



Lao PDR

Strengthening institutional capacities for resilient recovery

Country Case Study Series
Disaster Recovery Framework Guide

April 2014

DISASTER
RECOVERY
FRAMEWORK





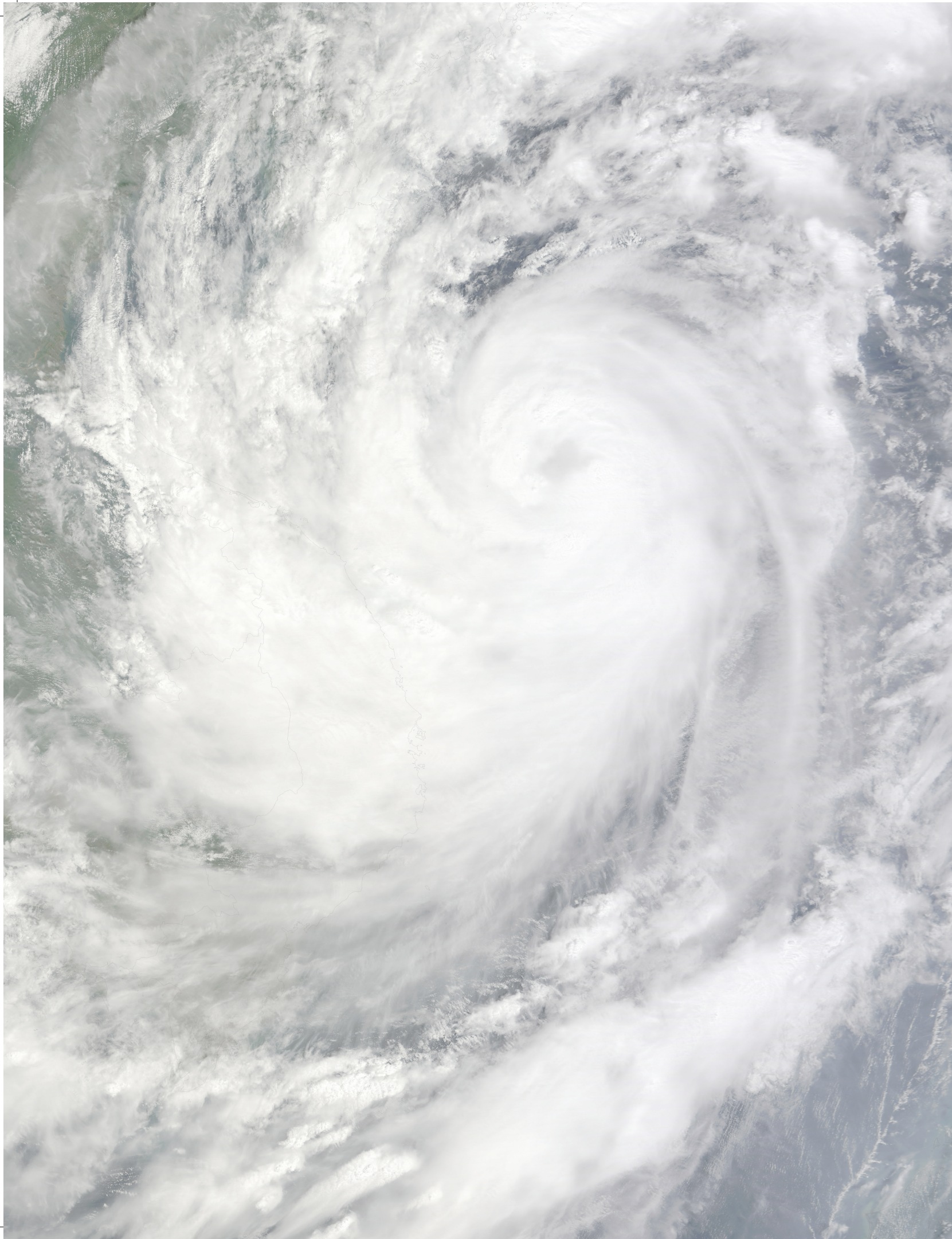
Ketsana brought severe flooding that affected over 180,000 people and resulted in 28 storm related deaths (GOL 2009).

Introduction to the Recovery Framework Case Study Series

The World Bank's Global Facility for Disaster Reduction and Recovery (GFDRR) is working with United Nations Development Program (UNDP) and the European Union (EU) to develop a Disaster Recovery Framework (DRF) Guide that will help governments and partners in planning for resilient post disaster recovery that contributes to longer term sustainable development. For the guide to be based on global good practices, it requires gleaning them from country experiences of disaster recovery and then clearly establishing and articulating these practices. Hence, the development of the RF Guide includes the conduct of country-level and thematic case studies on disaster recovery.

These case studies have been designed to collect and analyze information on: i) disaster recovery standards and principles adapted by countries for specific disasters; ii) means adopted by countries for planning recovery including efforts, considerations and provisions (if any) for making such recovery efficient, equitable and resilient; iii) policies, institutions and capacities put in place by countries to implement and monitor disaster recovery; and iv) ways and means adopted by countries to translate the gains of resilient recovery into longer-term risk reduction and resilient development.

Importantly, these case studies aim to learn from, and not evaluate, country reconstruction initiatives. Best practices and learnings from each country's experience will be used to inform the Guide. Additionally, the case studies examine the planning processes and not the implantation details of recovery experiences. As such, they do not seek to offer a comprehensive account of the recovery program as it unfolded, but rather provide details and insight into the decision-making processes for reconstruction policies and programs.



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Abbreviations

ADB	Asia Development Bank
ADPC	Asia Disaster Preparedness Centre
ASEAN	Association of South East Asian Nations
ASEP	ASEAN Sub-regional Environment Program
CAA	Climate Change Adaptation
CAPRA	Disaster Risk Assessment Program
CERF	Central Emergency Response Fund
DDMCC	Department of Disaster Management and Climate Change
DIC	Department of International Cooperation
DLSW	Provincial Department of Labor and Social Welfare
DOF	Department of Finance, MOF
DONRE	Provincial Department of Natural Resources and Environment
DOP	Department of Planning
DPWT	Provincial Department of Public Works and Transportation
DRF	Disaster Recovery Framework
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
DSR	Department of State Reserves, MOF
FAO	United Nations Food and Agricultural Organization
GOL	Government of Lao PDR
IACP	Interagency Contingency Plan
IASC	Inter-Agency Steering Committee
IFRC	International Federation of the Red Cross
INGO	International Non-government Organization
JICA	Japanese International Cooperation Agency
JPDNA	Joint Post-disaster Needs Assessment
Lao PDR	Lao People's Democratic Republic
M&E	Monitoring and Evaluation
MAF	Ministry of Agriculture and Forestry
MLSW	Ministry of Labor and Social Welfare
MOF	Ministry of Finance
MOFA	Ministry of Foreign Affairs
MONRE	Ministry of Natural Resources and Environment
MPI	Ministry of Planning and Investment
MPWT	Ministry of Public Works and Transportation
MSRA	Multi-sectoral Rapid Assessment

NA	National Assembly
NDPCC	National Disaster Prevention and Control Committee
NDMO	National Disaster Management Office, Ministry of Labor and Social Welfare
NSEDP	National Social Economic Development Plan
OLSW	District Office of Labor and Social Welfare
OONRE	District Office of Natural Resources and Environment
PCDPCs	Provincial Committee for Disaster Preparedness and Control
PDMC	Provincial Disaster Management Committee
PDNA	Post-disaster Needs Assessment
PM	Prime Minister
PPP	Public Private Partnership
SOPs	Standard Operating Procedures
UN Habitat	United Nations Human Settlements Program
UNDP	United Nations Development Program
UNICEF	United Nations Children’s Fund
WFP	World Food Program (United Nations)
WHO	World Health Organization

1. Introduction

1.1 Background

In 2011, the World Reconstruction Conference recommended the development of an international best practice Recovery Framework Guide to assist governments and partner agencies in delivering effective and efficient post-disaster recovery programs. In application, the Disaster Recovery Framework (DRF) Guide is intended to complement the government-led Post-disaster Needs Assessment (PDNA) process – an assessment method that presents damages and losses in a consolidated report.

The DRF Guide will include: global thematic case studies that capture and analyze how disaster recovery standards and principles are adopted; methods adopted for planning efficient and resilient recovery; lessons learned on policy, institutions, and local capacity; as well as ways in which recovery is translated into long-term disaster risk reduction and development. Ten countries, including the Lao People’s Democratic Republic (Lao PDR), were identified for country-level case studies on disaster recovery.

This Country Case Study focuses on the recovery and reconstruction experience of Lao PDR during recent disasters including typhoons Ketsana (2009), Haima/Nok-Ten (2011) and the most recent 2013 flood events. The Country Case Study assesses the disaster recovery process in Lao PDR across four thematic areas outlined in the Recovery Framework Guidelines:

- Institutional arrangements to implement and manage recovery;
- Policy, planning and prioritization for recovery;
- Designing, costing, and financing recovery; and
- Monitoring and evaluation for disaster recovery.

Within this framework, an analysis of the transport sector has been undertaken. Examples from two provinces – Salavan (affected by Ketsana) and Bolikhamxay (affected by Haima and Nok-Ten) are also provided.

The Case Study has been informed by a combination of secondary data analysis and national and provincial-level stakeholder consultation. The overarching objectives of the Case Study are two-fold: to inform the global guidelines and to provide a basis for operationalizing the Disaster Recovery Framework in the local Lao PDR context.

1.2 Lao PDR Context

In Lao PDR, the most common natural disasters are floods and droughts. Floods occur annually between May and September, caused by heavy rainfall from the annual southwest and northeast monsoons. Droughts, caused by significant changes in monsoon patterns, are becoming more frequent and lasting longer. Between 2009 and 2013 Lao PDR had an unprecedented number of natural disasters, claiming lives and causing widespread damage.

On September 19, 2009, Typhoon Ketsana hit the five southernmost provinces of Lao PDR: Savannakhet, Salavan, Attapeu, Sekong, and Champassak. Ketsana brought severe flooding that affected over 180,000 people (23% of the population in these provinces) and resulted in 28 storm related deaths (GOL 2009). Flash flooding in mountainous areas and river overflow onto low lying areas of the Sekong River basin, caused extensive damage to property and infrastructure worth an estimated LAK 4.1 trillion (US\$5.185 billion) (NDMO 2013). The worst affected areas were not accessible for up to three weeks. Many of the affected population were extremely poor and vulnerable. This high magnitude flood was the first of its kind in the area for over 50 years. The Government of Lao PDR (GOL) mounted a significant response and recovery operation, with support from the international community. This devastating event highlighted the country's vulnerability to natural hazards and underscored the need to strengthen national and provincial level capacity in DRM.

Since Ketsana a number of additional high magnitude flood events associated with typhoons or tropical depressions have occurred.

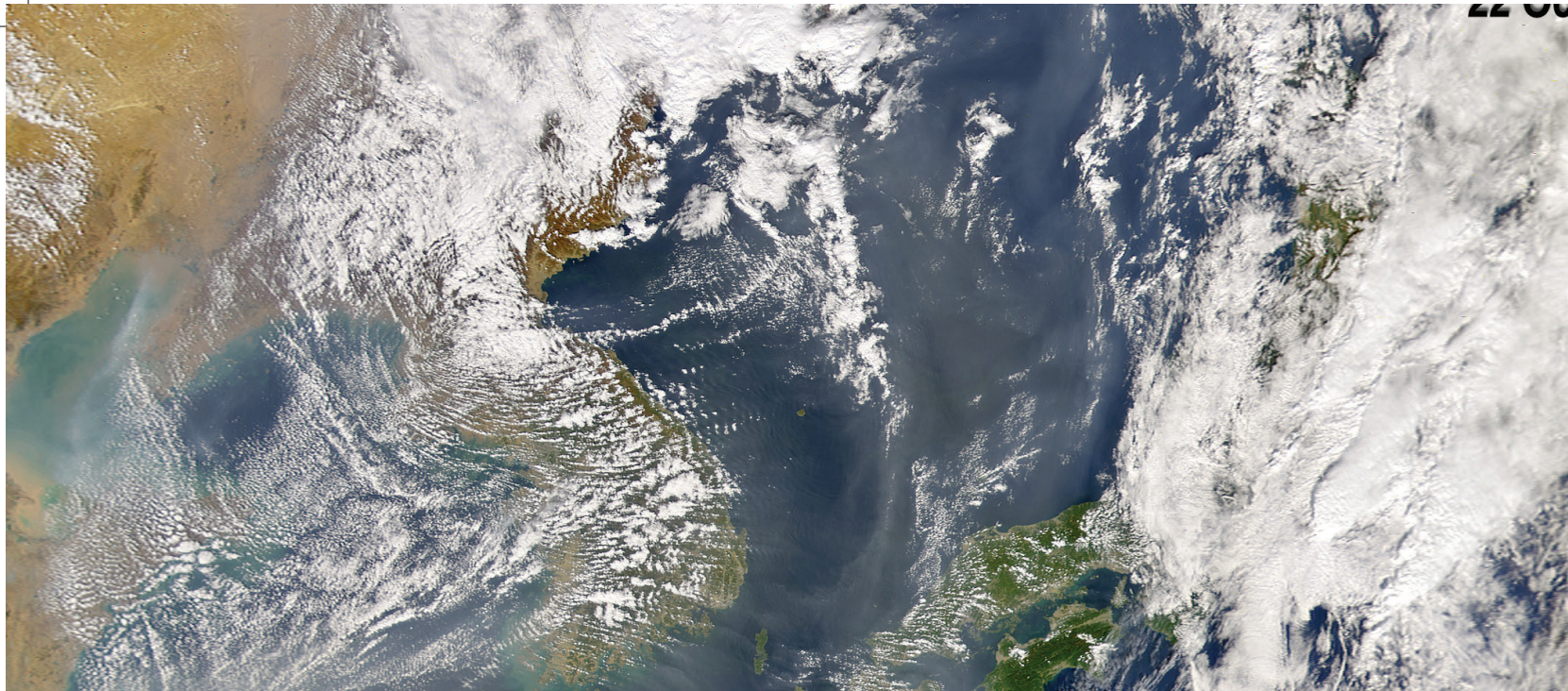
In 2011 tropical storms Haima (June) and Nok-Ten (August) both hit central Lao PDR with devastating effects. Haima caused widespread flooding in 12 provinces, affected 429,954 people (Women 218,154 persons), 82,493 households, 1,790 villages, 96 districts and 42 persons were killed. The flood also severely damaged people houses and infrastructures, costing around 1.8 billion Kips (US\$174 million) (NDMO 2013).

In 2013, a series of five major storm events crossed the country resulting in severe flooding in 12 of the country's 17 provinces. According to a report to the National Assembly, approximately 350,000 people were affected, with 29 storm-related deaths and 77 reported injuries. Loss and damages were estimated at LAK 2.2 trillion (US\$219 million) (NDPCC 2013).

Table 1.1: Disaster Profile

	Ketsana (2009)	Haima/Nok-Ten (2011)	Various (2013)
Number of severely affected provinces	4	8	12
Population affected	180,000	421,000	350,000
Number of fatalities	28	30	29
Number of injuries	n/r	n/r	77
Number of houses damaged/destroyed	6,168	892	1,700
Agricultural land/crops affected (Ha)	36,000	111,000	47,000
National roads damaged/destroyed (Kms)	67	323	867
Number of irrigation systems	130	534	212
Number of schools damaged/destroyed	73	256	n/a
Estimated overall damage (US\$)	518 million	174 million	280 million
Joint Post disaster needs assessment (Y/N)	Yes	Yes	No
Disaster Management Institutions	NDMO & NDMC	NDMO & NDMC	NCDPC & DDMCC

Sources: NDMO 2013; NCDPC 2013



Ketsana (2009)



Houses damaged **6,168**
 Population affected **180,000** [Fatalities **28**]
 Agriculture land affected **36,000 Ha**
 Estimated damage **\$518 m**

Joint Post disaster needs assessment
YES

Hima/Nok-Ten (2011)



Houses damaged **892**
 Population affected **421,000** [Fatalities **30**]
 Agriculture land affected **116,000 Ha**
 Estimated damage **\$174 m**

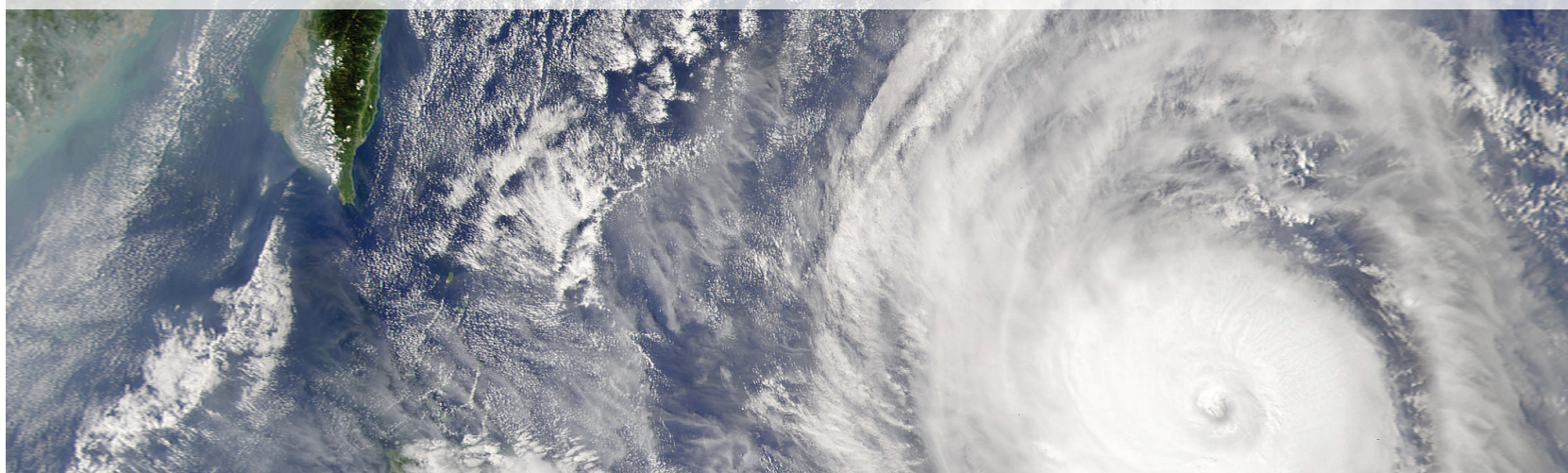
Joint Post disaster needs assessment
YES

Various (2013)



Houses damaged **1,700**
 Population affected **350,000** [Fatalities **29**]
 Agriculture land affected **47,000 Ha**
 Estimated damage **\$280 m**

Joint Post disaster needs assessment
NO



Typhoon Ketsana moves through the western Pacific Ocean with maintained 144 mile per hour winds with higher gusts.

2. Institutional Arrangements and Management Systems for Recovery

2.1 Changing Institutional Arrangements

Formal institutional arrangements for disaster management and recovery have existed in Lao PDR since 1997 when the United Nations Development Program (UNDP) supported the establishment of the National Disaster Management Office (NDMO) under the Ministry of Labor and Social Welfare (MLSW). In 1999 the inter-ministerial National Disaster Management Committee (NDMC) was established under PM Decree 158 (GOL 1999). This committee was tasked with coordinating early warning, preparedness, emergency response, and recovery activities. The NDMO was assigned as the Secretariat to the NDMC and later a focal point structure was established - consisting of NDMC members and units within each key ministry. Since then, committees and offices with formal lines of reporting have been established at the provinces and district and in some cases the village level.

Figure 2.1 provides an overview of these institutional arrangements.

Experiences from Typhoon Ketsana in 2009 prompted a government rethink of how institutional arrangements for disaster risk management (DRM) could be optimized at the national and sub-national levels. Institutional limitations identified included: a) the convening and coordinating power of the Committee and Secretariat under the MLSW; b) the lack of appropriate seniority of Committee members (i.e. technical level); and c) a focus on post-disaster response and relief at the expense of early warning, preparedness and recovery. For example, the NDPCC only convened to respond to severe disaster events and not to coordinate other stages of the disaster cycle.

A series of proposed amendments to DRM institutional arrangements were outlined in the Draft National Disaster Management Plan 2012 – 2015 (NDMO & UN 2011). These included: a) the creation of a separate Disaster Management Authority under the Prime Minister's office; b) the strengthening of provincial structures and responsibilities at the provincial, district, and community levels; and c) clarification of roles for regional and international supporting agencies.

While not all these amendments were adopted, new institutional arrangements based on the need to strengthen national coordination have been rolled out.

In October 2011 the NDPCC formally replaced the former NDMC as the peak body responsible for coordinating disaster risk management and recovery efforts at the national level (GOL 2011a - PM Decree 373). In August 2013 the NDPCC functions were updated and a new Secretariat – the Department of Disaster Management and Climate Change (DDMCC) – was assigned. (GOL 2013 - PM Decree 220). In 2014, work commenced on aligning sub-national institutional arrangements.

Figure 2.2 provides an overview of these new institutional arrangements. Further clarity on these arrangements is expected to be developed by the NDPCC and DDMCC during 2014.

Establishment of a new NDPCC with strengthened membership

The new NDPCC structure includes an expanded leadership team and the appointment of more senior members (i.e. Minister Level). This includes the Deputy Prime Minister/ Minister of Defense as Chair, and Ministers from the Ministry of Natural Resources and Environment (MONRE), Ministry of Agriculture and Forestry (MAF), Ministry of Public Works and Transportation (MPWT) and Ministry of Labor and Social Welfare (MLSW) as Vice Chairs. Eight other representatives from government and mass organizations are members of the Committee.

The new structure of the NDPCC is expected to address some of the convening and coordination issues identified after Typhoon Ketsana. The Deputy PM/Minister of Defense is now able to convene Ministers across the various line agencies, and also mobilize the resources of the military during response efforts.

The structure of the Committee (and Secretariat) also indicates a move to ensure better coordination on early warning and preparedness and disaster recovery. The four vice-chairs (line agency ministers) are expected to each take on clear roles: 1) MONRE: preparedness

Figure 2.1: Pre 2011 Institutional Arrangements for Disaster Management (GFDRR 2009)

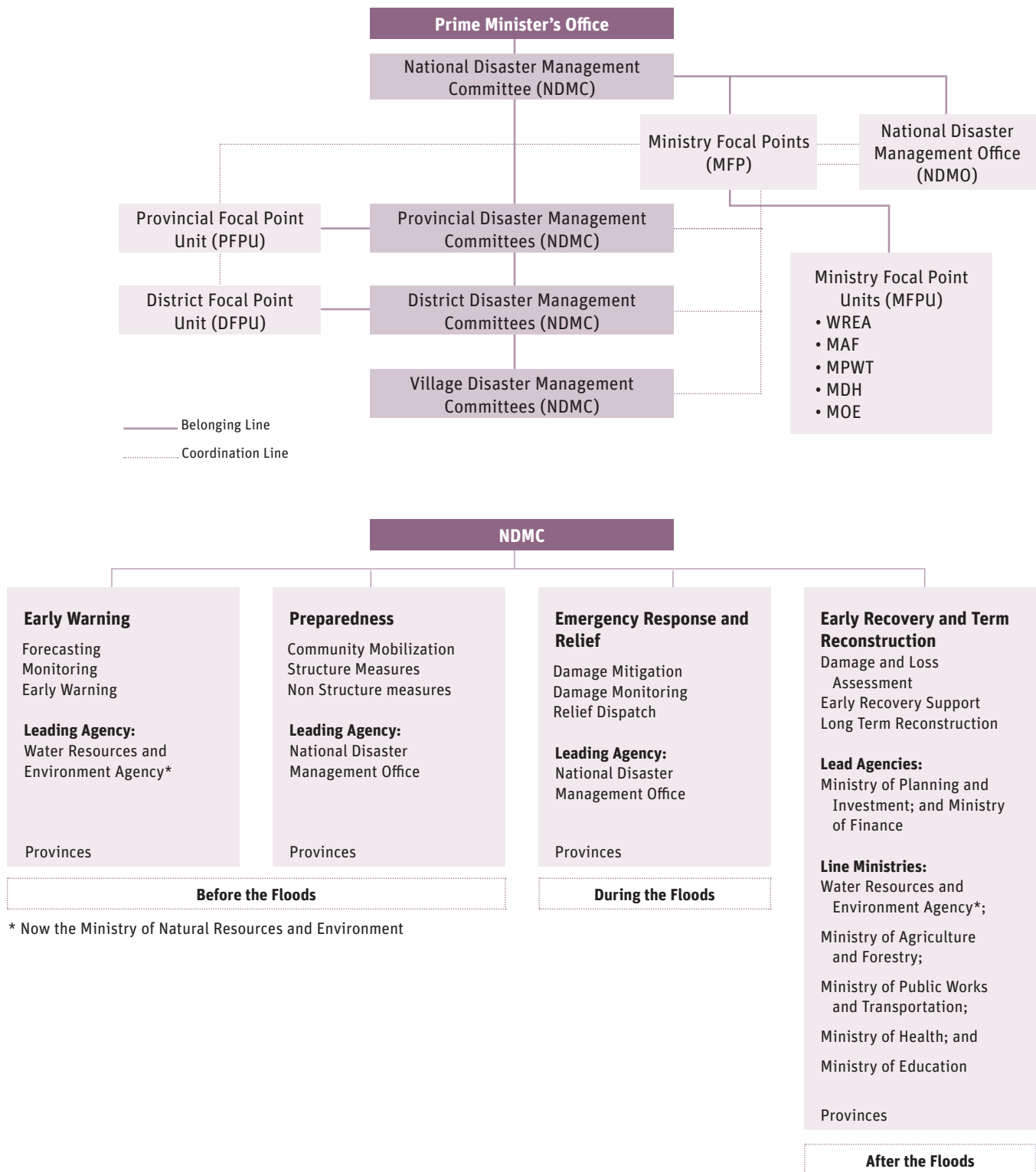
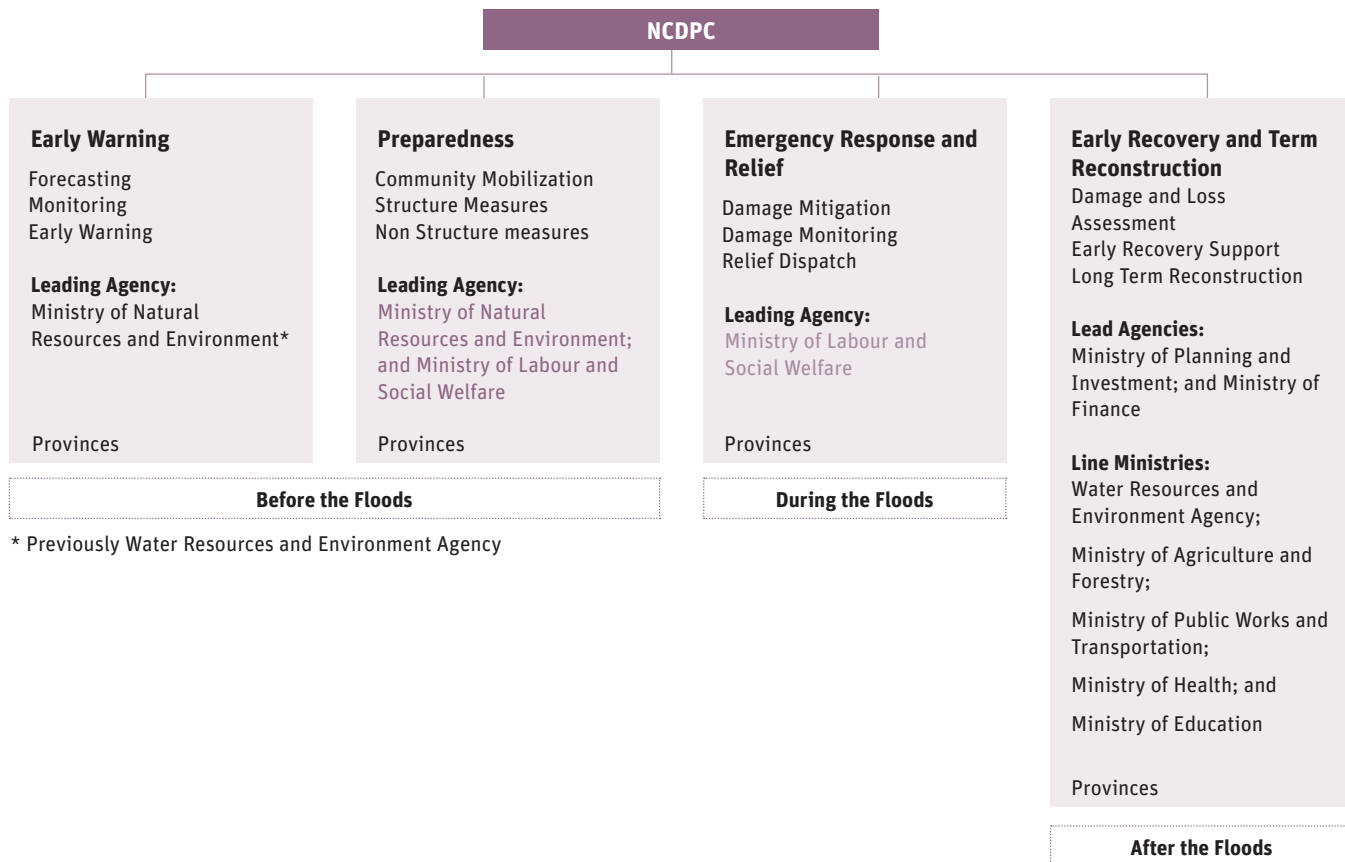
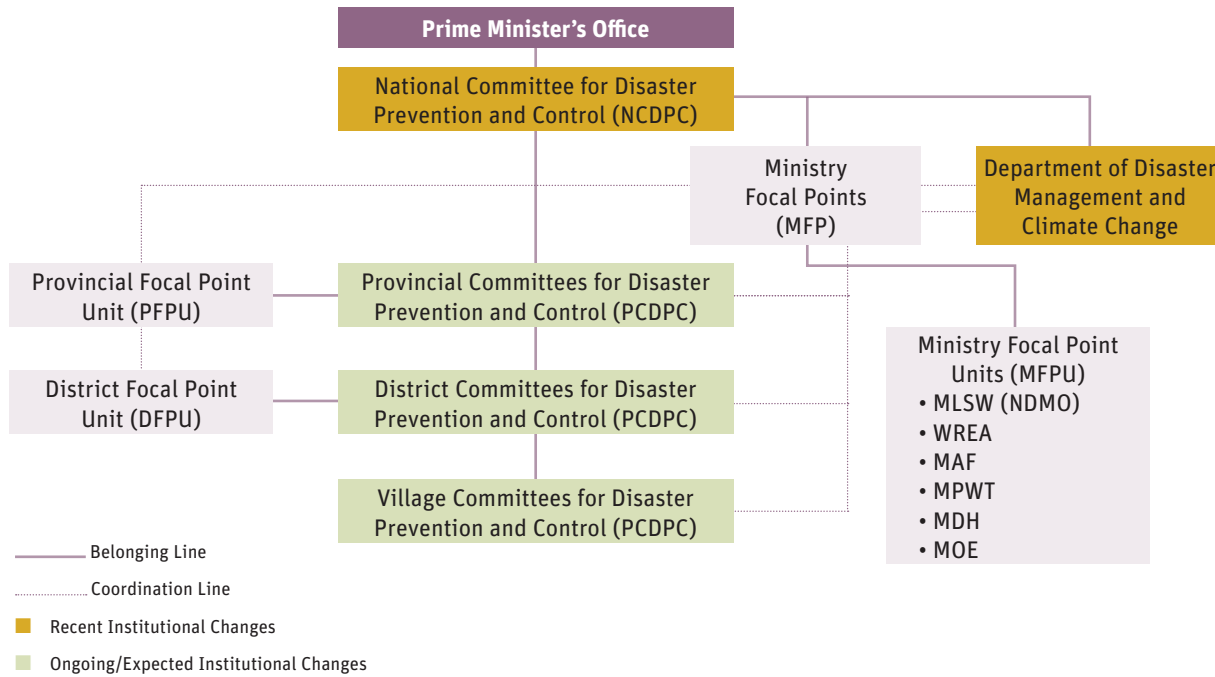


Figure 2.2: Current Institutional Arrangements for Disaster Management



and early warning; 2) MLSW: response; and 3) MAF and MPWT: implementation of priority post-disaster recovery initiatives (i.e. road and irrigation rehabilitation). MPI and MOF are expected to continue to strengthen their role as lead agencies in recovery planning and allocation of financing. The elevated role of MONRE is intended to further strengthen preparedness aspects, institutionalizing and promoting MONRE's roles in land management, watershed management, hazard mapping, and early warning in the recovery framework.

According to DDMCC, an *Implementing Agreement* will be developed in 2014 to detail roles and responsibilities of the NDPCC and its members. Through this agreement there is an opportunity to fulfill the commitment to oversee a more holistic program across the disaster cycle including further articulating the Committee's roles and tasks outside periods immediately following disasters; and recognizing the role of MPI in planning, prioritization, and program delivery in post-disaster recovery, which is currently less pronounced than the other five key line agencies.

Establishment of a new Secretariat under MONRE

The DDMCC (MONRE) has been appointed as the new Secretariat of the NDPCC (GOL 2011a - Decree 373). Formal mandate and implementing arrangements for the new Secretariat are yet to be established, so the roles and responsibilities of the previous Secretariat are being currently used (MSLW 2000 - Decision 097).

The newly established DDMCC elevates the Secretariat to 'Department' level which is viewed as important for improving, convening, and coordinating powers across the line agencies and sub-national departments/offices involved in DRM. Similar to the above, the DDMCC under MONRE is also expected to place more emphasis on preparedness and early warning aspects of DRM.

However, the establishment of the DDMCC is in its infancy. Key challenges include:

- a) Need for resources - while leadership structures are in place, the Department is still in the process of establishing its office and recruiting staff.
- b) Development of institutional knowledge - while the DDMCC leadership has experience in the DRM field, the original plans for staff and resources (data,

literature, systems, etc.) to be transferred from the NDMO (MSLW) to the DDMCC has not eventuated. Key expertise and knowledge still remains at NDMO and is likely to stay there in the short term.

- c) Capacity building - linked to the lack of resources and institutional knowledge are the significant capacity issues in the current Secretariat to carry out its functions and drive further reforms or efficiencies in the sector. These issues, which are discussed further in Section 2.3, have resulted in a number of coordination and implementation issues during the 2013 flood season.
- d) Institutional mandate / coordination - In the interim the NDMO within the Department of Social Welfare (DSW) is supporting the DDMCC, and it is understood that it will continue to operate as a focal point unit for the MLSW in the future. In the meantime the split in responsibilities between the NDMO and DDMC and the capabilities of the DDMC to carry out the Secretariat functions are expected to remain unclear. The new *implementing agreement* is expected to address these issues.

2.2 Arrangements for Horizontal and Vertical Coordination

2.2.1 Horizontal Coordination Arrangements.

At the national level there are a number of coordination mechanisms which support the NDPCC. These include: a) the Committee Secretariat; b) Ministry Focal Points; and c) Ministry Focal Point Units established in key line agencies (see Figure 22).

Ministry Focal Points and Focal Point Units

Focal Points (usually Minister / Vice Minister and member of the NDPCC) and Focal Point Units exist within all each key line ministry. For example, MPWT has established a ministerial focal point unit under the Department of Planning and Cabinet. Each relevant department within MPWT is represented at the Director Level. The unit coordinates the work within relevant departments of the Ministry; acts as a secretariat to the Minister (and co-chair of the NDPCC); and acts as a focal point for communication with provincial departments.

Roles and responsibilities for focal point units and personnel continue to evolve to meet the increasing roles and activities of respective ministries. This is likely to be the case for the NDMO which will continue to operate as the MLSW's focal point. While many of its Secretariat responsibilities will be passed to DDMCC, the NDMO will continue to support the Ministry's role in preparedness and early relief and response activities.

2.2.2 Vertical Coordination Arrangements

Lao PDR is comprised of 17 Provinces and 141 Districts. Each Province is administered by an appointed Governor. Party and Government administrative structure extends downward from the central to provincial, district, sub-district, and village levels. These linkages are considered a key strength in coordination of disaster recovery efforts. Disaster management committees and secretariats have been established at the provincial, district, and in some cases, village levels. The organizational structure and duties of these institutions are determined by the Chair and Provincial Governor and endorsed by the NDPCC (GOL 2011a - PM Decree 373).

Sub-national Institutional Arrangements

Institutions and coordination arrangements at the sub-national level vary across the country. Capacity is highly correlated with recent experience (and subsequent GOL and donor support) of severe events (e.g. Ketsana and Haima/Nok-Ten). The 2013 flood events highlighted the variation of provincial and district government capabilities across the country to coordinate and conduct post-disaster assessment and recovery planning activities (WFP 2013), (see Section 4.1.2).

Salavan and Bolikhamxay are two provinces where recovery mechanisms have been strengthened by the experiences of Ketsana and Haima/Nok-Ten.

Since Ketsana, Salavan Province has developed a Disaster Management Plan (2012-2015) outlining clear responsibilities for provincial and district line agencies in response and recovery efforts; and has established a Provincial Emergency Fund. The Governor has also established a new Provincial Disaster Management Committee (PDMC) (GOL 2013 – Agreement 499), which consists of 25 members representing the majority of provincial line departments and a number of mass

organizations. All members are now senior officials (i.e. Director General Level and above). The leadership structure of the committee and secretariat differs from the national level. The Salavan PDMC is chaired by the Deputy Governor with the Director General of Department of Defense and Director General of the Department of Public Security. The Secretariat is headed by the Director General of Cabinet and Director General of Department of Labor and Social Welfare (co-head). The Salavan Government views the Provincial Cabinet's role of coordinating, convening, and decision-making in disaster recovery as critical.

In Bolikhamxay, the PDMC was formed in 2006 however it was not until 2011, during the response to Haima/Nok-Ten, that the PDMC was first activated. While the PDMC is much like Salavan's, Bolikhamxay is still in the early stages of developing and refining its recovery process. The Provincial Office of Cabinet leads coordination efforts – including a provincial focal point network consisting of representatives from each line department. While the Provincial Department of Labor and Social Welfare exists and plays a key role in the recovery process, it does not function as a PDMO with provincial coordinating responsibilities. Unlike Salavan, Bolikhamxay is yet to develop a provincial disaster management plan or protocols for disaster recovery coordination.

Implementation of new institutional arrangements at sub-national levels

DDMCC has commenced discussions with provincial and district line agencies regarding the new institutional arrangements at the national level and their implementation at the sub-national level. However there is likely to be some variation in adoption at this level, since the organizational structure and duties of these institutions are determined independently by the Chair and Provincial Governor based on the specific needs of the province (GOL 2011a - PM Decree 373) – see Section 2.2.2.

Changes to the Secretariat in provinces and districts will require consideration of the strength of existing coordination and decision-making systems as well as the capacities at these levels. Governors and deputy governors often play a more active and hands on role in response and recovery because they are closer to the issue. Many provinces and districts employ a dual coordination arrangement led by the Department of Cabinet (Cabinet)

and the Department of Labor and Social Welfare (DLSW) which ensures the convening and coordination power (provided by Cabinet) and the management and technical resources (provided by DLSW). The connection between the Cabinet and Deputy Governor is seen by provincial officials as crucial in timely decision-making (ES 2013).

The existing capacity of provincial and district line agencies also require further consideration. Since Ketsana, there has been an emphasis placed on strengthening the DLSW/OLSW (human resources and systems) in disaster risk management, response, and recovery. While it is not homogenous across local governments, significantly improved resources and capacity now lie within DLSW/OLSW. To date, provincial DONRE and district OONRE's role in DRM has been focused on early warning and a facilitation role rather than an active analysis and engagement role. Their involvement in broader response and recovery has been limited. As early warning systems are further developed, provincial DONRE and district OONRE's role is expected to evolve and with it, the expectations placed on these line departments/offices (i.e. more localized understanding of vulnerable areas, more advanced/timely monitoring of potential flood events etc.).

2.2.3 International Coordination

Multilateral and bilateral development agencies and a range of international non-government organizations support early warning, preparedness, response, and recovery activities in Lao PDR. To date, efforts to improve coordination between these institutions and with the GOL

have focused on response and early recovery through the development of an inter-agency contingency plan (See below). For recovery, strengthened coordination has been facilitated through the Joint Post-disaster Needs Assessment process (See section 4.1.3) and through general aid effectiveness initiatives like the National Round Table Process (See section 5.1.1).

Inter-agency Standing Committee and the Inter-agency Contingency Plan for Lao PDR

The Inter-agency Standing Committee (IASC) is the primary mechanism for coordination of relief activities between GOL and international organizations in Lao PDR. The IASC is co-chaired by the Chair of the NDPCC's secretariat and UN Resident Coordinator and brings together key GOL and international organizations to raise funds, coordinate, and respond to disaster events.

In addition to its membership structure, IASC has established a number of bodies to aid in effective horizontal and vertical coordination. These include: a) ten Committee Clusters with assigned lead agencies and government partners (see Table 2.1); b) an Emergency Task Force co-chaired by the UNRCO and NDMO; c) an Information Management Network co-chaired by WFP and NDMO; d) an Emergency Communications Team; and e) Provincial INGO focal points.

IASC has a detailed Inter-agency Contingency Plan (2013) which outlines GOL and IASC member roles and responsibilities and standard operating procedures for emergency response (see Section 2.2.4).

Table 2.1 IASC Cluster Arrangements in Lao PDR

Cluster	Cluster Lead Agency	Government Linkage
Health	World Health Organisation	Ministry of Health
Water, sanitation and hygiene	UNICEF	Ministry of Health
Food security	FAO and WFP	Ministry of Agriculture and Forestry Ministry of Labour and Social Welfare
Nutrition	UNICEF	Ministry of Health
Education	UNICEF and Save the Children	Ministry of Education
Shelter	UN Habitat/IFRC	Ministry of Public Works and Transport
Protection	UNICEF and Safe the Children	Ministry of Public Works and Transportation
Early Recovery	UNDP	Ministry of Planning and Investment
Logistics	WFP	Ministry of Labour and Social Welfare
Information, communication and technology	WFP	Ministry of Post, Telecommunications and Communications

Source: IASC 2012

2.2.4 Coordination challenges highlighted during Ketsana and Haima

Recent disasters such as Ketsana and Haima/Nok-Ten have highlighted a number of coordination challenges. An 'After Action Review' of tropical storm Ketsana raised awareness of a number of challenges to emergency response in Lao PDR including:

- Need for clarifying roles and responsibilities of the IASC members and the Government;
- Need for clarifying mechanisms and processes for coordination at the inter-agency levels and with the Government;
- Need for clarifying cluster system arrangements, and varied levels of cluster response planning;
- Need for strengthening systems and tools for planning, implementing, and analyzing common needs assessments;
- Need for clarifying response SOPs for IASC members;
- Delays to the response caused by unclear or slow coordination and decision-making processes;
- Delays in information collection, collation, and sharing caused mainly by the lack of common approach and clear definitions and/or agreement on information management responsibilities and tasks; and
- Delays in humanitarian financing mobilization, including delays due to weak or unavailable data and slow decision-making processes (IASC 2013).

In response to these issues, an Inter-agency Technical Working Group was established under the leadership of the Government's NDMO and the UN Resident Coordinator's Office to develop an Inter-agency Contingency Plan (IACP) in cooperation with all government agencies and international organizations involved in disaster response and recovery.

The IACP was endorsed by ISAC in February 2013. It provides a clear response coordination mechanism and strategy, as well as clearly defined roles and responsibilities for GOL and international partners. Standard Operating Procedures (SOPs) are provided to guide rapid and effective disaster response.

The Plan is viewed by many stakeholders in Lao PDR as a significant contribution to the coordination of recovery efforts in Lao PDR. While it is IASC-focused, it represents the most current and comprehensive effort to date to outline government roles, responsibilities, and standard operating procedures for emergency response. This detail and the experience in developing it, provides an important basis upon which internal GOL procedures and plans for response and recovery can be further developed.

However, to date the Plan has not been fully implemented. The 2013 flood season has resulted in an un-coordinated approach to response and recovery with the Government and international agencies continuing to implement sector specific and targeted response efforts.

The 2013 events have highlighted the need to address ambiguities about timing and triggers for international assistance. Due to the number of storm systems hitting Lao PDR in 2013, the NDMO and IASC agreed to a consolidated approach and the issuance of a formal request from the GOL. This triggered a flash appeal and Central Emergency Response Fund application at the end of the wet season. This GOL request is a necessary first step before a joint post-disaster needs assessment (PDNA) can be conducted and further international support for early and longer term recovery can be requested (See section 4.3.4). A joint PDNA was not completed in 2013 and as a result, the scope of international assistance has been limited to date.

Changing institutional arrangements within the GOL are likely to have had an impact on national coordination during the 2013 storm season. The NDMO (MLSW), heavily involved in the IACP development, is no longer formally tasked with NDPCC Secretariat coordination responsibilities and the DDMCC is still in its infancy. Changing institutional arrangements within the GOL are likely to have had an impact on national coordination during the 2013 storm season. The NDMO (MLSW), heavily involved in the IACP development, is no longer formally tasked with NDPCC Secretariat coordination responsibilities and the DDMCC is still in its infancy. The NDMO and DDMCC are currently in discussions with representatives of IASC to improve coordination in 2014. One initiative being discussed is more extensive GOL involvement in pre-food season simulation exercises planned for July 2014.

2.3 Capacity and skill mix

Institutional Changes: NDPCC, NDMO, and DDMCC

Through post-Ketsana and Haima/Nok-Ten recovery efforts, significant GOL and international donor investments have been made to develop capacity within the NDMO (MLSW), MPI, MONRE, MPWT and MAF from national to sub-national levels.

The new NDPCC structure and the increasing role of MPI in DRM mainstreaming has the potential to further support DRM capacity building efforts by improving coordination and cooperation across line agencies. This has been seen in the MPI led initiatives to strengthen the PDNA process, and, more recently, working with MONRE, MPWT, and MAF on disaster risk assessments and integrating DRM into sector strategies, design guidelines, etc. (See section 3.1).

However, there is uncertainty about the potential impact of changes to the NDPCC Secretariat. Since 1997, considerable capacity has been built within the NDMO and its sub-national counterparts to strengthen the organization's role as the focal point for DRM related work in Lao PDR. Changes to institutional arrangements have the potential to weaken the progress that has been made. There is currently a high level of uncertainty about how the institutional knowledge, systems, and experience of the NDMO will be carried over to the newly created DDMCC. While the NDMO continues to work closely with DDMCC to support it during the hand-over period, this arrangement is reliant on strong personal relationships between NDMO and DDMCC leadership. These arrangements are expected to continue for the foreseeable future and will need to be formalized in 2014.

Going forward, significant investment in the DDMCC will be required to enable it to successfully carry out both NDPCC Secretariat functions and place more emphasis on preparedness and early warning efforts. At the same time, investment in the NDMO will need to continue to support the capacity and institutional knowledge that already exists, as well as its continuing role in post-disaster response and recovery. There is a clear need for a coordinated capacity building program for the two organizations.

Increasing awareness and capacity of decision-makers

Ketsana and Haima/Nok-Ten post-disaster recovery efforts have led to enhanced awareness and capacity of senior

decision-makers within the government and National Assembly. This increased awareness has helped drive the DRM reform agenda.

For the GOL this has meant an increased focus on the impact of disasters on national growth and poverty alleviation; and mainstreaming disaster risk management efforts in the country's 7th National Socio-economic Development Plan (NSEDP) 2011 – 2015 (MPI 2011). The GOL has also strengthened institutional and coordination arrangements for DRM nationally, and worked to ensure awareness at the highest levels of government continue to grow. For example, the newly established DDMCC plans to support these achievements by establishing a Disaster Academy, which would maintain and strengthen knowledge across government and ensure a common skill base (i.e. among committee and focal point members).

National Assembly (NA) involvement in the mobilization of funds for Haima/Nok-Ten recovery (see Section 4.1.1) and engagement during international forums such as ASEAN (e.g. the ASEAN Sub-regional Environment Program) has highlighted lawmakers' potential role of in disaster risk management advocacy and oversight.

NA members are now actively engaging with senior levels of government to ensure better preparedness and more adequate response and recovery in their respective constituencies. The NA has also played a key role in the establishment of the new National Accumulation Fund, which includes priority use of funds for disaster recovery and a clearer oversight role for the NA. At the 6th Ordinary Session of the National Assembly (December 2013), post-disaster recovery was one of three priority agenda items. During this session the NA approved significant funds for the 2013 flood recovery efforts.

The NA is currently involved in legislative reform in the DRM sector and is committed to further developing institutional arrangements and processes for disaster recovery oversight. In February 2014 the NA, in cooperation with the Asia Parliamentary Assembly, hosted a workshop on disaster risk management for sustainable development. Participants exchanged experiences on the development of legislative framework for disaster risk management. The NA intends to continue engaging with the international community through forums like the 6th Asian Ministerial Conference on Disaster Risk Reduction to be held later this year.

3. Developing Guiding Principles for Recovery Policies, Priorities, and Planning

3.1 Mainstreaming Disaster Management into the Planning Process

Mainstreaming DRM into the 7th National Socio-economic Development Plan and Sectoral Investment Plans

The Government has strongly emphasized mainstreaming disaster management into the long-term planning process. A goal of Lao PDR's 7th National Socio-economic Development Plan (NSED) 2011-2015 (MPI 2011) is to "secure the country from losses due to natural disasters, such as controlling forest fires, drought, flood, erosion of rivers, and denuding of mountains." The NSED highlights "high alert in preventing natural disaster" and "restoring the environment affected by previous disasters" as two of seven targets for natural resources and the environment. Furthermore, it outlines a number of commitments to implementing DRM including: a) precautionary steps to mitigate the impacts of natural catastrophes; b) strengthened capacity and participation of government agencies in DRM; c) strengthened early warning systems and establishment of additional monitoring stations; d) integration of disaster risk reduction (DRR) in sector development plans; and e) integration of DRR into education curriculums and school infrastructure planning.

The requirement for line agencies to integrate DRR strategies and climate change adaptation (CCA) into sector development plans is a central aspect of the NSED. As a result DRM is now on the agenda for most GOL line ministries and many sectors have mainstreamed DRM into their plans. However more work is required to establish a proper framework for implementation and monitoring.

With the World Bank's support, MPI, MPWT and MAF are working to mainstream DRR and CCA into public infrastructure investment processes. This work includes sectoral risk assessments to inform the development of sectoral plans and mainstreaming DRR and CCA into planning cycles and budgeting processes. The assessment work builds on the recent National Risk Assessment Report on Disaster Risk Reduction (NDMO & ADPC 2012) which reinforced the relationship between disaster risk and poverty reduction and provides guidance for mainstreaming DRR into poverty reduction strategies and programs. The newly created DDMCC is also supportive

of this work and is advocating more detailed risk assessments and vulnerability mapping at the local level to better inform preparedness and early warning – and ultimately recovery efforts.

Work has also recently commenced on the development of sectoral plan checklists and the revision of existing building codes and technical standards for the design, construction, and monitoring of public investments. During initial work, GOL officials have emphasized the need to develop standards which promoted best practice principles while at the same time were realistic and easily operationalized in the Lao context.

3.2 Developing the Recovery Framework

Initial steps towards the development of a National Disaster Recovery Framework

Lao PDR has made some progress in developing aspects of its recovery framework however does not have an institutionalized framework in place. Instead it relies on the strength of government line agency coordination mechanisms and existing assessment/report back processes for recovery planning and implementation.

The Joint Damage, Losses, and Needs Assessment (DLNA) conducted by the GOL, with support from IASC and the World Bank, for Typhoon Haima highlights this gap. The document provides a mini recovery framework including guiding principles of the needs assessment; a recovery strategy; institutional arrangements for recovery implementation; and a framework for monitoring and evaluation. The Draft National Disaster Management Plan 2012 – 2015 (NDMO & UN 2011) also supports the need for the development of a recovery framework by proposing the development and establishment of: a) emergency response plans at all levels; and b) a post-disaster and reconstruction mechanism – with an emphasis on disaster risk reduction. However it is unclear whether this Draft Plan has been officially adopted.

Five core pillars and a number of key needs and priorities for development of a strategic framework for recovery and DRM institutionalization in Lao PDR are outlined in the Joint DLNA for Typhoon Haima. These are presented in Table 3.1, along with a rapid assessment of the current status.

Table 3.1: Key Needs and Priorities for a Strategic Framework for Recovery and DRM Institutionalization in Lao PDR – Status Review

Pillar	Priority /Needs	Status (2014)
Institutional capacity building	Intra-provincial capacities for preparedness and DRM institutionalization.	Institutions and coordination arrangements at the sub-national level vary across the country. Capacity is highly correlated with recent experience (and subsequent GOL and donor support) of severe events (e.g. Ketsana and Haima/Nok-Ten). The recent 2013 flood events highlighted the variation of provincial and district government capabilities across the country to coordinate and conduct post-disaster assessment and recovery planning activities (WFP 2013).
	Training and maintaining strong HR base in key institutions.	Training and capacity building initiatives continue at all levels. A DRM curriculum has been developed; training of trainers conducted at central level; and training has been conducted in some provinces. Uncertainty due to the establishment of the new DDMCC (MONRE) and transfer of secretariat responsibilities from the NDMO (MSLW) has the potential to affect all levels of government.
	Standardized/ harmonized information collection and management;	Standardized/harmonized information collection during GOL multi-sectoral rapid assessments highlighted as a key issue during 2013 storm season - primarily due to geographical scope of floods, varying capacities in local government, and NDMO coordinating capacity. Standardized methodology developed for JPDNA Haima yet to be used again. Feedback suggests a review of this methodology prior to the next storm season - allowing more time to incorporate views/needs of various stakeholders is necessary.
	Awareness and emergency preparedness plan and SOP standard operating procedures (SOPs)	IACP produced and endorsed however not yet fully implemented. Official plan and SOPs still need to be produced by the GOL. While the IACP Plan is IASC focused, it represents the most current and comprehensive effort to date to outline of government roles and responsibilities and SOPs for emergency response.
	Monitoring and evaluation framework	Currently need a comprehensive M&E framework. Monitoring and Evaluation Committee established for Haima. Efforts made by some line agencies (e.g. MPWT) to properly resources M&E activities.
	Regulatory mechanisms to support DRM	UN has been supporting development of a Disaster Management Law. Originally with NDMO. Decrees drafted including a PM Decree on DRM. In 2013 this program was extended and changed as a result of changes in institutional governance. DCCDM (MONRE) now key partner.
	Risk identification and assessment	Structured risk assessments for better informed long-term planning decisions; development of strategic plans based on these assessments.
Strengthening emergency preparedness & early warning	Full review of early warning systems; shifting focus to local level early warning.	Multi-donor (World Bank, ADB, JICA) support to MONRE in terms of early warning continuing. Focus on MONRE's role strengthened through recent institutional changes.

continues

Table 3.1: (continuation)

Pillar	Priority /Needs	Status (2014)
Risk mitigation investments for reducing exposure to natural hazards	Build back better principles operationalized – particularly in the infrastructure sector (e.g. roads, irrigation, public buildings/assets etc.).	World Bank, MPI, MPWT and MAF recently commenced a review of existing building codes and technical standards for design, construction and monitoring of public investments.
Catastrophe risk financing and transfer	Long-term products to transfer or mitigate disaster risk	Awareness of the need for these tools increasing - through engagement in international forums (i.e. ASEAN). Risk mitigation being considered by specific sectors (i.e. roads) in move from IOU contracts to more appropriate contractual arrangements with contractors (i.e. PPP).

Source: Joint DLNA, GOL et al 2011

4. Designing, Costing, and Financing Recovery Programs

4.1 Assessing and Reporting on Damages and Needs

4.1.1 Multi-sectorial Rapid Assessment and Reporting

The GOL's primary post-disaster data gathering tool is a multi-sectorial rapid assessment (MSRA). It is usually carried out within the first two weeks following a disaster. This assessment is coordinated by the NDPCC and its members, using administrative lines of coordination between central, province, district and village. INGOs and UN agencies provide assessment support at the provincial level, particularly in those provinces that lack sufficient capacity to coordinate this work.

Each line agency assesses damages and needs for their relevant sector. For example, the MLSW-- with its provincial, district, and village counterparts-- collects information on the number of affected people, private assets, and estimates of financial loss etc.; MAF collects information on damages to agriculture land, irrigation infrastructure, rice stores, livestock etc.; and MPWT collects information on damages to roads and other public assets. Methodologies for data collection are provided by central level ministries.

The outputs of these assessments include a number of line agency reports, which feed up to central level ministries; and overall district/province reports which are coordinated by NDMO and ultimately reach NDPCC as a consolidated report. This information informs planning for recovery activities, and where necessary, defines the focus for follow-on assessments. The strength of this process lies in its inclusion of all relevant line agencies and its bottom up approach. However, due to the multiple channels of reporting, there are often substantial discrepancies in information reported and received at the central level.

Transport Sector: Experiences from Salavan

In the wake of tropical storm Ketsana, the Provincial Department of Public Works and Transportation (DPWT)

established a committee to coordinate response and recovery efforts for the sector. The committee consisted of representatives from the DPWT and their district colleagues from the heavily impacted districts of Taoy and Samoi. The first priority of the committee was to re-establish access to the affected areas (e.g. clearing trees and debris) with the help of private contractors and local communities. The committee then worked closely with the PDMO and other line agencies to conduct the multi-sectorial rapid assessment.

Road damage assessment was focused on determining damage to national and provincial roads and categorizing them as either a) emergency repairs (e.g. clearing roads, clearing land slides, fixing bridges) or b) post-disaster rehabilitation. These categories form the basis for post-disaster expenditure prioritization. DPWT's experience during Ketsana highlighted the capacity constraints of the agency and its district counterparts to rapidly carry out these dual tasks. Private contractors were requested to assist in the assessment process, working alongside government officials to support initial assessments of damages to roads.

Since Ketsana, efforts have been made to strengthen the on-ground resources and capabilities. One key post-Ketsana initiative has been the appointment of Village Public Works and Transportation representatives – with responsibilities for mobilizing village resources and coordinating emergency repair and assessment functions at the village-level. This initiative has not been overly successful. The lack of funds to properly launch this initiative; and lack of incentives to encourage village representative involvement are reportedly key constraints.

4.1.2 Cluster/Sector In-depth Sectorial Assessments

Over recent years the use of cluster/sector in-depth sectorial assessments has emerged as an important aspect of the overall post-disaster assessment framework. These assessments, carried out by GOL agencies and their international partners (see IASC Cluster arrangements), are intended to strengthen information on post-disaster

damages and needs and inform adjustments to ongoing response and recovery planning.

Mapping of 2013 Flood Affected Villages in Lao PDR

WFP, with support from MLSW and MAF, conducted a rapid *Mapping of Flood Affected Villages in Lao PDR* (2013). The geographical spread of the 2013 floods stretched the resources of the NDMO and relevant line ministries. As a result, the quality and level of detail of information provided through the MSRA exercise was not homogenous across all provinces and districts, and lacked adequate detail on the location of damages and losses (WFP 2013). Key issues included non-harmonized data collection approaches across provinces/districts; and varied interpretation of indicators collected by assessment teams. For example definitions of affected population varied across the country. Some reports defined affected population as the total population in a

flood-affected village; others defined affected population as a percentage of total population based on non-uniform impact thresholds.

The aim of the WFP mapping exercise was to assess the geographical extent of damage and categorize the levels of damage. With support from WFP Regional Bureau, mapping criteria consisted of three levels of damage – heavy, moderate and low. NDMO developed these criteria to assess agricultural land and village infrastructure damage. Mapping exercises were done at the district-level to identify impacted villages and information on area cultivated, area damaged, total population, and population affected – based on the mapping criteria were collected. The results of this work were adopted by the NDPCC, informing recovery planning and prioritization, as outlined in the committee’s report to the National Assembly in December 2013 (NDPCC 2013).

Figure 4.1: Flood Affected Village Mapping Criteria (WFP 2013)

Mapping criteria	Agricultural land damaged	Village infrastructure damaged
	<ul style="list-style-type: none"> • Agricultural land (rice and other crop) lost because of flooding 	<ul style="list-style-type: none"> • Homes made uninhabitable or severely damaged and/or collapsed due to flood. • Households in the villages lost their assets (cooking pots, water containers, housing materials, agriculture tools...). • Significant loss to livestock
Heavily damaged	<ol style="list-style-type: none"> 1. 40% or more of paddy rice/upland rice area are lost because of flooding 2. More than 40% of agricultural land (other crops) are lost 	<ol style="list-style-type: none"> 1. Large numbers of homes made uninhabitable due to water damage (>20%) 2. 20% or more of houses severely damaged/and collapsed due to flood 3. More than 40% of households in the villages lost their assets (cooking pots, water containers, housing materials, agricultural tools...) 4. More than 25% of households in the villages lost livestock
Moderately damaged	<ol style="list-style-type: none"> 1. 10-39% of paddy rice/upland rice areas loss from flooding 2. 10-39% of agricultural land (other crops) are lost 	<ol style="list-style-type: none"> 1. A reasonable number of homes made uninhabitable (temporarily) due to water damage (5-19%) 2. 5-19% of houses severely damaged/and collapsed due to flood 3. 10-39% of households in the villages lost their assets (cooking pots, water containers, housing materials, agricultural tools...)
Lightly damaged	<ol style="list-style-type: none"> 1. <10% area loss from flooding but fields were inaccessible for a short period due to potentially affecting yields 2. <10% agricultural land (other crops) are lost 	<ol style="list-style-type: none"> 1. A small number of homes (5%) made uninhabitable due to water damage 2. <5% of houses severely damaged/and collapsed due to flood 3. <10% of households in the villages lost their assets (cooking pots, water containers, housing materials, agricultural tools...)

Sectoral assessments such as the 2013 flood mapping exercise play an important role in building the capacity of GOL officials and improving the MSRA process. The IACP (IASC 2013) identifies a number of areas where sectoral assessment can be further strengthened including: a) agreement on indicators and definition of indicators being assessed; and b) further coordination of assessments where several sectors are assessed at the same time.

4.1.3 Joint Post-disaster Needs Assessment (PDNA)

The Joint PDNA is a government-led exercise that compiles information into a single, consolidated report. Tropical storms Ketsana and Haima/Nok-Ten promoted considerable GOL and donor investment in PDNA development and implementation in Lao PDR.

Ketsana and Haima PDNAs

Two different joint assessments were conducted in the aftermath of tropical storm Ketsana – a *Joint Assessment of Impact and Needs* (GOL & IASC led, October 2009) and a *Damage Loss and Needs Assessment* (GOL, World Bank and ADB et al, November 2009). This stretched GOL resources, produced two competing datasets, and led to a relatively uncoordinated approach to disaster response and recovery.

When Haima hit the country in 2011, an effort was made to address these issues. The GOL and IASC members (including the World Bank and ADB) agreed to conduct a *Joint Damage, Losses and Needs Assessment* using a methodology that had been developed post-Ketsana by the Asian Disaster Preparedness Centre (ADPC) and Ministry of Planning and Investment with support from the World Bank. A joint workshop was conducted with all relevant stakeholders to review and update the methodology where a balance between the assessment of ‘economic loss’ and ‘post-disaster needs’ was established. This work led to the establishment of a Technical Disaster Assessment Committee led by MPI, the development of a *Manual for Damage and Loss Calculation* and further training for officials from key line ministries (MPI, MLSW, MAF, MTPW).

The post-Haima JDLNA highlighted a number of lessons for future assessments including the need for: better data preparedness and detailed baseline information development; more harmonized approaches for damage

classification; and improvements to the central multi-sectoral data input and analysis system (GFDRR 2013).

As a result of this assessment, the World Bank and UN are discussing opportunities for better collaboration (e.g. the development of a common DRM development framework and donor coordination working group platform). The World Bank, MPI, NDMO, and MONRE have geared up efforts to further develop and institutionalize lessons from the PDNA into the overall recovery process.

4.2 Recovery Planning to Address Priority needs

4.2.1 Prioritization

The recovery planning process in Lao PDR draws on information sourced through a bottom-up damages and needs assessment (as described above) and places an emphasis on provincial coordination and decision-making. The central line ministries and the NCDMC Secretariat consolidate and finalize plans (by sector) at the national level. These plans are then sent to the MPI and the MOF for review and budget approval before being signed off by the NCDMC.

The PDNAs conducted after Ketsana and Haima were essential in prioritizing inter-sectoral activities and budget allocation. Based on the results of these assessments, the emergency repairs and rehabilitation of national and provincial roads was given highest priority, due to the importance of access for other recovery initiatives. Recovery in the agriculture sector (restoration of irrigation infrastructure and seeds banks) was also prioritized due to its importance for medium and long-term food security. Social welfare, education, and health were ranked 3rd, 4th, and 5th priorities respectively.

Once limited GOL finances for recovery have been confirmed, line agencies work with MPI to further prioritize the allocation of funds between provinces. This process remains unclear however it is understood that decisions are made based on a number of other indicators collected through the MSRA or JPDNA process such as number of affected people and poverty/vulnerability. Provincial lobbying and/or perceived equity between provinces reportedly play a role in this process too.

The process used for the prioritization of approved finances at the provincial level is influenced by the amount

of pre-approved spending that has already taken place. This is the case for road rehabilitation where Provincial Governors are allowed to approve emergency repair works without pre-approval from the MPWT – essentially shifting prioritization to this process and the methodology for determining emergency repair versus rehabilitation needs (see 4.4.3).

Recovery Planning and Prioritization: 2013 Flooding

Prioritization and planning of recovery needs have come about from the 2013 flooding events – this time, drawing on the results of the GOL’s multi-sectoral rapid assessment and WFPs mapping exercise. A national plan for recovery is outlined in the NDPCC President’s Report to the 6th National Assembly Ordinary Meeting (NDPCC 2013). This report, requesting budget approval, includes consolidated information on damages and losses; an outline of initial response and relief activities (including the allocation of LAK 9 Billion (US\$1.1 million) from the national disaster fund; and a plan for the implementation of a flood rehabilitation program drawing on LAK 100 billion (US\$12.5 million) available through the National Contingency Fund. Priority spending is for emergency road repairs and rehabilitation (LAK 60 billion) (US\$7.5 million); agricultural infrastructure (LAK 30 billion) (US\$3.75 million); and support for house reconstruction (LAK 9.8 billion) (US\$1.25 million). Reconstruction of other infrastructure (e.g. hospitals, health centers, electricity, and water supply) is allocated to provincial authorities.

The Plan confirms the NDCDP and PCDDCs as the lead implementers and assigns specific tasks to key line ministries. In addition to traditional roles of MLSW, MAF, and MPWT, the MPI and MOF’s role in ongoing monitoring and auditing is specifically outlined. Similarly the NA’s monitoring role is also stated.

4.2.2 Disaster Reduction and Mitigation Measures

As outlined above, the GOL is currently focused on the mainstreaming of DRR measures into national, sub-national, and sectoral planning. While this push is proving successful at the planning level, there is still significant work to implement mainstreaming on the ground.

DRR in Road Rehabilitation

There has been a lack of effective implementation of DRR measures during road recovery and on-going maintenance activities. Issues include: a) budget restrictions; b) financier project design restrictions (i.e. not allowing improvement works); and c) a lack of simple and effective planning and implementation of physical works.

Recognizing these issues, the World Bank, through the *Lao Road Sector Project*, has recently provided additional financing for disaster resilience upgrades to sections of the national road network; co-financing of disaster resilience measures (e.g. slope stabilization, drainage, surface treatment, etc.) on vulnerable sections on the provincial road network; topping up the emergency road contingency fund; and developing standard operating procedures for the use of these funds. Capacity for disaster risk audit of provincial roads is also being developed through the *Mainstreaming Disaster and Climate Risk Management into Investment Decisions Project*.

4.3 Recovery Financing

4.3.1 National level funds

At the national level, government funding streams identified for disaster response and recovery include:

- National Disaster Fund;
- National Contingency Fund; and
- State Accumulation Fund.

The **National Disaster Fund** is managed by the NCDMC and administered by department of social welfare within MLSW. According to the Draft Decree on the Disaster Prevention Fund (MLSW 2013), the fund includes an annual GOL operating budget, project budgets, and donations made by local and international community and private sector (MLSW 2013a). These funds are used for a variety of activities ranging from dissemination of strategies, plans, and laws; media promotion, damage, and loss assessments; victim relief; and economic/social infrastructure recovery etc. The size of this Fund has been considerably expanded post-Ketsana, indicating an increased awareness and need for disaster management and recovery activities in Lao PDR. Average annual GOL operating budget has increased by 300% on pre-2009 levels. Donations since 2009 total LAK 10 billion (US\$1.25 million) -- a significant increase on the LAK 473 million

(US\$59,000) raised over the 10-year period before 2009. The growth of this fund prompted the need for revised governance requirements as outlined in the Draft Decree (MLSW 2013a).

Given the changes to institutional arrangements at the national level, the future status of this fund is unclear. It is anticipated that the Draft Decree will be revised in 2014 to reflect these changes. At the same time there is an opportunity to improve measures to ensure the allocation and use of these funds.

The **National Contingency** is a LAK 100 billion (US\$12.5 million) per annum fund administered by the Department of Budget within the Ministry of Finance. To access these funds provincial government, in coordination with national line ministries, are required to prepare a recovery plan and budget. After the document is approved by the MPI and Investment and MOF, the funds are disbursed directly to the ministries and provincial governments. ts.

Increasing Contingency Needs

After Ketsana, LAK 100 billion (US\$12.5 million) was allocated to provincial governments with a focus on road and irrigation rehabilitation projects. After Haima, the Prime Minister sought the use of both the government contingency fund and the national stockpile. The National Assembly approved the use of an additional LAK 300 billion (US\$37.5 million) from the State Accumulation Fund bringing total GOL funds to LAK 400 billion (US\$50 million).

Shortly after the approval of additional funds for Haima recovery activities, the GOL requested the establishment of the Department of State Reserves (DSR) (GOL Notification 832/GO, 2011). This was executed in September 2012 MOF (MOF 2012 - Decision 2429). DSR serves as the secretariat to the Minister regarding the State Accumulation Fund and Goods (i.e. national rice stores) for use in emergencies and other urgent matters. The organization consists of a central department and three regional offices are currently being established. The DSR is formulating a strategic plan for the management of the State Accumulation Fund, which will be released in June 2014.

The **State Accumulation Fund** was recently established under PM Decree 291 (GOL 2013). According to the Decree,

the primary source of funds will be an allocation of 3% of total government budget annually. LAK 1,980 billion (US\$247.5 million) was allocated to this fund in December 2013. Funding disbursement follows a similar process to the release of contingency funds however requires additional sign-off by the National Assembly.

4.3.2 Sub-national funds

National funds provide the bulk of GOL finances available for relief and recovery initiatives at the provincial, district, and village levels. The existence and nature of funds at the subnational level varies across the country. These are usually used for relief activities.

Developing response and recovery finance mechanisms in Salavan Province

Salavan provides a good example of the work that has been done since Ketsana to strengthen the province's ability to rapidly respond to natural disasters.

Provincial funding streams identified in Salavan include:

- **Provincial Disaster Fund** - A fund administered by the PDMC and its secretariat. Funds mainly include donations from the private sector however funds raised through the sale of timber from affected areas and fines to illegal logging operations were also reported. Funds are primarily used for response activities.
- **Rice Fund** – This fund was established during Ketsana. GOL collected funds from the community when the disaster hit and used it to buy and store rice. Rice was used in 2011-2012 Haima/Nok-Ten to distribute to people. It is unclear whether this fund still exists or whether it has been superseded by the Provincial Emergency Fund (See below).
- **Provincial Emergency Fund** – This fund was officially established in 2013 under the Provincial Protocol for Provincial Disaster Emergency Fund (2003). Funds currently total approximately LAK 100 million (US\$12,500). Funds are raised from the following sources: a) District fund – LAK 5000 (US\$0.62) collected from each village resident; and b) Provincial fund – LAK 10,000 (US\$1.25) collected from each GOL employee. Money from this fund is intended for response purposes (i.e. shelter, blankets etc.). The

PDMO and DDMO manage the use of these funds. The Deputy Governor (and head of the Provincial and District DMCs) can sign off on the use of these funds.

- **Provincial Contingency Fund** – This fund, reportedly 1.59% of the overall provincial expense budget (excluding staff salaries), is managed by the Department of Finance. While no clear plan or protocol for the use of this money was sourced, priority areas are understood to include: a) disaster response; b) poverty alleviation; and c) social development. Despite disaster response being one of the priority areas, funds are yet to be allocated for this purpose. One issue is related to the financial year (commencing October) and as a result, funds are often spent (or allocated) prior to major disasters, which are more likely to occur between July and September.
- **‘Rollover fund’** – According to DOF officials at the end of the financial year, left over contingency money is transferred to a holding account. This money can be reportedly used for disaster relief – although no example or evidence of this was provided.

These experiences from Salavan – particularly the development of the Provincial Emergency Fund may have application in provinces and district across the country.

4.3.3 Mechanisms used to Fast-track Finances

The GOL has developed an emergency road repair fast track financing mechanism to ensure timely facilitation of urgent road infrastructure repair needs.

2005 Agreement to Fast Track Road Rehabilitation Initiatives

In 2005 the Minister of Finance and 17 provincial governors signed an agreement allowing governors to authorize engagement of road contractors for post-disaster rehabilitation works without prior central government approval. Governors of provinces affected by Ketsana and Haima/Nok-Ten used this authority to ensure the timely facilitation of road rehabilitation works. However there was a lack of guidance and little oversight during the implementation of this policy.

Key issues that have emerged include the use of financing for ‘non-essential’ road repairs based on inadequate post-disaster damage assessments and the inability for MPWT to mobilize adequate finances

for works completed (leading to significant provincial debt. According to GOL records (MOF 2013) a total of 691 road restoration projects have been completed since 2009 valued at LAK 1.2 trillion (US\$127 million). Approximately 75% of the cost of this work has yet to be paid to contractors. In some cases, contractors providing services during Ketsana are still awaiting payment. Non-payment for completed works is now affecting the ability of provinces to engage road contractors for current road rehabilitation work needs.

The MPWT and provincial line departments operate a road maintenance fund (approximately LAK 370 billion / US\$46.25 million in 2013). Funds are sourced primarily from petrol and alcohol taxes. These funds are supposed to be used for general road maintenance but in reality they are used to fund urgent work and pay contractor debts.

The MPWT is currently developing stronger guidance and oversight mechanisms to try to address issues with road rehabilitation and reconstruction. In 2013, funds for post-disaster road monitoring were included in the ministry’s overall monitoring budget and a post-disaster monitoring team was formed. This facilitated a more thorough on-ground review of initial information provided to MPWT through the multi-sectoral rapid assessment process. A key aspect of this process was engagement with provincial officials regarding the definition of post-disaster emergency repair and rehabilitation needs. The 2013 monitoring has proved effective in ensuring the accuracy of post-disaster reporting and planning. For example, after the 2013 flood season costs for emergency road damage were initially reported to exceed LAK 600 billion (US\$7,500,000), however after the MPWT exercise this figure was significantly reduced –to LAK 200 billion (US\$2,500,000)– and may be reduced further.

4.3.4 International Recovery Funds

In the event of severe disasters such as Ketsana and Haima/Nok-Ten, the GOL works closely with the international community to access additional funds for disaster relief and recovery. Relief and early recovery funding is facilitated through the IASC and the process outlined in the Inter-Agency Contingency Plan (see Section 2.2.3). Elements of this relief process (i.e. the JPDNA and early involvement of MPI) lead into the long-term recovery financing process.

Improving Systems for Sourcing and Allocating International Relief Funds

The Ministry of Foreign Affairs is responsible for coordinating international appeals under instruction from the NDPCC and the Prime Minister's Office. According to MOFA there are two formal avenues for requesting assistance: a) Letter of Appeal to Missions Abroad; and b) Letter of Appeal to the United Nations (Lao Country Office). At the same time IASC members seek to mobilize relief funds through existing contingency funds such as Central Emergency Relief Fund (CERF). INGOs also mobilize relief funds via internal processes and use their existing on-ground presence to support relief efforts.

A Letter of Appeal to missions abroad is focused on immediate disaster relief needs. If a disaster is deemed severe, based on the results of the GOL's initial MSRA, the NCDPC requests MOFA to send a Letter of Appeal to Lao PDR Missions Abroad. These missions then engage respective governments, outlining the extent of the disaster and the immediate needs and securing commitments for relief funds – either in the form of cash, goods or in-kind contributions. International partners make these commitments formal in official responses to MOFA. MOFA then sends these letters of commitment to NDMO who then manages international donations through the National Disaster Fund (see 4.3.1).

Prioritization for allocation of international relief funds is first informed by the GOL's MSRA. As outlined above, while the MSRA process has improved considerably over recent years, there are still a number of limitations concerning harmonious data collection and definitions of indicators (see Section 4.1.1). Prioritization beyond the MSRA for the NDMO Administered National Disaster Fund is unclear. According to the draft decree, the Fund is a combination of annual GOL operating budget, NDMO project budgets, and donations made by the local and international communities as well as the private sector. As a result, specific uses of internationally donated funds are not detailed (see Section 4.1.1). By contrast, additional prioritization for IASC member and INGO administered funds is facilitated through the sectoral assessment process, carried out by IASC clusters and INGO/GOL local partnerships.

International organizations have developed various fast-track mechanisms to respond quickly to government appeals (i.e. Flash Appeal). INGOs operating in Laos have

developed internal procedures for fast-tracking disaster response effort – including the reallocation of existing project funds. Larger INGOs have emergency funding mechanisms and simple processes for accessing these funds. INGOs have also established strong relationships with international donors and have developed streamlined processes to expedite allocation, planning and implementation of on-ground programs.

MOFA's 'Operational Permit' system allows INGOs currently working in Lao PDR to engage in disaster response and recovery activities. MOFA has yet to develop a formal system for expediting operational permit approvals for new INGOs wishing to enter the country to conduct post-disaster activities. Applications are assessed on a case-by-case basis. These approvals are prioritized by MOFA officials.

MOFA does not have a system beyond document control for tracking the commitments and contributions which are being made by international partners. All letters are forwarded to NDMO, which keeps a database on incoming funds and expenditure. It is unclear how funds sourced through international emergency financing vehicles and individual organization contingency funds (and sitting outside the National Disaster Fund) are tracked. These are likely recorded in individual organization reports to the GOL (see below).

Improving Systems for Sourcing and Allocating International Early Recovery Funds

A Letter of Appeal to the United Nations (Lao Country Office) is the main instrument used by the GOL to secure additional funds for early recovery. The NDPCC decides to issue this request based on the information gathered through the JPDNA process. This decision is outlined at an IASC meeting where an agreement is signed to move forward with joint recovery efforts. MOFA, with the approval of the Prime Ministers Office issues a Letter of Appeal to the UN Lao Country Office, which is then distributed to IASC members. International partners announce their contribution and send formal letters to MOFA outlining their commitments. These letters are forwarded directly to the NDMO and MPI. MPI then coordinates engagement between international partners and relevant line agencies on the development, implementation and monitoring of recovery initiatives.

As outlined in section 4.1.3 there are currently a number of challenges regarding initiation of early recovery financing processes – resulting from additional coordination requirements between the GOL and international partners. While there are examples of improved coordination from Ketsana to Haima/Nok-Ten and through recent development of the IACP, experiences during 2013 flood season highlighted capacity constraints and uncertainties regarding roles and responsibilities as a result of recent GOL institutional arrangements.

Improving Systems for Sourcing and Allocating International Long-term Recovery Funds

Long-term recovery financing is accessed through existing coordination arrangements between the GOL and other multilateral and bilateral development agencies (e.g. World Bank, Asia Development Bank, Government of

Australia etc.). Typically recovery programs are developed and incorporated within exiting country or regional development programs.

The decision to conduct a JPDNA is a crucial step in the development of recovery programs – informing the prioritization for the allocation of international recovery funds. As outlined in Section 4.1.3, this process has been strengthened considerably through the development of Ketsana (2009) and Haima/Nok-Ten (2011) assessments. JPDNAs now incorporate assessments for both early recovery and long-term recovery. MPI is now taking a lead role in this process, helping to increase efficiencies and ensure synergies from relief through to long-term recovery. DDMCC (MONRE) also has plans to use the national, sectoral, and more localized risk and vulnerability assessment work to help better direct international recovery efforts.



Recovery planning after the flooding with key government agencies.

5. Managing Programs, Performance and Delivery

5.1.1 Developing and maintaining project management systems

The GOL, with support from the World Bank and other Development Partners, has been working to strengthen the public procurement and financial management system. In 2009 the MOF launched a Standard Procurement Manual and standard bidding documents (e.g. Bill of Quantity, Project Design Specifications; E&S Impact Screening etc.). These standards and templates are used by provincial line agencies that are generally responsible for the implementation of post-disaster recovery initiatives. Procurement Evaluation Committees have been established to oversee this process and are chaired by the Governor/Deputy Governor or senior official and with representation from all key line agencies. Capacity continues to be built at the provincial level for effective procurement and project management. Remaining challenges vary from province to province but generally relate to contract/bidding control, contract enforcement, and project implementation quality control.

The extent to which procurement and other project management policies are implemented by government departments may also vary depending on the funding source. The extra level of oversight (and compliance support in the form of grants) from international development agencies is a key driver for more stringent applications of these policies.

Post-Disaster Procurement in the Transportation Sector

Some ministries such as MPWT have streamlined post-disaster procurement and project management practices. In many provinces, the DPWT has established a fast track procurement process to facilitate urgent road repair works (see 4.3.3). These processes include pre-selection of preferred contractors, established unit rates for common repairs, and contractual agreements. In contrast, major rehabilitation works require the implementation of the full procurement process.

5.1.2 M&E indicators and systems for impact evaluation

Managing GOL and International Financed Recovery Initiatives

Each provincial implementing agency is required to report on the progress of project implementation to the provincial MPI and Cabinet (and ultimately the Governor); and to relevant ministries at the central level. This information is then compiled by the relevant central level line agency and reported to MPI and MOF (See section 4.1.1).

MPI's Department of International Cooperation (DIC) and Department of Planning (DOP) are tasked with coordinating with international agencies on the mobilization of resources for post-disaster recovery. According to DIC, disaster recovery programs--either standalone or mainstreamed in broader development programs--are monitored through the National Round Table Process. This includes standard reporting and quarterly, annual, and three yearly meetings, and ad hoc on-ground monitoring.

While information is provided through the national roundtable process, MPI currently lacks disaggregated information on disaster recovery efforts. As a result there is a limited understanding about the number of disaster recovery projects; their respective budgets; where they are being implemented and by whom; and the general status of implementation.

Until recently, formal monitoring and evaluation of GOL recovery programs was limited. A number of steps have been taken to address this gap, including:

- Establishment of an M&E Committee for flood recovery and production promotion (2011);
- Establishment and budgeting of a MPWT monitoring program (2013) (see Section 4.3.3)
- Strengthening of NA oversight of GOL recovery activities (since 2011); and
- Disaggregated recovery expenditure monitoring by MOF (since 2010) (see Section 4.3.4).

Establishment of a National Disaster Recovery M&E Committee

In 2011, the NDMO received LAK 1 billion (US\$12,500) to set up a Monitoring Committee for Flood Recovery and Production Promotion (MSLW 2012) to monitor the implementation of Haima/Nok-Ten recovery activities. The Committee was chaired by the Director General of the Social Welfare Department, and consisted of members (mainly director level) from across key line ministries.

An M&E report from August 2013 (MSLW 2013) provided analyses on provincial and ministerial progress on implementation of social and infrastructure recovery initiatives and key challenges confronted during the recovery process. Data presented in the report is limited to the disbursement of funds as an indicator of implementation progress. This information is provided for community support initiatives, agricultural support projects (i.e. seed distribution), and infrastructure projects (roads, bridges, and irrigation) by province. For community support initiatives, additional indicators including the amount of goods provided and the number of families/people receiving support (clothes, tools and construction materials, and rice) are provided. However in general the report lacks detail – suggesting that an M&E monitoring framework with appropriate indicators (performance, quality, impact, and satisfaction) was not established for this work. The report also suggests a lack of public participation by affected communities in the monitoring exercise.

The key challenges section of the report highlights a number of issues concerning the capacity of the M&E team to understand the requirements of the exercise and then plan and execute it – particularly at the provincial and district level. Other constraints include multiple reporting channels and poor coordination resulting in significant discrepancies between data provided in progress reports and lack of finances for carrying out more extensive monitoring activities.

The Role of the National Assembly in Recovery Implementation Oversight

NA's oversight role in recovery planning and implementation has been expanding since the NA's approval of additional funds for post-Haima/Nok-Ten recovery initiatives. This role has been further strengthened with the formal establishment of the State Accumulation Fund (See section 4.3.1) and the requirement for NA approval of the use of these funds. In 2013 the NA requested the Deputy Prime Minister and Chair of the NDPCC provide a report on the 2013 flood – outlining damages and losses, as well as a plan and budget for post-disaster recovery. This was reviewed and approved by the NA during its 6th Annual Meeting.

There is an opportunity to strengthen this oversight role. At present the institutional arrangement and tools available to the NA are unclear.

6. Conclusions

Recent experiences in Lao PDR, gained through disasters such as Ketsana, Haima/Nok-Ten have generated increased awareness at highest levels of the GOL and National Assembly about the potential impacts and costs of significant disaster events. This has led to institutional, regulatory, and policy reforms and progress in operationalizing disaster risk management across the country.

There is now a general consensus within the DRM community of the need to develop a National Disaster Recovery Framework to bring together this significant body of work.

A number of opportunities for continuing work towards this goal are outlined below.

Recovery Policies, Priorities, and Planning

- There is an opportunity to establish a formal program for the development of a National Disaster Recovery Framework as part of the GOL's existing efforts to develop and operationalize DRM mainstreaming policies (i.e. DRM in NSEDP and sectoral plans).

Institutional Arrangements, Capacity and Coordination

- In 2014 the GOL intends to further articulate GOL institutional arrangements through the development of the *NDPCC Implementing Agreement*. This process provides an opportunity to a) expand the Committee's roles and tasks outside periods immediately following disasters; and b) further recognize the role of MPI in post-disaster recovery; and c) outline working arrangements between the DDMCC and NDMO.
- There is an opportunity to work with multilateral and bilateral development agencies to strengthen coordination of capacity building activities at the national and central levels. This may include: a) the development of a coordinated inter-ministry capacity building program; and b) refining local capacity building initiatives, drawing on the strength of more advanced administrative authorities to ensure a minimum level of capacity in others.

- The GOL and IASC are currently discussing ways in which implementation of the IACP be strengthened for the 2014 storm season. This includes more involvement of the GOL in up-coming simulation exercises. There is an opportunity to further align these coordination mechanisms to the *NDPCC Implementing Agreement* and expand its scope to include the long-term recovery phase.

Design, Costing and Financing

- There is an opportunity to strengthen the prioritization and planning process through improved post-disaster assessment including: a) the development of a MSRA preparedness program including harmonization of GOL methodologies, standard interpretation of assessment indicators; and strategies for ensuring on-ground capacity; and b) collaborative review of the methodology and tools developed for the Haima JPDNA.
- There is an opportunity to further strengthen the suite of national disaster funds and fast track mechanisms by drawing on international experiences regarding governance and sustainable operation. At the same time, there is scope for examine existing provincial level mechanisms in Lao PDR and exploring the potential for the development of similar sub-national mechanisms across the country.

Managing Programs, Performance and Delivery

- There is an opportunity to build on recent efforts to strengthen the M&E of recovery programs. This may include: a) the establishment of a National DRM M&E Committee to coordinate monitoring of recovery plan implementation against all GOL administered funds; b) the develop a results-based participatory monitoring and evaluation framework with appropriate process, outcome, and impact indicators; c) the development of simple and effective monitoring tools and coordinates systems – from the district to the central level; and d) establishment of ministerial monitoring units.
- There is an opportunity to recognize and support the increasing role of the NA in terms of disaster risk management advocacy and oversight.

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Appendix 1: List of Key Central-Level Stakeholders

Table A.1: Key Informant Interviews at the National Level

Name/Title	Organisation
Mr. Ounheuan Chittaphong, Deputy Director	Department of Planning, Ministry of Planning and Investment
Mr. Soulivanh Pattivong, Deputy Director	Division of International Financial Institutions, Department of International Cooperation, MPI
Mr. Vilayphong Sisomvang, Director of NDMO	National Disaster Management Office, Ministry of Labour and Social Welfare (MLSW)
Mr. Kindavong Luangrath, Deputy Director of NDMO	National Disaster Management Office, Ministry of Labour and Social Welfare (MLSW)
Mr. Kaisorn Thanthathep, Deputy Director General	Department of Climate Change and Disaster Preparedness, Ministry of Environment and Natural Resources (MONRE)
Mr. Boualith Khounsy, Deputy Director	Department of International Cooperation, Ministry of Finance (MOF)
Mr. Saychai Lithchana, Technical Official	Department of State Reserves, MOF
Mr. Phoukham Soulath, Technical Official	Budget Department , MOF
Mr. Phongvilay Thepvilay, Head of Unit	Department of State Owned Enterprises, MOF
Mr. Sengchan, Vaynakhone, Deputy Division Head	Department of State Assets, MOF
Ms. Vilina Sysaath, Technical Officer	Financial Policy Department, MOF
Mr. Chanpasith Sengphaathit, Technical Officer	Department of International Cooperation, Ministry of Finance (MOF)
Mr. Phouthasenh Arkhavong, Deputy Director of General	Department of Housing and Urban Planning, Ministry of Transport and Public Works (MTPW)
Mr. Thippachanh Khamthavy, Deputy Director	Department of Housing and Urban Planning, Ministry of Transport and Public Works (MTPW)
Mr. Somparn SilIASCK, Head of Secretariat	Department of Cabinet, MTPW
Mr.s. Vanh Dilaphanh, Acting Head	Planning and Statistic Division, Department of Planning and Cooperation, MTPW
Mr. Vongphachan Boualaphanh, Director of Division	Department of Roads and Bridges, MTPW
Mr. Sengphachan Soukchaleurn, Director of Division	Planning and Budget Division, MTPW
Mr. Khamphinh Philakone, Division Director	UN Economic-Social Affairs Division, International Organisations Department, MOFA
Mr. Siriphonh Phyathep, Deputy Director	UN Economic-Social Affairs Division, International Organisations Department, MOFA
Mr. Ghulam Sherani, Head	Emergency Preparedness and Response Unit, UN World Food Program (WFP)
Mr. Thanongdeth Insixiengmay, Deputy Team Leader/Technical DRM Specialist	Asia Disaster Preparedness Centre, Mainstreaming Disaster and Climate Risk Management into Investment Decisions
Mr. Dominique Van Der Borgh, Country Director	Oxfam International (and INGO representative)
Mr. Bangyuan Wang, Director	Health Poverty Action
Mr. Maniso Samounry, Director General	Economic Department, Lao National Assembly
Mr. Somhack Lithilath, Deputy Head	Lao Red Cross

Table A.2: Data Gathering - Key Informant Interviews at the Provincial Level

Name/Title	Organisation
Mr. Bounyong Phasy – Director of Department	Department of Labour and Social Welfare, Salavan
Mr. Sengdalith Katiyavong – Director	Department of TPW, Salavan
Mr. Sithanonxay – Deputy Director	
Mr.. Khanthalack Phoxay – Deputy Division Head	Department of Finance, Salavan
Mr. Ounheuan Luesisamoud - Deputy Director	Department of Natural Resources and Environment, Salavan
Mr. Viengkeo Chanthaboun – Deputy Head of Planning and Cooperation Section	Department of Agricultural and Forestry, Salavan
Mr. Xayyadeth Vongsaravan – Director	
Mr. Bounlom Insoutha – Division Head of International Cooperation	Department of Planning and Cooperation, Salavan
Mr. Khanthi Sihathet, Head of Organization Management Division	
Mr. Lamngeun Saynorlath - Deputy Director	
Mr. Ketsakoun Souksamlarn – Deputy Head of Social Welfare Division	Department of Labour and Social Welfare, Bolikhamxay
Mr. Singkham Souvanhkkham – Deputy Chief of Office/PDMC Head Secretariat	Provincial Government Office, Bolikhamxay
Mr. Khamdan Panyanouvong – Director	Department of Finance, Bolikhamxay
Mr. Khammouan Xayyavong – Division Head of Planning and Cooperation	Department of Agriculture and Forestry, Bolikhamxay
Mr. Bounyord Lorvanhxay – Deputy Director	Department of Planning and Investment, Bolikhamxay
Mr. Chanthaboun Phokhasombath – Deputy Division Head of Transport	Department of Transport and Public Works Bolikhamxay
Mr. Leuanvilay Chanhthalaphanh – Director	Department of Natural Resources and Environment, Bolikhamxay
Mr. Khamdy Phimmasone – Deputy Director	



The DRF Guide will complement the Post Disaster Needs Assessment (PDNA) by using its outputs to help governments develop comprehensive, integrated, multi-sectoral recovery plans and management strategies. The DRF Guide addresses key elements such as: (a) Institutional framework for recovery; (b) Policy making and planning for recovery programs; (c) Costing and financing recovery programs, and; (d) Managing recovery and monitoring the delivery of results. Over time, the DRF is intended help improve government readiness for disaster recovery. By following the Guide, disaster recovery will be seen not as a short-term, remedial response, but an opportunity to build resilience and contribute to long-term development.

The Guide is being developed as a completely practice-based tool with input from: (a) an International Advisory Group (IAG), composed of senior international experts with first-hand recovery management experience; (b) a Technical Working Group (TWG), including professionals from the World Bank, UNDP, EU, and other stakeholder partners with practical expertise in various aspects of recovery, and; (c) a series of national-level and thematic case studies that will synthesize various global recovery experiences. The stakeholder engagement process encourages government officials, civil society organizations, and private sector entities familiar with large-scale recovery efforts, to collaborate in the development and dissemination of the DRF Guide. The DRF Guide is scheduled to be launched at the Second World Reconstruction Conference.



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