Agriculture and Forestry	Gov	Mr. Savanh Hanphom, Deputy Director, Planning Dept