



**United Nations Development Programme  
Lao PDR  
Project Document**



**Project Title** **Institutional Strengthening and Capacity Development on Disaster Risk Management in Lao PDR**

**UNDAF Outcome(s):** By 2011, the livelihoods of poor, vulnerable and food insecure populations are enhanced through sustainable development (within the MDG framework)

**Expected CP Outcome(s):** *Outcome 2: Enhanced ownership and capacity for pro-poor planning, implementation and harmonized aid coordination, and disaster management*  
*(Those linked to the project and extracted from the CPAP)*

**Expected Output(s):** *Output 2.4: Increased capacity within the Government to prepare and respond to natural as well as man-made disasters at all levels*  
*(Those that will result from the project and extracted from the CPAP)*

**Implementing Partner:** National Disaster Management Office (NDMO), Ministry of Labour and Social Welfare (MLSW)

**Responsible Parties:** Various contractors

Programme Period:	<u>2007-2011</u>
Key Result Area (Strategic Plan):	Crisis Prevention and Recovery
Atlas Award ID:	<u>(to be assigned)</u>
Start date:	14 January 2010
End Date	31 December 2011
PAC Meeting Date	29 September 2009
Management Arrangements	National Implementation

2010 AWP budget:	USD 565,149
Total resources required	USD 950,000
Total allocated resources:	USD 675,259
• Regular	USD 440,000
• Other:	
o BCPR TRAC 3	USD 235,259
Unfunded budget:	USD 274,741
In-kind Contributions	(in-kind)



14 JAN 2010

Agreed by (Implementing Partner): **H.E. Mr. Laoly Faiphengyoa**  
Vice Minister of Labour and Social Welfare in  
The Lao People's Democratic Republic

Date:

Agreed by UNDP:

**Ms. Sonam Yangchen Rana**  
UNDP Resident Representative in



Date:

14 JAN 2010

### Brief Description

Lao PDR is prone to river floods, drought, fires, rodent infestation, flash floods, and storms. These recurrent natural hazards often result in human and economic losses, mainly affecting poor rural communities whose livelihoods depend heavily on agricultural activities. In order for Lao PDR to achieve Millennium Development Goals (MDG), in particular, MDG 1, Poverty Reduction, it is imperative to enhance disaster risk reduction, preparedness and response capacities at all levels. The current Country Programme Action Plan (CPAP) for 2007 to 2011, includes the development of national and local capacities to better prepare for and respond to disasters and ultimately strengthen capacities for disaster risk management as a priority activity. In 2008, an Initiation Plan was put in place to support preparatory assistance activities on disaster risk management. This 2009 initiative builds on the 2008 initiation plan. Its anticipated duration will be three to four years. However, the current project will only cover the first two years and end with the 2007-2011 CPAP. It is anticipated that the second phase will form an integral part of the 2012-2016 CPAP. The overall objective of this project is to strengthen national and local capacities for effective disaster risk management in Lao PDR. Specifically, it aims to enhance the institutional and legal systems/framework for disaster risk management by supporting the formulation of the legal instruments on disaster risk management, developing a national disaster management plan, and strengthening disaster management coordination mechanisms at all levels. The project also seeks to strengthen institutional capacities of the National Disaster Management Office to coordinate with line Ministries and humanitarian agencies on disaster risk management activities in the country. The project will also contribute to enhancing the disaster planning and response capacity, within the National Disaster Management Committee structures down to provincial and district level. In addition,, the project also aims to enhance the capacities for preparedness and response at village/grassroots levels – the first responders to any disasters – in order to improve their resilience to recovery. . Furthermore, the project aims to carry out public awareness and education on disasters, to equip the population to better protect itself, save lives, and some assets. Finally, the project will also support recovery activities in direct response to past and future disasters, such as the 2008 Floods and the recent September 2009 floods caused by Typhoon Ketsana.

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## I. SITUATION ANALYSIS

### *Disaster Risks in Lao PDR*

Natural hazards such as floods, droughts, fires, flash-floods, storms, rodent infestations, and epidemics are cyclic in Lao PDR with floods and droughts as the most recurrent of them. As a landlocked country with 70% of its land mass being mountainous and largely inhabitable, most of the population live in the 30% lowland areas along the Mekong River. The Mekong River transcends 1,900 km of Laos on the west. The Mekong riverine lowlands are prone to flooding, particularly central and southern Laos, which are the regions of greatest economic activity in the country<sup>1</sup>.

According to the National Disaster Management Office (NDMO), during the period 2000-2007 alone, more than 1 million people were affected by floods and some 97,000 people by droughts. The damage caused by floods during the same period was over 8 million US dollars and by droughts 84,251 US dollars. Further losses were experienced during the August 2008 floods along Mekong River, and the recent September 2009 floods caused by Typhoon Ketsana.

Heavy floods directly impact food security, and peoples livelihoods, and destroys economic assts - agricultural land and infrastructure, livestock losses, roads, schools, hospitals, telecommunication, businesses, houses, etc.

Following the floods in 2008 and the recent typhoon of 2009, the crisis and challenges has drawn the attention of the government, development partners, local authorities and local population on the importance of disaster risk management in Lao PDR. These recurrent natural hazards and disasters negatively impact livelihood of poor rural farming communities who also rely on hunting and collecting non-timber forest products. Natural disaster undermines achieving the Millennium Development Goals (MDG), in particular, Goal 1 on Poverty Reduction.

Disaster risks are increasing and so is the number of people affected. Disaster risks are compounded by climate changes causing extreme weather events. Real climate change vulnerabilities linked to storms and floods particularly affect riverine communities like those living along the Mekong River. Frequently recurring droughts causes repeated crop failure and chronic food insecurity, thus undermining efforts to cut rural poverty dependant on subsistence farming.<sup>2</sup>

### *Disaster Management in Lao PDR: Legal Systems and Framework*

Disaster management in Lao PDR is not new, with several good working models existing<sup>3</sup>. UNDP, for its part, provided its initial assistance to the Government of Lao PDR from 1997 to 1999. This support resulted in the establishment of the National Disaster Management Committee (NDMC) through a Prime Minister's decree 158 and the creation of its secretariat, the National Disaster Management Office (NDMO).

The NDMC is an inter-ministerial body responsible for disaster management in the country. It serves as the overall coordinating body for disaster management policies, mobilization of national and international assistance in times of disasters, information management and public awareness. It is in charge for disaster preparedness, response and rehabilitation. It also coordinates the establishment of disaster management committees at provincial, district and village levels. The NDMO is the secretariat of the NDMC which is based at the Ministry of Labor and Social Welfare (MLSW). It is mandated as a central focal point for all domestic and international networks on disaster management. Its functions include coordinating the support provided by international organisations in the areas of preparedness, prevention, mitigation and recovery. NDMO is also the focal point for collating and analysing disaster information and coordinating joint assessments involving humanitarian agencies and Line Ministries. In addition, NDMO promotes and organizes DM training for government staff and at community levels

Disaster management committees were also established at sub-national levels with line departments comprising its members. Provincial Disaster Management Committees (PDMCs) are chaired by the Vice-Governors with members being the Directors of the Provincial line departments. At district levels, the District

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<sup>1</sup> Draft Country Paper on Integrating Disaster Risk Reduction into the National and Local Socio-Economic Development Planning Process in Lao PDR, NDMO and ADPC, 2009.

<sup>2</sup> The 2007 Global Human Development Report, 'Fighting Climate Change'

<sup>3</sup> 2007 UNDAC disaster preparedness mission - The main purpose of this mission was to evaluate the capacity of the national disaster management system in the areas of preparedness and response.

Disaster Management Committees (DDMCs) is headed by the District Governor. At the village level, Village Disaster Protection Units (VDPUs) have been established with links to local and district development committees.

There also exists the National Strategic Plan for Disaster Risk Management issued by NDMC in 2003. It sets out strategic goals for 2005, 2010, and 2020 (short, medium, and long-term goals) for disaster management in Lao PDR. It specifically aims to: (a) *Safeguard sustainable development and reduce the damage of natural and manmade disasters to community, society and country economy*, (b) *Shift strategy from relief and mitigation after disaster impact to community, society and economy to preparedness before disaster strikes emphasizing on flood, drought, landslide and fire parallel with continuing mitigation in post disaster period*, (c) *Turn from responsibility of only government agency to people centered in dealing with disaster by building capability of communities*, and (d) *Promote forever protection of the environment and country's wealth such as forests, land and water*.

While there is a basic legal and policy framework for disaster risk management, there remains lack of well-defined institutional legal systems and framework for disaster risk management. There is no fundamental law on disaster management for Lao PDR. The existing decree and regulations were limited to the creation of the coordinating body and defining broad mandates and functions making their execution and implementation difficult. The country does not have a National Disaster Management Plan (NDMP) which spells out specific disaster management programmes, standard operating procedures and roles/responsibilities before, during and after disasters. In a similar manner, even though there is a well-designed NDMC diagram detailing relationships and coordination lines from national to local levels, these are not well disseminated and stakeholders involved seem to lack the required awareness and understanding of these mechanisms in place. The NDMC, as the highest decision-making body on disaster management, only meets twice a year. This limits its ability to make critical decisions in crucial times for disaster management. While a commitment to disaster risk management in Lao PDR is evident from the successive decrees and policies that have been issued since 1999, the institutional commitment does not seem to be supported by planned allocation of resources<sup>4</sup>.

#### ***Institutional Context: Existing capacities, gaps and emerging challenges***

NDMO is the coordination focal point where international partners engage with the national disaster structure, under the NDMC. There is need to improve NDMO's internal capacity to carry out its mandate of coordinating disaster activities between NDMC structure and the humanitarian agencies

NDMO consists of a ten-person team, lacking in human and financial resources, training and equipment and as such cannot fully achieve its aims and objectives. In more specific terms, NDMO being a unit attached to MLSW possesses limited authority and influence to plan, implement and monitor disaster management activities which it is expected to undertake. It does not have a functional organizational structure, there is evidently lack of clarity on roles and functions, and the staff do not have clear job descriptions/Terms of Reference that matches tasks and responsibilities expected of NDMO. While there are a number of training opportunities made available by regional and international partners and donors on disaster management, the NDMO does not have a clear training programme for its staff much less for DM focal points of other ministries.

NDMO undertakes its information management and coordination role satisfactorily<sup>5</sup>. NDMO's information unit requires additional technical support in order to systematize and improve information management by establishing a permanent disaster information database platform to inform preparedness and contingency planning, and aid in analysis and rapid assessments during times of disasters. Technical support is also needed to carry out. Additionally, Lao PDR lacks the capacity to analyze disaster risks analysis, and risks and vulnerability assessments.

There is no Emergency Operations Centres (EOCs) in Lao PDR to control, command, and coordinate disasters. Establishing an EOC would greatly improve disaster coordination. Capacity for effective monitoring, alert and early warning system is inadequate. The Department of Meteorology and Hydrology (DMH) which is now within the Water Resources and Environment Authority (WREA) is responsible for weather related early warning information, including weather forecast, precipitation levels and flood risk. Although, there exists some procedures for relaying early warning information to NDMC and NDMO and to the sub-national levels by the DMH, WREA, there are still procedural gaps that need to be worked out. At the village level, traditional early warning methods adopted by the villages, do exist. The lack of a clear end-to-end early warning system which is understood by all concerned, will need to be developed. This should

<sup>4</sup> UNDAC Disaster Preparedness Mission, February 2007

<sup>5</sup> Assessing Capacities of the National Disaster Management Office of Lao PDR conducted by the UNDP RCB Capacity Development Group

include standard operating procedures that stipulate exactly who will do what and who will be responsible for what during the different alert phases. Also developing written SOPs that details corresponding response actions to be taken by the people, once disaster alerts are issued.

### ***Community Disaster Preparedness and Response***

Capacity development interventions at national level should be complemented with developing capacities for effective disaster preparedness and response at village/grassroots levels. Villagers are the first responders during times of disaster, even before government or external assistance reached them. Thus developing local disaster management capacities is imperative in order to reduce loss of human lives and minimize economic losses and damage to properties, assets and livelihoods at village levels. This process has been on-going in selected provinces and districts of Lao PDR through projects implemented by a number of International NGOs and the Lao Red Cross over the past years. UNDP also piloted same intervention this year, in partnership with the French Red Cross, Lao Red Cross and NDMO, in 3 provinces covering 30 villages.

An equally important consideration in disaster management is the level of awareness; knowledge and understanding the population have on disaster risks, hazards, vulnerabilities and the elements of disaster risk management. A well-informed and 'disaster-aware' population is key to effective disaster management. Currently DRR is being integrated into the school curriculum in Lao PDR. Advocacy campaigns are also taking place e.g. through commemoration of the International Disaster Risk Reduction Day and the ASEAN disaster reduction day.

### ***Building in-country capacities for DRM and Early Recovery***

With support from the Bureau of Crisis Prevention and Recovery (BCPR) and UNDP Lao PDR core funding, a Project Initiation Plan had been put in place in October 2008 as a preparatory assistance to the government on disaster risk management and to support the Government of Lao PDR to implement critical activities for early recovery from the floods of August 2008. Most of the early recovery activities have started in 2009 and expected to complete by end of first quarter of 2010. With coordination from NDMO and direct implementation by the UNDP CO, the recovery activities were implemented through partnership agreements and grants with the Ministry of Agriculture and Forestry for livelihoods restoration, with Ministry of Public Works and Transport for the repair and rehabilitation of rural road infrastructures, and the Lao Red Cross/French Red Cross for community based preparedness. The development of a preliminary national risk profile of Lao PDR had also been initiated under the early recovery assistance. Learning from past lessons and experiences, the proposed project will also support the implementation of critical recovery activities in response to past and future natural disasters, as may be required.

### ***Engendering Disaster Risk Management/Reduction in Lao PDR***

The dominant approach to disasters does not usually recognize or address the different vulnerabilities of women and men to disasters. There is comparatively little understanding of the 'gendered' aspects of risk and vulnerability to disasters<sup>6</sup>. Due to different gender roles, men and women experience and cope with disasters differently. Due to a predominant gendered social construction, the impacts of disasters on women and men are varied as well. This holds true in the context of Lao PDR especially in rural communities where women are relegated to traditional gender roles of managing the household activities which range from food production, collection of water, tending to the children, among others. Generally, women also lack access to financial resources and are accorded very little or no decision-making power and influence within the family and the community. Given its high dependence on agriculture-based livelihoods and main source of income for the majority of the Lao rural population, disaster impacts to the agriculture sector can further compound the vulnerability of poor households particularly the women. These, along with a range of other factors, push women to the brink of vulnerability and high-risk living conditions. Analysis also indicated many times over that women are more vulnerable to disasters. While this fact remains, oftentimes women bear the most responsibility of coping and managing the impacts of disaster when it happens. However, women have also proven that they are not just helpless victims as often represented. Women have valuable knowledge and experience in coping with disasters. Yet, these strengths and capabilities are often ignored in policy decisions in disaster management<sup>7</sup>.

Hence the project on *Institutional Strengthening and Capacity Building on Disaster Risk Management in Lao PDR* is an opportune capacity development intervention to address important gender issues that affect or

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<sup>6</sup> Ariyabandu and Wickramasinghe, *Gender Dimensions in Disaster Management* (2003).

<sup>7</sup> Ibid

influence disaster management capacities and practices in Lao DPR. In a more general sense, the project is aimed at increasing disaster management capacities at all levels which in turn would provide the enabling environment and mechanisms to increase resilience of the most vulnerable at-risk population such as women, children, the old, disabled, etc. The project framework will ensure to address the importance of gender equality, women's empowerment and participation in disaster management policies, plans and activities as reflected in the different intended outputs, activities and indicators as outlined in *Annex 6* of this document.

## II. STRATEGY

**Work Done to Date:** In line with the current United Nations Development Assistance Framework (UNDAF) and UNDP Country Programme Action Plan (CPAP) 2007-2011, and in accordance with Vientiane Declaration on Aid Effectiveness, the Government of Lao PDR has decided to formulate this project, in order to strengthen national and local capacities for effective disaster risk management in Lao PDR. The project builds on the 2008 initiation plan and various lesson learnt and recommendations<sup>8</sup>

**Objective:** This project is to strengthen national and local capacities for effective disaster risk management in Lao PDR. Its anticipated the duration for this project will be three to four years. However, the current project will only cover the first two years and end with the 2007-2011 CPAP. It is anticipated that the second phase will form an integral part of the 2012-2016 CPAP. It aims to enhance the institutional and legal systems/framework for disaster risk management by supporting the formulation of the legal instruments on disaster risk management, developing national disaster management plan, and strengthening disaster management coordination mechanisms at all levels. The project also seeks to strengthen institutional capacities of the National Disaster Management Office to coordinate with line Ministries and humanitarian agencies on disaster risk management activities in the country. The project will also contribute to enhancing the disaster planning and response capacity, within the National Disaster Management Committee structures down to provincial and district level. In addition, the project also aims to enhance the capacities for preparedness and response at village/grassroots levels – the first responders to any disasters – in order to improve their resilience to recovery. Furthermore, the project aims to carry out public awareness and education on disasters, to equip the population to better protect itself, save lives, and some assets. Finally, the project will also support recovery activities in direct response to past and future disasters, such as the 2008 Floods and the recent September 2009 floods caused by Typhoon Ketsana

### **Project Deliverable Outline:**

- **Enhance the institutional and legal systems/framework for disaster risk management** by supporting the formulation of the legal instrument (presidential ordinance and decrees) on disaster risk management, development of the national disaster management plan and strengthening disaster management coordination mechanisms from national to local levels.
- **Strengthen institutional capacities of the NDMO to lead and coordinate disaster risk management activities in the country** by restructuring the organizational set up of NDMO and establish a functional organizational structure, developing technical capacities of NDMO and other DM actors, relevant line ministries and departments on disaster risk reduction/disaster management, preparedness and response, among others. Support to enhance the early warning system in the country by commissioning the assessment of the Early Warning Systems in Lao PDR and developing SOPs for early warning dissemination and response actions at all levels.
- **Enhance the capacities for preparedness and response at village/grassroots levels** through community based disaster risk management and training; and **increase awareness of Lao population on DRR/DM, preparedness and response** through advocacy and awareness campaign.
- **Improve the timely implementation of critical early recovery activities and** strengthen the early recovery cluster in Lao PDR, developing early recovery guidelines by drawing on the lessons learned from the flood response and recovery activities in 2008-2009.

### **Partnership Strategy**

The project will work in collaborations and seeking synergies with other UN Agencies, existing relevant UN projects (both global and national projects), IFIs, and bilateral donors' initiatives will be aggressively pursued. Given the funding shortfall, the project will develop a resource mobilization strategy which targets the interested donors, and at the same time readjust and prioritize the intended outputs and activities

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<sup>8</sup> February 2007 UNDAC assessment report, key priorities recommendation of August 2007 UNDP BCPR and UNOCHA joint mission, recommendations from December 2008 NDMO capacity assessment mission, a July 2008 high level dialogue and workshop, and IASC after action review of 2008 Flood response and IFRC Legal Preparedness for Disaster Response and Communicable Disease Emergencies



according to current or emerging issues through regular meetings and consultations including the Board Meeting, monthly/quarterly/annual review meetings<sup>9</sup>.

***Exit and Sustainability Strategy***

This project designed initially for 2 years and will continue as an integral part of the next CPAP, is a capacity development support of UNDP to the Government of Lao PDR in the area of disaster risk management. It is aimed at strengthening national and local capacities for effective disaster risk management. It is therefore intended that at the end of the project period, the capacity gaps and constraints would have been addressed and capacities at policy and institutional levels from national down to local levels have improved creating the enabling environment, organizational and individual capacities needed to make disaster management in Lao PDR effective. To gauge this, a project review will be undertaken by the end of the 2<sup>nd</sup> year of the project. The findings of this project review will serve as the basis to formulate and revise the targets set for year 3 and develop a successor phase for the project.

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<sup>9</sup> See Annex 6 details of Partnership Strategy for the project

### III. RESULTS AND RESOURCES FRAMEWORK

#### **Intended Outcome as stated in the Country Programme Action Plan Results and Resource Framework:**

*Outcome 2:* Enhanced ownership and capacity for pro-poor planning, implementation and harmonized aid coordination, and disaster management

#### **Outcome indicators as stated in the Country Programme Action Plan Results and Resources Framework, including baseline and targets:**

Outcome indicators *not stated in the CPAP; below are output targets:*

1. Strengthened legal and institutional framework for disaster risk reduction, preparedness and response
2. Increased capacity of the government for disaster management and coordination
3. Awareness raised for the importance of disaster risk reduction, preparedness and response among the Lao population

#### **Applicable Key Result Area (from 2008-2011 Strategic Plan):**

*Focus Area 3:* Crisis Prevention and Recovery

*Goal 3:* To advance human development by strengthening national and local capacities to prevent, mitigate and recover from the effects of violent conflicts and natural disasters

*KRA 3.1:* Enhancing conflict and disaster management capabilities

*Outcome 2:* Strengthened national capacities, including the participation of women, to prevent, reduce, mitigate and cope with the impact of the systemic shocks from natural hazards

*KRA 3.2:* Strengthening post-crisis governance functions

*Outcome 5:* Post-disaster governance capacity strengthened, including measures to ensure the reduction of future vulnerabilities

#### **Partnership Strategy**

Aside from the detailed partnership strategy elaborated in Part II of the project document, below are some additional strategies which will be employed by the project to ensure strong partnerships and linkages:

- The intended results aimed for in this project involve the NDMC/NDMO. Therefore, partnerships with both NDMC/NDMO will continue and further strengthened to ensure delivery, ownership and sustainability of results. Through the NDMC mechanism, other relevant line ministries and departments will also play a key role in the implementation of the project. Specifically, close partnerships will be established with the Department of Statistics, Ministry of Planning and Investment, Department of Meteorology and Hydrology, Ministry of Agriculture and Forestry on specific targets and intended output.
- Through the project, UNDP will also facilitate resource mobilization and mobilize required technical expertise and assistance to ensure delivery and achievement of its intended results. In particular, the CPR Unit in UNDP will be able to draw upon the CPR expertise available in the UNDP Regional Centre in Bangkok and the Bureau of Crisis Prevention and Recovery. The project will also explore opportunities for South-South cooperation through the South-South Unit in UNDP.
- The project will actively pursue and explore third-party contribution from donors to address resource gaps and ensure implementation of planned activities and achievement of targets.

- The project will endeavour to explore and strengthen partnership between and among CO programme portfolio such as the Climate Change [as elaborated in the Strategy Section of this document] thematic focus of the Environment Unit and the United Nations Volunteers (UNV) for the mobilization of UNV to assist in the project.
- The other UN agencies and international organizations are valuable partners in the field of disaster risk management. Through the IASC mechanism which exists in Lao PDR, project activities and strategies will be shared to other UN agencies and international organizations to ensure synergy of different interventions and avoid any duplication. This could be done through regular sharing and feedback in IASC-initiated meetings.

**Project title and ID (ATLAS Award ID):**

INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<p><b>Output 1:</b> Institutional and legal systems/framework for disaster risk management assessed and National Disaster Management Plan developed</p> <p><b>Indicator (2010):</b></p> <ol style="list-style-type: none"> <li>1. Assessment report outlining areas for improvement of the ILS and a draft ILS/Framework for DRM available</li> <li>2. Draft Presidential Ordinance (PO), Decrees, and Ministerial Decisions</li> <li>3. National DM Plan prepared and endorsed to government reflecting strategic goals &amp; gender perspectives</li> <li>4. Coordination framework for DRM from national to local levels; percentage of PDMCs, DDMCs sensitized on DM coordination systems and procedures; percentage of women participants in sensitization activities</li> </ol> <p><b>Baseline (2010):</b></p> <ol style="list-style-type: none"> <li>1. Unclear ILS and framework for DRM in Lao PDR</li> <li>2. PM Decree and regulations exists (PM Decree 158, MLSW Regulation No. 097, MLSW Regulation No. 1139)</li> <li>3. No National DM Plan; ; Strategic Plan for Disaster Risk Management (2003-2020)</li> </ol>	<p><b>Targets (2010)</b></p> <ol style="list-style-type: none"> <li>1. Institutional and legal systems/framework for DRM assessed and a revised and improved ILS/framework developed</li> <li>2. Presidential Ordinance (PO), related PM decrees and ministerial decisions drafted, shared with stakeholders and submitted to the government for review</li> <li>3. National DM Plan drafted and submitted to government for review</li> <li>4. Improve coordination between NDMC/NDMO, PDMCs, and DDMCs</li> </ol>	<p><b>Activity Result 1.1</b> Institutional and legal systems/framework for DRM assessed/ reviewed and improved ILS/framework prepared/drafted</p> <p><b>Action 1.1.1</b> Deployment of international consultant to review the ILS (preparation of TOR, hiring and selection)</p> <p><b>Action 1.1.2</b> Consultation meetings with NDMC and other stakeholders including desk reviews on the ILS Framework for DRM</p> <p><b>Action 1.1.3</b> National consultation workshop on the ILS Framework</p> <p><b>Action 1.1.4</b> De-briefing to NDMC on the results, findings and recommendations to enhance the ILS for DRM and presentation of the draft 'enhanced ILS/framework'.</p> <p><b>Activity Result 1.2</b> Drafting of the DM Law (Presidential Ordinance), PM decrees and ministerial decisions supported</p> <p><b>Action 1.2.1</b> Technical assistance [Legal Consultant] in drafting the PO, decrees and decisions [as per recommendations of the IFRC studies on legal preparedness]</p> <p><b>Action 1.2.2</b> Consultation meetings with stakeholders on the draft PO, decrees and decisions</p> <p><b>Action 1.2.3</b> National stakeholders' consultation workshop on the draft PO, decrees and decisions</p> <p><b>Activity Result 1.3</b> National disaster</p>	<p>NDMC, NDMO/MLSW</p>	<p>DRR Specialist @ UNDP: \$54,000</p> <p>Senior Technical Advisor (in-kind contribution)</p> <p>2 Project Support Staff- [National] Project/Finance Asst.: US\$5,400; Driver: US\$2,250</p> <p>Office Set-up: \$40,890</p> <p>Office Supplies: \$2,250</p> <p>ILS Int'l Consultant [3 months]: \$20,000</p> <p>Workshop: \$3,000</p> <p>Meetings/miscellaneous: \$1,000</p> <p>Translation: \$1,000</p> <p>ILS Int'l Consultant: \$20,000</p> <p>Meetings/miscellaneous: \$2,000</p> <p>Workshop: \$6,000</p> <p>Translation: \$2,000</p> <p>Senior Technical Advisor</p>

<p>4. Coordination structure exists; but not clearly understood by or disseminated to concerned stakeholders</p> <p><b>Indicator (2011):</b></p> <ol style="list-style-type: none"> <li>1. Presidential Ordinance on DRM and PM decrees and Ministerial decisions</li> <li>2. PM Decree endorsing the NDMP</li> <li>3. National budget allocation to support NDMP; funds mobilized and made available for DM activities</li> </ol> <p><b>Baseline (2011):</b></p> <ol style="list-style-type: none"> <li>1. PM Decree and regulations exists (PM Decree 158, MLSW Regulation No. 097, MLSW Regulation No. 1139)</li> <li>2. No National DM Plan (NDMP).</li> <li>3. No national budget allocation for DRM; budget allocated only for relief and emergency response through the MLSW</li> </ol>	<p><b>Targets (2011)</b></p> <ol style="list-style-type: none"> <li>1. Presidential Ordinance passed and approved by the President and related PM decrees and ministerial decisions approved and issued</li> <li>2. National DM Plan approved and endorsed by the PM through a decree</li> <li>3. Resource mobilization strategy to support the DM plan developed</li> </ol>	<p>management plan (NDMP) developed and adopted</p> <p><i>Action 1.3.1</i> Convene meeting of the DM Planning Task Force and/sub-group to finalise the TOR, the draft guidelines and to review the draft DM Plan</p> <p><i>Action 1.3.2</i> Preparation of the draft NDMP and submission to NDMC for review and comments</p> <p><i>Action 1.3.3</i> National stakeholders' workshop to present and review the draft NDMP</p> <p><i>Action 1.3.4</i> Revisions of the NDMP by the DM Planning Task Force (DMPTF)</p> <p><i>Action 1.3.5</i> NDMP approval by NDMC through a special meeting convened for the purpose</p> <p><i>Action 1.3.6</i> Issuance of PM decree endorsing the NDMP and enjoining all government functionaries and ministries, sub-national government bodies and other stakeholders to execute and implement the plan</p> <p><b>Activity result 1.4</b> NDMC, PDMC, &amp; DDMC strengthened; disaster management coordination mechanism from national to sub-national and local levels defined and functional</p> <p><i>Action 1.4.1</i> Support to regular and special coordination meetings of NDMC; DM Focal Points and other technical working groups</p> <p><i>Action 1.4.2</i> Consultation meetings and workshop at national and sub-national levels to define coordination mechanisms for disaster management</p> <p><i>Action 1.4.3</i> Presentation of the draft coordination framework/mechanism to NDMC and adoption by NDMC through issuance of corresponding regulations</p> <p><i>Action 1.4.4</i> Sensitization of stakeholders on disaster risk management coordination systems and procedure</p> <p><b>Activity Result 2.1</b> Re-structuring of NDMO initiated with a functioning organizational structure in place</p> <p><i>Action 2.1.1</i> Deployment of Organizational</p>	<p>\$143,764</p> <p>Workshops: \$6,500</p> <p>Training: \$6,000</p> <p>Meetings/miscellaneous: \$2,000</p> <p>Translation: \$1,000</p>
<p><b>Output 2:</b> Institutional capacities of NDMO and other DM actors, relevant line ministries and departments on disaster risk management/reduction,</p>	<p><b>Targets (2010)</b></p>	<p>NDMC, NDMO/MLSW</p> <p>PDMC, DDMC</p>	<p>Meetings/miscellaneous: \$10,000</p> <p>Travel/DSA: \$2,000</p> <p>Workshops: \$6,000</p>
		<p>NDMC, NDMO/MLSW</p>	<p>DRR Specialist: \$72,000</p> <p>Senior Technical Advisor: In-kind support</p> <p>2 Project Support Staff-</p>

<p>preparedness and response, disaster information management, risk assessments and early warning improved, by establishing and operationalizing National Disaster Management Office by end 2011</p> <p><b>Indicators (2010):</b></p> <ol style="list-style-type: none"> <li>1. Technical report outlining findings and recommendations to enhance the functioning of NDMO; NDMO with draft organization structure, operations manual and AWP's developed</li> <li>2. Available Capacity/Training Needs Assessment (CTNA) report outlining training needs; Training Plan on DRR/DM developed; No. of women &amp; men trained on DRR/DM capacity areas</li> <li>3. Technical report outlining needs and capacity of NDMO on disaster information management</li> <li>4. Lao DPR Disaster Risk Profile available; No. of women and men within the government relevant ministries and departments trained in risk assessment/risk analysis; No. of hazards and vulnerability maps</li> <li>5. Technical report containing assessment and draft EOC structure, SOPs and systems for Lao PDR</li> </ol> <p><b>Baseline (2010):</b></p> <ol style="list-style-type: none"> <li>1. NDMO with 7 staff; no clear organizational/structure; lacks operations manual</li> <li>2. 2 NDMO staff trained in DM; 1 on GIS application; no available training plan for staff development</li> <li>3. NDMO with basic information management system maintained in excel sheets; no disaster resource inventory database</li> </ol>	<p>1. NDMO capacity significantly strengthened and improved with clear mandate, functioning organizational structure, equipped staff, an operations manual guiding its day-to-day functioning, and annual work plan(s) developed</p> <p>2. NDMO and other government focal points/staff equipped with basic skills and knowledge on DRR/DM and other related capacity areas</p> <p>3. Setting up of Disaster information management system and database in NDMO initiated</p> <p>4. National disaster risk profile of Lao PDR launched with key government staff trained on risk assessment methodology and hazard &amp; vulnerability maps developed</p> <p>5. Establishment of a national EOC at NDMO initiated</p>	<p>Development Consultant to review/assess the current structure of NDMO, assess its staffing requirements, identify key disaster management programme activities which NDMO will implement; and propose a workable organizational structure for NDMO; develop terms of reference/job descriptions of NDMO staff and draft NDMO operations manual</p> <p>Action 2.1.2 Presentation of the proposed organizational structure, staff job descriptions and Operations Manual of NDMO to NDMC for approval</p> <p>Action 2.1.3 Preparation of a draft decree on NDMO's mandate, roles, functions and budget allocation</p> <p>Action 2.1.4 Support to NDMO's annual work and budget planning workshop</p>	<p>[National] Project/Finance Asst.: US\$7,200; Driver: \$3,000</p> <p>Office Supplies: \$3,000</p> <p>OD Consultant [3 months]: \$30,000</p> <p>Workshops: \$6,000</p> <p>Meetings/Miscellaneous: \$2,000</p> <p>Project monitoring costs: \$2,000</p>
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<p>4. No national disaster risk profile available; hazards and vulnerability maps not available at NDMO</p> <p>5. No available EOCs</p> <p><b>Indicators (2011):</b></p> <ol style="list-style-type: none"> <li>1. NDMO with functioning organizational structure, defined mandate, a gender-sensitive operations manual; staff with clear job descriptions/TORs, percentage of women and men staff in NDMO</li> <li>2. No. of women and men staff trained on a range of DRR/DRM subject areas</li> <li>3. Enhanced disaster information database and management system established in NDMO with gender-disaggregated data</li> <li>4. Risk assessment reports available; no. of hazards and vulnerability maps developed</li> <li>5. National EOC available at NDMO</li> <li>6. Assessment report of the EWS in Lao PDR available</li> </ol> <p><b>Baseline (2011):</b></p> <ol style="list-style-type: none"> <li>1. NDMO with 7 staff; no clear organizational/structure; lacks operations manual</li> <li>2. 2 NDMO staff trained in DM; 1 on GIS application; no available training plan for staff development</li> <li>3. NDMO with basic information management system maintained in excel sheets; no disaster resource inventory database</li> <li>4. No national disaster risk profile available; hazards and vulnerability maps not available at NDMO</li> <li>5. No available EOCs</li> <li>6. No End-to-End EWS in place</li> </ol>	<p><b>Targets (2011)</b></p> <ol style="list-style-type: none"> <li>1. NDMO improved and demonstrated leadership and steering role in DRR/DM</li> <li>2. Enhanced capacities of NDMO and other government focal points/staff on DRR/DM and other related capacity areas</li> <li>3. Disaster information management system and database established and maintained by NDMO with IMS/IT staff trained</li> <li>4. Detailed risk assessment of target provinces conducted, completed and reports disseminated to stakeholders</li> <li>5. National EOC established and operational at NDMO equipped with basic equipment and SOPs; one table-top simulation exercises held</li> <li>6. EWS assessment initiated</li> </ol>	<p><b>Activity Result 2.2</b> Capacity building and training of NDMO and other line ministries on DM/DRR and other related capacity areas</p> <p><b>Action 2.2.1</b> Capacity/training needs assessment (CTNA) both internal and external to NDMO on DM/DRR and other related capacity areas</p> <p><b>Action 2.2.2</b> Develop a comprehensive training plan and capacity building strategy based on the CTNA and roll out of the training plan</p> <p><b>Action 2.2.3</b> Conduct in-country training (at least 2 training events per year)</p> <p><b>Action 2.2.4</b> Support attendance to relevant international &amp; regional training on DM/DRR of staff of NDMO, line ministries and UNDP CO</p> <p><b>Action 2.2.5</b> Follow up on HACT Micro Assessment with Capacity Development Activities</p>	<p>NDMC, NDMO/MLSW</p>	<p>Training (in-country): \$30,000          Training (Int'l.): \$30,000          Supplies: \$1,000          Miscellaneous: \$2,000</p>
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<p><b>Indicator: (2010)</b> Availability of a national Risk Profile Report</p> <p><b>Baseline: (2010)</b> No National Risk Profile Report as of Dec 2009</p>	<p><b>Targets (2010)</b> 1.A National Risk Profile Report produced by end 2010</p>	<p><b>Activity Result 2.3</b> Improved disaster information management system. <i>Action 2.3.1</i> Finalise national risk profile contract and deployment of firm to conduct the assignment <i>Action 2.3.2</i> Form a Technical Working Group (TWG) to advise, review and provide require technical inputs and date for the risk profile work <i>Action 2.3.3</i> Establish disaster information management system and disaster resource inventory database in NDMO <i>Action 2.3.4</i> Technical mission from RCB or BCPR Disaster Information Management Specialist to assess/review info management needs and capacity of NDMO and MPI <i>Action 2.3.5</i> Train NDMO and MPI on the use, uploading, analysis and maintenance of the databases <i>Action 2.3.6</i> Support one (1) IMS/IT staff at NDMO who will be managing, maintaining and operating the databases.</p>	<p>NDMC, NDMO/MLSW MPI</p>	<p>Technical experts (institution) \$50,000 IMS/IT Staff @ NDMO: \$27,000 Mission costs (RCB or BCPR): \$10,000 Training: \$5,000 e. Equipment/software: \$2,000 Subscription to web-based programmes and NDMO website domain: \$2,000</p>
<p><b>Output 3:</b> Capacities for preparedness and response at district/villages levels improved and increased awareness of Lao population on DRR/DM, preparedness and response by end 2011 through their participation in the development of the community based disaster preparedness plans</p>	<p><b>Targets (2010)</b> Disaster preparedness plans and volunteers skills training on disaster response completed in 5 target communities; A report on</p>	<p><b>Activity Result 2.4</b> Capacities for risk assessments/risk analysis developed <i>Action 2.4.1</i> Official launching of the National Risk Profile Report [including editing, publishing and reproduction work] <i>Action 2.4.2</i> National workshop to present the Risk Profile Report to disaster management and development players in Lao PDR <i>Action 2.4.3</i> Conduct national training-workshop on risk assessment/risk analysis</p>	<p>NDMC, NDMO/MLSW MPI DMH</p>	<p>Mission costs (RCB or GRIP): \$15,000 Editing/publication: \$1,000 Publishing, printing, reproduction: \$2,000 Training: \$10,000 Translation: \$2,000</p>
<p><b>Activity Result 3.1</b> Implementing remaining 2008 flood activities on disaster preparedness and response</p>	<p><b>Activity Result 3.1</b> <i>Action 3.1.1</i> Implementing remaining 2008 flood activities on disaster preparedness and response</p>	<p>Supplies: \$29,896 DRR Specialist: \$36,000 Senior Technical Advisor: (in kind contribution) CBDRM Specialist (in kind contribution); 2 Project Support Staff-[National]</p>	<p>NDMC, NDMO/MLSW Local Resource Partner PDMC, DDMC</p>	<p>Supplies: \$29,896 DRR Specialist: \$36,000 Senior Technical Advisor: (in kind contribution) CBDRM Specialist (in kind contribution); 2 Project Support Staff-[National]</p>

<p><b>Indicators (2010):</b></p> <ol style="list-style-type: none"> <li>No. of villages with disaster preparedness plans; percentage of women &amp; men trained as trainers on CBDP planning; draft CBDP manual available</li> <li>No. of villages provided with basic emergency response skills training; no. of women &amp; men trained</li> <li>No. of PDMCs and DDMS provided with basic DM training; percentage of women participants in these training</li> <li>DRR/DM events organized/initiated</li> </ol> <p><b>Baseline (2010):</b></p> <ol style="list-style-type: none"> <li>30 villages with CBDP in the provinces of Vientiane, Bolikhamxay, and Khammouane</li> <li>30 villages have undergone basic emergency response skills training</li> <li>At least 3 PDMCs and 6 DDMS trained on basic disaster management</li> <li>International and ASEAN DRR Day commemorated/organized by NDMO in 2008 to help raise public awareness on DRR/DM</li> </ol>	<p>natural disasters' socio-economic impacts on women produced by end 2010</p>	<p><b>Activity Result 3.2:</b> Community based disaster preparedness plans developed in 30 villages in 3 districts, in 2 provinces and strengthened capacities of villages for emergency response through training on basic response and survival skills training in villages (i.e. relief and evacuation centre/temporary shelter management, basic first aid and psychosocial (trauma) counselling)</p> <p><b>Action 3.2.1</b> Establish partnership with local resource partner to implement the community based disaster preparedness planning activity in target areas; development of TOR and forging MOA/LOA with identified local resource</p>	<p>Project/Finance Asst.: \$3,600; Driver: \$1,500 f. Office Supplies: \$1,500 Travel/DSA: \$6,000 Project monitoring costs: \$2,500</p>
		<p><b>Targets (2011)</b></p> <ol style="list-style-type: none"> <li>At least 30 villages [in 3 districts in 2 province] with community disaster preparedness plans developed; a simulation exercise held in 1 village; a national Training of Trainers on CBDP planning conducted; and CBDP manual developed</li> <li>Basic emergency response skills of at least 10 out of the target villages developed</li> <li>DM training for PDMCs and</li> </ol>	<p>NDMC, NDMO/MLSW Local Resource Partner PDMC, DDMS</p>
			<p>(as above)</p>



<p><b>Baseline (2011):</b></p> <ol style="list-style-type: none"> <li>30 villages with CBDP in the provinces of Vientiane, Bolikhamxay, and Khammouane</li> <li>30 villages have undergone basic emergency response skills training</li> <li>At least 3 PDMCs and 6 DDMCs trained on basic disaster management</li> <li>DRR/DM IEC materials produced &amp; distributed by other organizations and NDMO</li> </ol>	<p>DDMCs conducted in 1 province</p> <p>4. Increased public awareness on DRR/DM, preparedness &amp; response</p>	<p>partner</p> <p><i>Action 3.2.2</i> Training of Trainers on CBDP planning for NDMO staff and participants from provinces and districts</p> <p><i>Action 3.2.3</i> Development of CBDP Facilitators' &amp; Training Manual</p> <p><i>Action 3.2.4</i> Conduct village-level simulation exercises to test the response plans</p> <p><i>Action 3.2.5</i> Deployment of CBDRM Specialist (seeking in kind support from partner) for capacity building/training of NDMO, PMDC, and DDMC on CBDRM and to ensure quality deliverables from local resource partners implementing the CBDRM activities.</p> <p><i>Action 3.2.6</i> Development/compilation of training modules</p> <p><i>Action 3.2.7</i> Roll out of the training in target communities/villages (as above)</p>	
<p><b>Output 4:</b> Capacities on how to implement timely and critical early recovery activities in response to natural disasters of NDMC and UNDP CO improved by having early recovery guidelines and related developed by end 2011</p> <p><b>Indicators (2010):</b></p> <ol style="list-style-type: none"> <li>Report outlining key lessons learned, experiences and recommendations on</li> </ol>	<p><b>Targets (2010)</b></p> <ol style="list-style-type: none"> <li>A dedicated DRM expert mobilized in the CO in 2010 for capacity development of the CO and GoL</li> <li>Lessons learned of the flood response and early recovery compiled and documented</li> <li>ER Cluster in Lao PDR organized, UNDP's role as cluster lead strengthened, and</li> </ol>	<p><b>Activity Result 4.1</b> Disaster Risk Reduction Programme Specialist funded</p> <p><i>Action 4.1.1</i> Deployment of Disaster Risk Reduction Programme Specialist</p> <p><b>Activity Result 4.2</b> Compilation and documentation of lessons learned on flood response and early recovery</p> <p><i>Action 4.2.1</i> Documentation of lessons learned</p> <p><i>Action 4.2.2</i> Dissemination of lessons learned report through workshop</p>	<p>NDMC, NDMO/MLSW</p> <p>Supplies: \$1,000 Meetings/miscellaneous: \$2,000</p>

<p>the flood response and early recovery available</p> <ol style="list-style-type: none"> <li>2. Availability of ER Cluster in Lao PDR</li> <li>3. ER Guidelines available</li> <li>4. Assessment report on flood impacts on women; guidelines for shelter and community infrastructure repair and reconstruction</li> </ol> <p><b>Baseline (2010):</b></p> <ol style="list-style-type: none"> <li>1. No lessons learned documentation available on the 2008 flood response and early recovery</li> <li>2. ER Cluster not formalized</li> <li>3. No ER Guidelines in Lao PDR</li> <li>4. Early Recovery activities implemented in 2009 i.e. livelihood restoration by MAF; repair and rehabilitation of rural road infrastructures by MPWT; community based preparedness planning by FRC; preliminary risk profile</li> </ol>	<p>GoL briefed of the cluster approach by IASC</p> <ol style="list-style-type: none"> <li>4. ER Guidelines for Lao PDR drafted/developed &amp; Training on ER planning and implementation conducted</li> <li>5. Early recovery activities implemented and completed with progress/completion reports prepared</li> </ol>	<p><b>Activity Result 4.3</b> Increased capacities of the CO and GoL on how to undertake early recovery activities in the aftermath of disasters</p> <p><i>Action 4.3.1</i> With the coordination of the IASC and UNDP as Cluster Lead, form /organize the Early Recovery Cluster in Lao PDR (including to define specific TOR) and briefing the GoL on the cluster approach</p> <p><i>Action 4.3.2</i> Develop Early Recovery Guidelines for Lao PDR (contextualization of the Global ER Guidelines adopted by the IASC and CWGER) to guide ER planning and implementation when a disaster occurs and affects the country</p> <p><i>Action 4.3.3</i> Training on ER planning and implementation for the ER Cluster in Lao PDR</p> <p><b>Activity Result 4.4</b> Early recovery activities implemented during the project Initiation Phase completed and progress reports generated</p> <p><i>Action 4.4.1</i> Inception meeting with Ministry of Agriculture and Forestry and Ministry of Public Works and transport to discuss details of recovery activities implementation</p> <p><i>Action 4.4.2</i> Release of package assistance to flood affected people</p> <p><i>Action 4.4.3</i> Monitoring of all activities/projects implemented during the Project Initiation Plan and preparation of progress/completion reports</p> <p><i>Action 4.4.4</i> Conduct assessment/study of flood impacts on women and share findings and recommendations to relevant stakeholders</p> <p><i>Action 4.4.5</i> Conduct a national workshop on social and economic impacts of disasters on women groups</p> <p><i>Action 4.3.6</i> Develop guidelines for repair/reconstruction of shelter/community infrastructure integrating hazard-resilience features</p>		<ol style="list-style-type: none"> <li>DRR Specialist 18,000</li> <li>Senior Technical Advisor: (in kind contribution)</li> <li>2 Project Support Staff- [National] Project/Finance Asst.: \$1,800; Driver: \$750</li> <li>Office Supplies: \$750</li> <li>Travel/DSA: \$2,000</li> <li>Meetings: \$4,000</li> <li>Training: \$6,000</li> <li>RCB missions costs for ER: \$5,000</li> <li>Consultant: \$ 5,000</li> </ol>
				<p>DRR Programme Specialist</p> <p>Training: \$6,000</p> <p>Project monitoring costs: \$3,500</p> <p>Supplies: \$50,050</p>
<p><b>TOTAL PROJECT COST</b> [for 2 years]</p>				<p><b>US\$ 950,000</b></p>

#### IV. ANNUAL WORK PLAN

Year: 2010

EXPECTED OUTPUTS And baseline, associated indicators and annual targets	PLANNED ACTIVITIES List activity results and associated actions	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET	
		Q1	Q2	Q3	Q4		Funding Source	Budget Description <sup>10</sup> Amount
<p><b>Output 1:</b> Enhanced institutional and legal systems/framework for disaster risk management and National Disaster Management Plan developed</p> <p><b>Activity Result 1.1:</b> Institutional and legal systems/framework for DRM assessed, reviewed and improved ILS/framework prepared/drafted</p>								
<p><b>Indicators:</b></p> <p>1.1 Assessment report outlining areas for improvement of the ILS and a draft ILS/Framework for DRM available</p> <p><b>Targets:</b></p> <p>1.1 Institutional and legal systems/framework for DRM assessed and a revised and improved ILS/framework developed</p> <p><b>Baseline:</b></p> <p>1.1 Unclear ILS and framework for DRM in Lao PDR</p>	<p>Action 1.1.1 Deployment of international Legal consultant to review the ILS (preparation of TOR, recruitment and selection)</p> <p>Action 1.1.2 Consultation meetings with NDMC and other stakeholders including desk reviews on the ILS Framework for DRM</p> <p>Action 1.1.3 National consultation workshop on the ILS Framework</p> <p>Action 1.1.4 De-briefing to NDMC on the results, findings and recommendations to enhance the ILS for DRM and presentation of the draft 'enhanced ILS/framework'</p>					<p>DRR Specialist</p> <p>UN agency kind</p> <p>Gov't in kind</p> <p>TRAC 1</p> <p>Unfunded</p> <p>TRAC 1</p> <p>TRAC 1</p> <p>TRAC 1</p> <p>TRAC 1</p> <p>TRAC 1</p>	<p>Senior Technical Advisor</p> <p>Project Officer (Team A)</p> <p>Project/Finance Assistant</p> <p>Driver</p> <p>Office supplies</p> <p>ILS Int'l. Consultant</p> <p>Workshop<sup>11</sup></p> <p>Meetings/Misc</p> <p>Translation</p>	<p>54,000</p> <p>1,800</p> <p>750</p> <p>750</p> <p>20,000</p> <p>3,000</p> <p>1,000</p> <p>1,000</p>
<p><b>Indicators:</b></p> <p>1.2 Draft Presidential Ordinance (PO), Decrees, and Ministerial Decisions</p> <p><b>Targets:</b></p> <p>1.2 Presidential Ordinance (PO), related PM decrees and ministerial decisions drafted,</p>	<p>Activity Result 1.2 Drafting of DM Law, decrees and regulations supported</p> <p>Action 1.2.1 Technical assistance [Legal Consultant] in drafting the PO, PM decrees and ministerial decisions, as per recommendations of the IFRC studies on legal preparedness (preparation of TOR, recruitment and selection)</p>					<p>Unfunded</p> <p>TRAC 1</p> <p>NDMC/NDMO/MLSW</p> <p>NDMC/NDMO/MLSW</p>	<p>Legal Consultant Int'l.</p> <p>Meetings/Misc.</p>	<p>20,000</p> <p>2,000</p>

<sup>10</sup> Cost of staff, office set-up and supplies under the Budget Description cover the entire intended output i.e. staff time are distributed proportionately across all activities under each output.

These costs were divided across the 4 outputs as follows: 30% for Output 1, 40% for Output 2, 20% for Output 3 and 10% for Output 4.

<sup>11</sup> Costs for training, workshops and meetings are expressed in lump sum in both the RRF and the AWP. The costs cover all budget line items (i.e. travel & DSA of participants, supplies, venue, food, etc.). Actual number of training, workshops and meetings will be ascertained during the project implementation. Costing were based on benchmarks set by other UNDP CO projects.

<p>shared with stakeholders and submitted to government for review</p> <p><b>Baseline:</b></p> <p>1.2 PM Decree and regulations exists (PM Decree 158, MLSW Regulation No. 097, MLSW Regulation No. 1139)</p>	<p>Action 1.2.2 Consultation meetings with stakeholders on the draft PO, decrees and decisions</p>								Unfunded	Workshop	2,000
	<p>Action 1.2.3 National stakeholders' consultation workshop on the draft PO, decrees and decisions</p>								Unfunded	Translation	1,000
<p><b>Indicators:</b></p> <p>1.3 National DM Plan prepared and endorsed to government reflecting strategic goals &amp; gender perspectives</p> <p><b>Targets:</b></p> <p>1.3 National DM Plan drafted and submitted to government for review</p> <p><b>Baseline:</b></p> <p>1.3 No National DM Plan; Strategic Plan for Disaster Risk Management (2003-2020)</p>	<p><b>Activity Result 1.3 National disaster management plan (NDMP) developed and adopted</b></p>										
	<p>Action 1.3.1 Preparation of the draft NDMP and submission to NDMC for review and comments</p>								TRAC 1	Workshop	4,000
	<p>Action 1.3.2 National stakeholders' workshop to present and review the draft NDMP</p>								TRAC 1	Training	6,000
	<p>Action 1.3.3 Revisions of the NDMP by the DM Planning Task Force (DMPTF)</p>								TRAC 1	Meetings/Misc.	2,000
	<p>Action 1.3.4 NDMP approval by NDMC through a special meeting convened for the purpose</p>								TRAC 1	Translation	1,000
	<p>Action 1.3.5 Issuance of PM decree endorsing the NDMP and enjoining all government functionaries and ministries, sub-national government bodies and other stakeholders to execute and implement the plan</p>										
<p><b>Indicators:</b></p> <p>1.4 Coordination framework for DRM from national to local levels; percentage of PDMCs, DDMCs sensitized on DM coordination systems and procedures; percentage of women participants in sensitization activities</p> <p><b>Targets:</b></p> <p>1.4 Improve coordination between NDMC/NDMO, PDMCs, and DDMCs</p> <p><b>Baseline:</b></p> <p>1.4 Coordination structure exists; but not clearly understood by or disseminated to concerned stakeholders</p>	<p><b>Activity Result 1.4 NDMC, PDMC &amp; DDMC strengthened; disaster management coordination mechanism from national to sub-national and local levels defined and functional</b></p>										
	<p>Action 1.4.1 Support to regular and special coordination meetings of NDMC, DM Focal Points and other technical working groups</p>								TRAC 1	Meetings/Misc.	3,000
	<p>Action 1.4.2 Consultation meetings and workshop at national and sub-national levels to define coordination mechanisms for disaster management</p>								Unfunded	Travel/DSA	1,000
	<p>Action 1.4.3 Presentation of the draft coordination framework/ mechanism to NDMC and adoption by NDMC through issuance of corresponding regulations</p>								TRAC 1	Workshop	3,000
	<p>Action 1.4.4 Sensitization of stakeholders on disaster risk management coordination systems and procedure</p>										
<b>Total for Output 1</b>											<b>127,300</b>



Activity Result 2.3 improved disaster information management system											
<b>Indicators:</b> 2.3 Technical report outlining needs and capacity of NDMO on disaster information management <b>Targets:</b> 2.3 Setting up of Disaster information management system and database in NDMO initiated <b>Baseline:</b> 2.3 NDMO with basic information management system maintained in excel sheets; no disaster resource inventory database available	Action 2.3.1 Establish disaster information management system and disaster resource inventory database in NDMO	X	X	X	X			Unfunded	IMS/IT Staff	9,000	
	Action 2.3.2 Technical mission from RCB or BCPR Disaster Information Management Specialist to assess/review info management needs and capacity of NDMO and MPI		X						Unfunded	Mission costs (RCB/BCPR)	10,000
	Action 2.3.3 Train NDMO and MPI on the use, uploading, analysis and maintenance of the databases			X					Unfunded	Equipment/Software	2,000
	Action 2.3.4 Support one (1) IMS/IT staff at NDMO who will be managing, maintaining and operating the databases.		X	X	X	X		NDMC/NDMO/MLSW, [MPI]	TRAC 1	Web subscription	1,000
Activity Result 2.4 Capacities for risk assessments/risk analysis developed											
<b>Indicators:</b> 2.4 Lao DPR Disaster Risk Profile available; No. of women and men within the government relevant ministries and departments trained in risk assessment/risk analysis; No. of hazards and vulnerability maps <b>Targets:</b> 2.4 National disaster risk profile of Lao PDR launched with key government staff trained on risk assessment methodology and hazard & vulnerability maps developed <b>Baseline:</b> 2.4 No national disaster risk profile available; hazards and vulnerability maps not available at NDMO	Action 2.4.1 Contract out to a firm to produce a national risk profile report (which will serve as a basis to further develop project details in consultation with key stakeholders)	X						TRAC 3	Technical experts (institution)	50,000	
	Action 2.4.2 Official launching of the National Risk Profile Report (including editing, publishing and reproduction work)			X				Unfunded	Mission costs (RCB/GRIP)	10,000	
	Action 2.4.3 National workshop to present the Risk Profile Report to disaster management and development players in Lao PDR				X			NDMC/NDMO/MLSW, [MPI, DMH]	TRAC 1	Editing/publication	1,000
	Action 2.4.4 Conduct national training-workshop on risk assessment/risk analysis						X		TRAC 1	Publishing, printing & reproduction	2,000
Activity Result 2.5 National Emergency Operations Centre (EOC) established and operational at NDMO & Provincial EOCs in 3 pilot provinces											
<b>Indicators:</b>								Unfunded	Training	10,000	
								Unfunded	Technical experts for Risk Assessment	0.00	
								Unfunded	Translation	1,000	

<p>2.5 Technical report containing assessment and draft EOC structure, SOPs and systems for Lao PDR</p> <p><b>Targets:</b></p> <p>2.5 Establishment of a national EOC at NDMO initiated</p> <p><b>Baseline:</b></p> <p>2.5 No available EOCs at national and provincial levels</p>	<p>Action 2.5.2 Consultation meetings and workshops at national on the establishment of EOCs</p>	<p>x</p> <p>x</p>	<p>x</p> <p>x</p>	<p>x</p> <p>x</p>	<p>TRAC 1</p> <p>TRAC 1 Unfunded</p> <p>PEOC Equipment</p> <p>Cost of Simulation exercise</p> <p>Supplies</p> <p>Travel/DSA</p>	<p>Meetings/Misc.</p> <p>NEOC Equipment</p> <p>PEOC Equipment</p> <p>Cost of Simulation exercise</p> <p>Supplies</p> <p>Travel/DSA</p> <p><b>Total for Output 2</b></p>	<p>1,000</p> <p>38,000 2,890</p> <p>0.00</p> <p>0.00</p> <p>0.00</p> <p>1,000</p> <p><b>276,790</b></p>
<p><b>Output 3: Enhanced capacities for preparedness and response at district/villages levels and increased awareness of Lao population on DRR/DVI preparedness and response</b></p> <p><b>Activity/Result 3.1 Community based disaster preparedness plans developed in 60 villages in 6 districts in 5 provinces</b></p>							
<p><b>Indicator:</b></p> <p>Number of communities assisted for the development of disaster preparedness plans; Availability of an report on natural disasters' socio-economic impacts on women</p> <p><b>Target:</b></p> <p>Disaster preparedness plans and volunteers skills training on disaster response completed in 5 target communities; A report on natural disasters' socio-economic impacts on women produced by end 2010</p> <p><b>Baseline:</b></p> <p>MOU signed with French Red Cross for the community-based preparedness plan and volunteers skills training on disaster response and other related activities; No gender-responsive report on disaster impact</p>	<p>Action 3.1.1 Implement the remaining activities on disaster preparedness and response, in a gender responsive manner</p> <p>Action 3.1.2 Conduct a national workshop on social and economic impacts of disasters on women and other vulnerable groups</p>	<p>x</p> <p>x</p> <p>x</p> <p>x</p>	<p>x</p> <p>x</p> <p>x</p> <p>x</p>	<p>x</p> <p>x</p> <p>x</p> <p>x</p>	<p>TRAC 1</p> <p>UN Agency in kind</p> <p>TRAC 3</p> <p>TRAC 1</p> <p>Unfunded</p> <p>Unfunded</p> <p>Unfunded</p> <p>Unfunded</p>	<p>DRR Specialist</p> <p>Senior Technical Advisor</p> <p>Grants, Supplies</p> <p>Project/Finance Assistant</p> <p>Driver</p> <p>Travel, DSA, Workshop, Printing</p> <p>Office supplies</p>	<p>32,000</p> <p></p> <p>29,896</p> <p>1,200</p> <p>500</p> <p>5,000</p> <p>500</p>
<p>NDMC/NDMO/MLSW, [PDMCs, DDMCs]</p>							



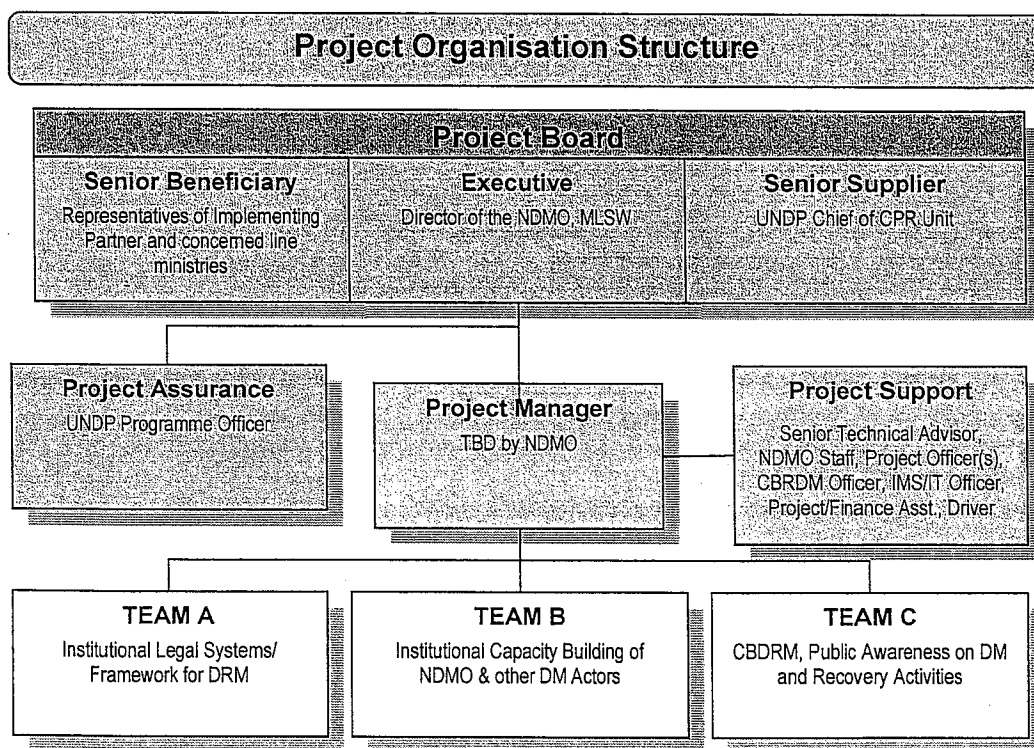




## V. MANAGEMENT ARRANGEMENTS

The initiative is designed to be implemented over a period of 3 to 4 years. However, within the context of the current UNDAF and UNDP CPAP cycle, this project will cover an initial phase of 2 years. It is anticipated that the second phase will form an integral part of the next CPAP. It will be nationally implemented and the Implementing Partner for the project will be the National Disaster Management Office (NDMO) which currently sits within the Ministry of Labour and Social Welfare (MLSW) and serving as the secretariat of the National Disaster Management Committee (NDMC). As the implementing partner, the NDMO will be responsible and accountable for the implementation of the project activities and the judicious use of project funds under the guidance and oversight of the Project Board. The management arrangements for the implementation of activities will follow the standard project management arrangements for the UNDP Lao PDR supported projects.

The Project Board will be composed of three roles within the project management structure namely, the Executive, Senior Beneficiary and Senior Supplier. The Executive role will be taken by the Director or Head of the Department of Social Welfare, Ministry of Labour and Social Welfare. The Senior Beneficiary will be comprised of two representatives of Implementing Partner and concerned line ministries, one from a line ministry and one representing local communities. The Senior Supplier will be the Chief of the Crisis Prevention and Recovery Unit (CPR) of UNDP.



Main roles and responsibilities of the Project Board (Executive, Senior Beneficiary and Senior Supplier), Project Manager, Project Assurance and Project Support are as follows:

**Project Board** is a group responsible for making decisions by consensus, management decisions for a project when guidance is required by the Project Manager, including recommendation for UNDP/Implementing Partner approval of project plans and revisions. The Project Board will:

- Provide overall guidance and direction to the project, ensuring it remains within any specified constraints;
- Appoint a senior national Project Manager;

- Address project issues as raised by the Project Manager;
- Provide guidance and agree on possible countermeasures/management actions to address specific risks;
- Agree on Project Manager's tolerances as required;
- Review the Project Progress Report and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily according to plans.
- Review Combined Delivery Reports (CDR) prior to certification by the Implementing Partner;
- Appraise the Project Annual Review Report, make recommendations for the next AWP, and inform the Outcome Board about the results of the review.
- Provide ad-hoc direction and advice for exception situations when project manager's tolerances are exceeded;
- Assess and decide on project changes through revisions.

**Executive** is an individual representing the project ownership to chair the Project Board. The executive is ultimately responsible for the project, supported by the Senior Beneficiary and Senior Supplier. The Executive's role is to ensure that the project is focused throughout its life cycle on achieving its objectives and delivering outputs that will contribute to higher level outcomes. The Executive has to ensure that the project gives value for money, ensuring a cost-conscious approach to the project, balancing the demands of beneficiary and supplier.

**Senior Supplier** is a group representing the interests of the parties concerned which provide funding and/or technical expertise to the project. The Senior Supplier's primary function within the Board is to provide guidance regarding the technical feasibility of the project.

**Senior Beneficiary** is a group of individuals representing the interests of those who will ultimately benefit from the project. The primary function is to ensure the realization of project results from the perspective of project beneficiaries. The Senior Beneficiary is responsible for validating the needs and for monitoring that the solution will meet those needs within the constraints of the project. It entails the role to monitor progress against targets and quality criteria.

**Project Manager (PM)** has the authority to run the project on a day-to-day basis on behalf of the Implementing Partner within the constraints laid down by the Project Board. The PM is responsible for day-to-day management and decision-making for the project. The PM will:

- Plan the activities of the project and monitor progress against the initial quality criteria.
- Mobilize goods and services to initiative activities, including drafting TORs and work specifications;
- Monitor events as determined in the Project Monitoring Schedule Plan, and update the plan as required;
- Manage requests for the provision of financial resources by UNDP, using advance of funds, direct payments, or reimbursement using the FACE (Fund Authorization and Certificate of Expenditures) (including signature of FACE forms);
- Monitor financial resources and accounting to ensure accuracy and reliability of financial reports;
- Responsible for preparing and submitting financial reports to UNDP on a quarterly basis;
- Manage and monitor the project risks initially identified, submit new risks to the Project Board for consideration and decision on possible actions if required; update the status of these risks by maintaining the Project Risks Log;
- Be responsible for managing issues and requests for change by maintaining an Issues Log;
- Prepare the Project Progress Report (progress against planned activities, update on Risks and Issues, expenditures) and submit the report to the Project Board and Project Assurance;
- Prepare the Annual review Report, and submit the report to the Project Board and the Outcome Board;
- Prepare the AWP for the following year, as well as Quarterly Plans if required;
- Update the Atlas Project Management module if external access is made available.

**Project Assurance** is the responsibility of each Project Board member; but can be delegated. The project assurance role supports the Project Board through independent project oversight and monitoring functions. Project Assurance will:

- Ensure that funds are made available to the project;
- Ensure that risks and issues are properly managed, and that the logs in Atlas are regularly updated;
- Ensure that critical project information is monitored and updated in Atlas, using the Activity Quality Assessment page in particular;
- Ensure that Project Progress Reports are prepared and submitted on time, and according to standards in terms of format and content quality;
- Ensure that financial reports are submitted to UNDP on time, and that CDRs are prepared and submitted to the Project Board;

- Perform oversight activities, such as periodic monitoring visits and "spot checks".
- Ensure that the Project Data Quality Dashboard remains "green"

**Project Support** provides project administration, management and technical support to the Project Manager as required by the needs of the project or Project Manager. Project Support will:

- Set up and maintain project files
- Collect project related information data
- Update plans
- Administer Project Board meetings
- Administer project revision control
- Establish document control procedures
- Compile, copy and distribute all project reports
- Assist in the financial management tasks under the responsibility of the Project Manager
- Provide support in the use of Atlas for monitoring and reporting
- Review technical reports
- Monitor technical activities carried out by responsible parties

At operational and project management levels, in order to ensure successful and effective implementation of the project and achievement of its intended results, this project will support setting up of a Project Management Team and Support Unit [structure elaborated above]. To warrant sustainability, the government will designate a National Project Director and Project Manager from within the ministry/NDMO. The project, however, will support the hiring and appointment of a small project support team comprised of 2 National Project Officers, 1 Project/Finance Assistant, and a Driver/Messenger. Additional technical staff will also be appointed under the project which would include a Senior Technical Advisor, a CBDRM Specialist (UNV) and IMS/IT Specialist (National). The project is further backstopped by a Disaster Risk Reduction Specialist based in the UNDP CO whose key tasks would be on resource mobilization, donor reporting and to assist in project assurance functions as well as to provide technical support to strengthen the disaster risk management portfolio in UNDP. It is expected that the DRR Specialist will provide critical support to establish DRR as a "key programming priority" for both the UNDP and the Government of Lao PDR.

The recruitment of the project staff, specifically the international specialists, is imperative at this juncture given the limited technical and human resource capacity of NDMO. The deployment of international staff including the short-term consultants is designed to ensure transfer of knowledge and skills to national staff (both NDMO and Project Support) through coaching, mentoring and hands-on training. This will be stressed in the Terms of Reference of all international specialists and experts hired under the project.

#### ***Results of capacity assessment of implementing partner***

HACT Micro Assessment is still on-going ---

#### ***UNDP Support Services (if any)***

As per the Letter of Agreement (LOA) between the Government of Lao PDR and UNDP with respect to the provision of support services by the UNDP Country Office for nationally implemented programmes and projects, the UNDP Country Office may provide, at the request of the Implementing Partner, the following support services for the activities of this project, and recover the actual direct and indirect costs incurred by the Country Office in delivering such services as stipulated in the LOA:

- a. Payments, disbursements and other financial transactions
- b. Recruitment of staff, project personnel, and consultants
- c. Procurement of services and equipment, including disposals
- d. Organization of training activities, conferences, and workshops, including fellowships
- e. Travel authorization, Government clearances ticketing, and travel arrangements
- f. Shipment, custom clearance, and vehicle registration

#### ***Summary of the inputs to be provided by partners***

The Government will make available civil servants to be part of the Project Management Team and Support Unit. Specifically, the National Project Director and the Project Manager will be designated from within the government structure (MLSW and NDMO). The NDMO will provide office space [including office desks] for the Project Support Team consisting of the Senior Technical Advisor, 2 Project Officers, 1 CBDRM Specialist (UNV), 1 IMS/IT Specialist, 1 Project/Finance Assistant and 1 Driver). These inputs are estimated at the equivalent of a significant in-kind contribution by the government to the project.

UNDP will commit its Regular (Core) Resources under the current CPAP. BCPR will also contribute to the project with the on-going support to recovery activities under the Initiation Plan and specific components. BCPR will continue to be a window for funding and technical support after this preparatory assistance provided for the recovery activities.

UN agencies can bring to capacity development: research, experiences, and tools in capacity development; relationships with governments and access to development partners; a neutral and objective perspective in supporting standard approaches and methods; as well as staff, networks, and experiences on the ground in developing countries. The UN brings a corporate body of knowledge and experience in strategic, results-based project management in the area of poverty-environment.

The Inter-Agency Standing Committee (IASC) In Country Team for Natural Disaster Preparedness and Response will provide a common platform and forum for information sharing and coordination. The IASC includes representatives from the UN agencies, government line-ministries, donor agencies, and international NGOs. The project intends to use this forum for effective coordination.

#### ***Audit Arrangements***

Audit will be conducted in accordance with the UNDP NIM Audit policies and procedures, and based on UNDG's Harmonised Cash Transfer (HACT) policy framework.

#### ***Agreement on intellectual property rights and use of logo on the project's deliverables***

These will be retained by the employing organisation of the personnel who develops intellectual products, either Government or UN/UNDP in accordance with respectively national and UN/UNDP policies and procedures.

## VI. MONITORING AND EVALUATION FRAMEWORK

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

### Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- a project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- a Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

### Annually

- **Annual Review Report.** An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- **Annual Project Review.** Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.
- **External Project Review:** As the CO does not foresee an outcome evaluation within the current UNDAF, the project will instead be subjected to an external project review towards the end of its 2<sup>nd</sup> Year. The exercise will be carried out to assess the performance of this project, progress achieved so far and assess if the project outputs and deliverables need adjustment. Detailed quarterly and annual work plans as well as progress reports on the activities realized will be prepared for each of the Outputs. The abovementioned documents will have to be, agreed upon and certified by the Project Board. The International Technical Advisor will be responsible for completing the relevant sections of the project quarterly progress report as well as the annual progress report using a specific standard format.
- **HACT Spot Checks and Project Monitoring:** During the course of the project implementation, spot checks and monitoring visits will be conducted.
- **Final report:** A final report will be compiled and submitted to UNDP within three months of the termination of this project. This report shall give a summary of the actual outcomes, outputs and deliverables compared to the planned outcomes, outputs, and deliverables. The report shall also give an assessment of the efficiency of the project.

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## VII. LEGAL CONTEXT

This document together with the CPAP signed by the Government of the Lao PDR and UNDP on 28 March 2007, which is incorporated by reference, constitutes a Project Document as referred to in the Standard Basic Assistance Agreement (SBAA) of 10 October 1988. All CPAP provisions apply to this document.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP's property in the implementing partner's custody, rests with the implementing partner.

The implementing partner shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) assume all risks and liabilities related to the implementing partner's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.





## ANNEX 1. INITIAL RISK LOG

Description	Date Identified	Type	Impact (I) & Probability (P) <small>(None, scale 1-5 (5 being the highest))</small>	Countermeasures/ Mngt response	Owner	Submitted/ updated by	Last Update	Status
1 Another major disaster occurring would hinder project implementation	31 July 09	Environmental	The annual rainy season and other natural hazards may result to another major disaster affecting the population. This would hinder or delay project implementation as focus would be diverted to responding to the current emergency I: 4 P: 4	<ul style="list-style-type: none"> <li>Lessons learned and experience from the early recovery activities implemented in 2008-2009 could be drawn and inform the strategies on how to tackle/approach any disaster that may occur.</li> <li>Develop a disaster contingency plan within the CO/UNDMT and assist the government in developing the same so as to be ready with response when a disaster strikes thus limiting the implications/effects to project implementation</li> </ul>	Project Manager	Chief a.i., CPR Unit	10 Jan 2010	No change
2 The NDMO and other Government agencies directly associated with management and implementation of the project have limited qualified staff, do not assign sufficient or appropriate staff, in general lacks the capacity	31 July 09	Organizational	The project intends to develop the capacities of NDMO in disaster risk management. NDMO is at the same time the implementing Partner of this project. Thus it is a given that the IP has existing capacity constraints which the project seeks to address. It is therefore very likely that project implementation will be affected/delayed due to these given capacity gaps. I: 4 P: 4	<ul style="list-style-type: none"> <li>Close monitoring and tracking of implementation of planned activities and provide technical guidance on a regular basis</li> <li>Organization of regular project meeting to discuss the issues, refine the management/action plans and implementation strategy</li> <li>Intensify coaching/mentoring to NDMO staff by the Senior Technical Advisor and the DRR Specialist of UNDP CO</li> <li>Strengthen working relationships of NDMO, Project Support Staff and UNDP CO Staff by organizing joint staff development activities</li> </ul>	Project Manager	Chief a.i., CPR Unit	10 Jan 2010	No change
3 Necessary operational support such as the recruitment of staff and contracting of consultants or professional services are not provided in a timely manner	26 Sept 08	Operational	It does often take a long time for the UNDP CO to recruit staff or procure goods and services I: 2 P: 3	<ul style="list-style-type: none"> <li>The Programme Unit in UNDP will backstop (if required) in some operational matters i.e. preparation of documents, evaluation, minutes of meetings in order to expedite the process and ease the burden of the operations team which is looking after a number of projects</li> <li>Prepare well in advance a recruitment and</li> </ul>	Project Manager	Chief a.i., CPR Unit	10 Jan 2010	No change

4	Lack of government's commitment to DM in general, and unavailability to respond and attend to project activities and required consultations	26 Sept. 08	Political	Stakeholders are overstretched with their regular functions and is unable to respond in a timely manner to consultations, meetings and activities related to the project I: 4 P: 2	procurement plan - NDMO to provide regular updates to all concerned stakeholders involved in the project - Share the work plans and implementation strategy to concerned stakeholders for their information and guidance - NDMO to elevate any issues related to this matter at the level of NDMC for high-level push - Obtain the "buy-in" of the government partners and stakeholders on the project i.e. involve/consult them from the project formulation phase, its inception and implementation. - Regular monitoring and project meetings to address matters requiring critical and expedient decisions - Provide feedback to management and get management to give the required "push" for critical decisions to be made expeditiously	Project Manager	Chief a.i., CPR Unit 10 Jan 2010 Reducin g
5	Certain decision making and / or activity implementation delayed	31 July 09	Organizational Operational	This will undermine confidence in the project. It will also entail cost implications P = 3 I = 4		Project Manger	Chief, Env. Unit 10 Jan 2010 No change

## ANNEX 2. INITIAL MONITORING AND COMMUNICATION PLAN

Types of Monitoring and Communication Action	Types of Stakeholders	Method of Monitoring and Communication	Due/timeline for Each Type of Monitoring and Communication	Date of Completed Action	Status of Action
Annual Work Plans	Project → UNDP	Report	Annually		
Annual Procurement and HR Plan	Project → UNDP	Report/document	Annually		
Quarterly work plans and progress reports	Project → UNDP	Report	Quarterly		
Monthly Project Work plan, Financial and Progress Report	Project	Report/document	Monthly		
Monthly project meeting	Project → UNDP	Face-to-Face	Monthly (signed minutes to be submitted within 5 working days)		
Project Board Meeting Report	Project Board → UNDP	Report	Quarterly		
Updated risk, issue, lessons learned logs and communication and monitoring plan	Project → UNDP	Report	Quarterly		Initial Risk Log developed
Audit	UNDP → Project	Visit, Report	Annually		
Audit Implementation Action Plan	Project → UNDP	Report	At least quarterly		
Spot Check	UNDP → Project	Visit, Report	Quarterly per IP		
Annual review meeting and progress reports	Project → UNDP	Report	Annually		
Quarterly Project Combine Delivery Report	UNDP → Project	Report	Quarterly		
FACE (Fund Authorization and Certificate of Expenditures) Form and other POA documentations, including monthly Bank Reconciliation record, advance record	Project → UNDP	Report/documents	Quarterly		
UNDP Monthly Exchange Rate	UNDP → Project	Document	Monthly		
Quarterly Project Direct Payment List	Project → UNDP	Report/document	Quarterly		
(Evaluation)	UNDP → Project	Visit, Report	Only when planned		

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## ANNEX 3. TERMS OF REFERENCE OF THE PROJECT MANAGEMENT TEAM

### A. Project Board

**Overall responsibilities<sup>12</sup>:** The Project Board is the group responsible for making by consensus management decisions for a project when guidance is required by the Project Manager, including recommendation for UNDP/Implementing Partner approval of project plans and revisions. In order to ensure UNDP's ultimate accountability, Project Board decisions should be made in accordance to standards<sup>13</sup> that shall ensure best value to money, fairness, integrity transparency and effective international competition. In case a consensus cannot be reached, final decision shall rest with the UNDP Programme Manager. Project reviews by this group are made at designated decision points during the running of a project, or as necessary when raised by the Project Manager. This group is consulted by the Project Manager for decisions when PM tolerances (normally in terms of time and budget) have been exceeded.

Based on the approved annual work plan (AWP), the Project Board may review and approve project quarterly plans when required and authorizes any major deviation from these agreed quarterly plans. It is the authority that signs off the completion of each quarterly plan as well as authorizes the start of the next quarterly plan. It ensures that required resources are committed and arbitrates on any conflicts within the project or negotiates a solution to any problems between the project and external bodies. In addition, it approves the appointment and responsibilities of the Project Manager and any delegation of its Project Assurance responsibilities.

**Composition and organization:** This group contains three roles, including:

- 1) An Executive: individual representing the project ownership to chair the group.
- 2) Senior Supplier: individual or group representing the interests of the parties concerned which provide funding and/or technical expertise to the project. The Senior Supplier's primary function within the Board is to provide guidance regarding the technical feasibility of the project.
- 3) Senior Beneficiary: individual or group of individuals representing the interests of those who will ultimately benefit from the project. The Senior Beneficiary's primary function within the Board is to ensure the realization of project results from the perspective of project beneficiaries.

Potential members of the Project Board are reviewed and recommended for approval during the LPAC<sup>14</sup> meeting.

#### **Specific responsibilities of the Project Board:**

##### *Initiating a project*

- Approve the Implementing Partner's appointment of a Project Manager and agree on Project Manager's responsibilities, as well as the responsibilities of the other members of the Project Management team;
- Delegate any Project Assurance function as appropriate;
- Review the Progress Report for the Initiation Stage (*if an Initiation Plan was required*);
- Review and appraise detailed Project Plan and AWP, including Atlas reports covering activity definition, quality criteria, issue log, updated risk log and the monitoring and communication plan.

##### *Running a project*

- Provide overall guidance and direction to the project, ensuring it remains within any specified constraints;
- Address project issues as raised by the Project Manager;
- Provide guidance and agree on possible countermeasures/management actions to address specific risks;
- Agree on Project Manager's tolerances in the Annual Work Plan and quarterly plans when required;
- Conduct regular meetings to review the Project Quarterly Progress Report and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily according to plans.
- Review Combined Delivery Reports (CDR) prior to certification by the Implementing Partner;
- Appraise the Project Annual Review Report, make recommendations for the next AWP, and inform the Outcome Board about the results of the review.
- Review and approve end project report, make recommendations for follow-on actions;
- Provide ad-hoc direction and advice for exception situations when project manager's tolerances are exceeded;
- Assess and decide on project changes through revisions;

##### *Closing a project*

- Assure that all Project deliverables have been produced satisfactorily;

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<sup>12</sup> Source: Guidelines on UNDP Implementation of UNDAF Annual Review Process

<sup>13</sup> UNDP Financial Rules and Regulations: Chapter E, Regulation 16.05: a) The administration by executing entities or, under the harmonized operational modalities, implementing partners, of resources obtained from or through UNDP shall be carried out under their respective financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. b) Where the financial governance of an executing entity or, under the harmonized operational modalities, implementing partner, does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition that of UNDP shall apply.

<sup>14</sup> Depending on its composition, the Outcome Board can fulfill the function of the Project Appraisal Committee (LPAC)

- Review and approve the Final Project Review Report, including Lessons-learned;
- Make recommendations for follow-on actions to be submitted to the Outcome Board;
- Commission project evaluation (only when required by partnership agreement)
- Notify operational completion of the project to the Outcome Board.

### 1) Executive

The Executive is ultimately responsible for the project, supported by the Senior Beneficiary and Senior Supplier. The Executive's role is to ensure that the project is focused throughout its life cycle on achieving its objectives and delivering outputs that will contribute to higher level outcomes. The Executive has to ensure that the project gives value for money, ensuring a cost-conscious approach to the project, balancing the demands of beneficiary and supplier.

#### Specific Responsibilities (as part of the above responsibilities for the Project Board)

- Ensure that there is a coherent project organisation structure and logical set of plans
- Set tolerances in the AWP and other plans as required for the Project Manager
- Monitor and control the progress of the project at a strategic level
- Ensure that risks are being tracked and mitigated as effectively as possible
- Brief Outcome Board and relevant stakeholders about project progress
- Organise and chair Project Board meetings

The Executive is responsible for overall assurance of the project as described below. If the project warrants it, the Executive may delegate some responsibility for the project assurance functions.

### Senior Beneficiary

The Senior Beneficiary is responsible for validating the needs and for monitoring that the solution will meet those needs within the constraints of the project. The role represents the interests of all those who will benefit from the project, or those for whom the deliverables resulting from activities will achieve specific output targets. The Senior Beneficiary role monitors progress against targets and quality criteria. This role may require more than one person to cover all the beneficiary interests. For the sake of effectiveness the role should not be split between too many people.

#### Specific Responsibilities (as part of the above responsibilities for the Project Board)

- Ensure the expected output(s) and related activities of the project are well defined
- Make sure that progress towards the outputs required by the beneficiaries remains consistent from the beneficiary perspective
- Promote and maintain focus on the expected project output(s)
- Prioritise and contribute beneficiaries' opinions on Project Board decisions on whether to implement recommendations on proposed changes
- Resolve priority conflicts

The assurance responsibilities of the Senior Beneficiary are to check that:

- Specification of the Beneficiary's needs is accurate, complete and unambiguous
- Implementation of activities at all stages is monitored to ensure that they will meet the beneficiary's needs and are progressing towards that target
- Impact of potential changes is evaluated from the beneficiary point of view
- Risks to the beneficiaries are frequently monitored

Where the project's size, complexity or importance warrants it, the Senior Beneficiary may delegate the responsibility and authority for some of the assurance responsibilities (see also the section below)

### Senior Supplier

The Senior Supplier represents the interests of the parties which provide funding and/or technical expertise to the project (designing, developing, facilitating, procuring, implementing). The Senior Supplier's primary function within the Board is to provide guidance regarding the technical feasibility of the project. The Senior Supplier role must have the authority to commit or acquire supplier resources required. If necessary, more than one person may be required for this role. Typically, the implementing partner, UNDP and/or donor(s) would be represented under this role.

#### Specific Responsibilities (as part of the above responsibilities for the Project Board)

- Make sure that progress towards the outputs remains consistent from the supplier perspective
- Promote and maintain focus on the expected project output(s) from the point of view of supplier management
- Ensure that the supplier resources required for the project are made available
- Contribute supplier opinions on Project Board decisions on whether to implement recommendations on proposed changes
- Arbitrate on, and ensure resolution of, any supplier priority or resource conflicts

The supplier assurance role responsibilities are to:

- Advise on the selection of strategy, design and methods to carry out project activities
- Ensure that any standards defined for the project are met and used to good effect
- Monitor potential changes and their impact on the quality of deliverables from a supplier perspective
- Monitor any risks in the implementation aspects of the project

If warranted, some of this assurance responsibility may be delegated (see also the section below)

## **B. Project Manager**

**Overall responsibilities:** The Project Manager has the authority to run the project on a day-to-day basis on behalf of the Project Board within the constraints laid down by the Board. The Project Manager is responsible for day-to-day management and decision-making for the project. The Project Manager's prime responsibility is to ensure that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost.

The Implementing Partner appoints the Project Manager, who should be different from the Implementing Partner's representative in the Outcome Board. Prior to the approval of the project, the *Project Developer* role is the UNDP staff member (in this project case, from UNDP CPR Unit) responsible for project management functions during formulation until the Project Manager from the Implementing Partner is in place.

**Specific responsibilities** would include:

*Overall project management:*

- Manage the realization of project outputs through activities;
- Provide direction and guidance to project team(s)/ responsible party (ies);
- Liaise with the Project Board or its appointed Project Assurance roles to assure the overall direction and integrity of the project;
- Identify and obtain any support and advice required for the management, planning and control of the project;
- Responsible for project administration;
- Liaise with any suppliers;
- May also perform Team Manager and Project Support roles;

*Running a project*

- Plan the activities of the project and monitor progress against the initial quality criteria.
- Mobilize goods and services to initiative activities, including drafting TORs and work specifications;
- Monitor events as determined in the Monitoring & Communication Plan, and update the plan as required;
- Manage requests for the provision of financial resources by UNDP, using advance of funds, direct payments, or reimbursement using the FACE (Fund Authorization and Certificate of Expenditures);
- Monitor financial resources and accounting to ensure accuracy and reliability of financial reports;
- Manage and monitor the project risks as initially identified in the Project Brief appraised by the LPAC, submit new risks to the Project Board for consideration and decision on possible actions if required; update the status of these risks by maintaining the Project Risks Log;
- Be responsible for managing issues and requests for change by maintaining an Issues Log.
- Prepare the Project Quarterly Progress Report (progress against planned activities, update on Risks and Issues, expenditures) and submit the report to the Project Board and Project Assurance;
- Prepare the Annual review Report, and submit the report to the Project Board and the Outcome Board;
- Based on the review, prepare the AWP for the following year, as well as Quarterly Plans if required.

*Closing a Project*

- Prepare Final Project Review Reports to be submitted to the Project Board and the Outcome Board;
- Identify follow-on actions and submit them for consideration to the Project Board;
- Manage the transfer of project deliverables, documents, files, equipment and materials to national beneficiaries;
- Prepare final CDR/FACE for signature by UNDP and the Implementing Partner.

## **C. Project Assurance**

**Overall responsibility:** Project Assurance is the responsibility of each Project Board member, however the role can be delegated. The Project Assurance role supports the Project Board by carrying out objective and independent project oversight and monitoring functions. This role ensures appropriate project management milestones are managed and completed.

Project Assurance has to be independent of the Project Manager; therefore the Project Board cannot delegate any of its assurance responsibilities to the Project Manager. A UNDP Programme Officer typically holds the Project Assurance role.

The implementation of the assurance responsibilities needs to answer the question "What is to be assured?". The following list includes the key suggested aspects that need to be checked by the Project Assurance throughout the project as part of ensuring that it remains relevant, follows the approved plans and continues to meet the planned targets with quality.

- Maintenance of thorough liaison throughout the project between the members of the Project Board.
- Beneficiary needs and expectations are being met or managed
- Risks are being controlled
- Adherence to the Project Justification (Business Case)

- Projects fit with the overall Country Programme
- The right people are being involved
- An acceptable solution is being developed
- The project remains viable
- The scope of the project is not "creeping upwards" unnoticed
- Internal and external communications are working
- Applicable UNDP rules and regulations are being observed
- Any legislative constraints are being observed
- Adherence to RMG monitoring and reporting requirements and standards
- Quality management procedures are properly followed
- Project Board's decisions are followed and revisions are managed in line with the required procedures

**Specific responsibilities** would include:

*Initiating a project*

- Ensure that project outputs definitions and activity definition including description and quality criteria have been properly recorded in the Atlas Project Management module to facilitate monitoring and reporting;
- Ensure that people concerned are fully informed about the project
- Ensure that all preparatory activities, including training for project staff, logistic supports are timely carried out

*Running a project*

- Ensure that funds are made available to the project;
- Ensure that risks and issues are properly managed, and that the logs in Atlas are regularly updated;
- Ensure that critical project information is monitored and updated in Atlas, using the Activity Quality log in particular;
- Ensure that Project Quarterly Progress Reports are prepared and submitted on time, and according to standards in terms of format and content quality;
- Ensure that CDRs and FACE are prepared and submitted to the Project Board and Outcome Board;
- Perform oversight activities, such as periodic monitoring visits and "spot checks".
- Ensure that the Project Data Quality Dashboard remains "green"

*Closing a project*

- Ensure that the project is operationally closed in Atlas;
- Ensure that all financial transactions are in Atlas based on final accounting of expenditures;
- Ensure that project accounts are closed and status set in Atlas accordingly.

## **D. Project Support**

**Overall responsibilities:** The Project Support role provides project administration, management and technical support to the Project Manager as required by the needs of the individual project or Project Manager. The provision of any Project Support on a formal basis is optional. It is necessary to keep Project Support and Project Assurance roles separate in order to maintain the independence of Project Assurance.

**Specific responsibilities:** Some specific tasks of the Project Support would include:

*Provision of administrative services:*

- Set up and maintain project files
- Collect project related information data
- Update plans
- Administer the quality review process
- Administer Project Board meetings

*Project documentation management:*

- Administer project revision control
- Establish document control procedures
- Compile, copy and distribute all project reports

*Financial Management, Monitoring and reporting*

- Assist in the financial management tasks under the responsibility of the Project Manager
- Provide support in the use of Atlas for monitoring and reporting

*Provision of technical support services*

- Provide technical advices
- Review technical reports
- Monitor technical activities carried out by responsible parties

## ANNEX 4. CAPACITY ASSESSMENT: RESULTS OF CAPACITY ASSESSMENTS OF IMPLEMENTING PARTNER (INCLUDING HACT MICRO ASSESSMENT)

### *Assessing Capacities of the NDMO: A Quick Assessment Mission by the UNDP Capacity Development Group*

In December 2007, the Capacity Development team of the UNDP Regional Centre in Bangkok (RCB) conducted a capacity assessment of the National Disaster Management Office (NDMO) of Lao PDR. The request for a capacity assessment emerged from the recommendations of UNDAC and OCHA-UNDP-BCPR missions to Lao PDR that took place earlier in 2007. Specifically, these mission reports argued that improvements to the disaster risk reduction/disaster management (DRR/DM) sector would be realized, in part, through a process of strengthening institutional capacities. NDMO, the intended focal office for DRR/DM in the country, was identified as an entry point for achieving this goal. The December 2007 capacity assessment (CA) mission, in turn, was tasked with assessing NDMO's strengths and areas for improvement, as related to its mandate within the DRR/DM sector.

At the outset, the general findings of the capacity assessment of NDMO are categorized into two main issues: (1) institutional overlaps and (2) unclear mandate. NDMO's ability to successfully carry out activities has been hindered by the fact that there are notable overlaps and coordination bottlenecks in the DRR/DM sector. A related issue is the critical need to clarify NDMO's mandate, which is differentially understood among stakeholders. Although NDMO was identified by multiple stakeholders as an entry point for coordinating DRR/DM in the country, it was apparent that understanding of NDMO's responsibilities and roles varied greatly among actors.

More specific findings of the capacity assessment are further categorized into four areas as follows:

Areas	Key Findings	How are these addressed by the project
1. Internal capacities of NDMO	<ul style="list-style-type: none"> <li>+ As an organization, it has developed positive relational capacities with some stakeholders</li> <li>+ NDMO leadership has the requisite awareness of which ministries/ agencies/international bodies need to be engaged within given situations related to DM</li> <li>+ NDMO has gained experience in training/mentoring provincial and district focal points in some provinces</li> <li>- Having said the above, NDMO still lacks the complete range of capacities that it needs to function effectively</li> <li>- Paucity of budgetary finances</li> <li>- Strain on staff resources</li> <li>- Inadequacy of infrastructure resources</li> <li>- Lack of training opportunities for NDMO staff (a consequence of financial resource constraints)</li> </ul>	<p>These key capacity gaps and constraints are addressed by the project through Output 2 on <i>Strengthened institutional capacities of NDMO under the following Activity Results</i></p> <p>2.1 <i>Re-structuring of NDMO initiated with a functioning organizational structure in place</i></p> <p>2.2 <i>Capacity building and training of NDMO on DRR/DM and other related capacity areas</i></p>
2. Institutional roles, overlap and the quest for clarity	<ul style="list-style-type: none"> <li>+ NDMO mission statement spells out in general terms its mandate which states "NDMO's role is to <i>coordinate and organize disaster preparedness, prevention, recovery and response activities in Lao PDR</i><sup>15</sup>.</li> <li>- However, the activities NDMO must undertake to fulfil its mandate are not entirely clarified with other agencies/offices/ministries within the government of Lao PDR</li> <li>- Differing perceptions of NDMO and therefore differing expectations of the organization by stakeholders</li> </ul>	<p>These capacity gaps and constraints will be addressed by the project through Output 1 on <i>Enhanced institutional and legal systems/framework for DRM and National Disaster Management Plan developed under Activity Results:</i></p> <p>1.2 <i>Drafting of Presidential Ordinance and other implementing decrees and decisions [It is expected that these legal instruments will</i></p>

<sup>15</sup> Source: Page 23 from the 'Disaster Preparedness Mission in Lao PDR' Assessment Report, 23 February 2007, UNDAC



	<ul style="list-style-type: none"> <li>- There is a need to rationalize NDMO's roles, mandate and overlaps.</li> </ul>	<p><i>clarify institutional roles and address the issues of overlaps</i></p> <p><i>1.3 Development of the National Disaster Management Plan will also clarify roles and responsibilities of different ministries and departments in disaster management, preparedness and response</i></p> <p><i>1.4 Defining clear coordination mechanisms from national to local levels</i></p>
3. Re-calibrating NDMO's mandate	<ul style="list-style-type: none"> <li>- NDMO was found to be inadequately mandated in all three important issues of authority, power and influence.</li> <li>- NDMO is positioned in a manner that it creates a self-fulfilling cycle of lack of capacity: because NDMO lacks authority, it is not granted the resources (broadly defined) to fulfil its duties, which in turn erodes further the authority and credibility of the organization</li> <li>- NDMO lacks the authority and decision-making ability to coordinate effectively because it is not positioned appropriately in relation to other DM actors in Lao PDR.</li> </ul>	Both Output 1 and Output 2 of the project will address the issue of NDMO's mandate
4. The political opportunity for change	<ul style="list-style-type: none"> <li>+ The current NDMO leadership has established positive relationships and lines of communication with other international organizations acting in the area of DM in Lao PDR</li> <li>+ Opportunity to leverage political will by highlighting the duty-bearer's obligations Lao PDR has taken on as part of the international community (both as an ASEAN member and as a signatory to the Hyogo Framework of Action 2005-2015).</li> </ul>	The project in itself is a strategy of maximizing the current momentum and deep interest of the GoL in strengthening its DRM capacities.

**HACT Micro Assessment** was conducted in 2009 and its **Report** has been drafted and under finalisation as of January 2010. The project implementation will take into consideration the recommendations from this assessment to undertake capacity development activities especially for the financial management capacity of the Implementing Partner, i.e. NDMO..

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## ANNEX 5. THE PROJECT'S GENDER MAINSTREAMING NOTE

As emphasized in the Situational Analysis section of this document, the project will endeavour to engender disaster risk management and risk reduction initiatives, policies, strategies and activities. In specific terms, the project will address gender equality, women's empowerment and participation in its outputs, activities and indicators as outlined below:

Output1: Enhanced institutional and legal systems/framework for disaster risk management and national disaster management plan developed. Gender perspectives and issues will be addressed as follows:

- Review, assessment and development of an enhanced ILS framework for disaster risk management will endeavour to reflect gender dimensions by including gender analysis in disaster management in the review/assessment process. The consultation processes would include the participation of Lao Women's Union to ensure that the concerns of Lao women are properly considered in disaster management policies and framework.
- The development of the National Disaster Management Plan will ensure that it gives key consideration to gender differentiated risks and vulnerabilities and ensure that women are equally or proportionately represented in the planning working groups and tasks forces
- Strengthening the coordination mechanisms from national to local levels (NDMC, PDMC, DDMC) will seek to address gender representation in the disaster management committees and women participation in sensitization activities.

Output 2: Strengthened institutional capacities of NDMO and other DM actors, relevant line ministries and departments on disaster risk management/reduction, preparedness and response, disaster information management, risk assessments and early warning. Gender mainstreaming, gender equality and women's participation and empowerment will be addressed as follows:

- Re-structuring the NDMO's organizational structure and functions will seek to look into gender-balanced staffing composition including putting in place gender-sensitive operational policies and encouraging equal opportunity for capacity development enhancement of both men and women staff in NDMO
- The capacity building and training component will endeavour to provide equal opportunities for women and men participation. The project will ensure, at its utmost, to include women slots in training opportunities offered at regional and international levels. Gender modules shall also be deliberately planned and included in all disaster management training activities supported by the project.
- The project activity on improved disaster information management systems would seek to support collection and analysis of sex-disaggregated data. The system or database to be set-up will be customized to capture gender-disaggregated information. Disaster situation reporting tools will be designed to reflect information on impacts of disasters to both women and men.
- In developing capacities for risk assessments and risk analysis and development of risk and vulnerability maps, the methodologies and tools developed and used would outline differential analysis of women and men's vulnerabilities. The vulnerability assessments will have to take into account sex, age, religion, location, disability, ethnicity, health status and access to basic social services. Risk assessment reports will seek to highlight gender issues and perspectives and such be taken into consideration when developing disaster preparedness plans.
- The development of Standard Operating Procedures for early warning and emergency response operations will have both direct and indirect benefit to women as it would enhance disaster preparedness and effective response which is expected to reduce the burden on women to cope and manage disaster impacts. An improved early warning system and basic knowledge of communities to respond in a timely, coordinated and appropriate manner do contribute to avoid or at least minimize losses and damages.

Output 3: Enhanced capacities for preparedness and response at district/village levels and increased awareness of Lao population on DRR/DM, preparedness and response. Promotion of gender equality and women's empowerment under this output will be evident in the following activities:

- Involvement of women in community-based assessments and planning for DRR will be enjoined in order to facilitate the input of women into the analysis and subsequently women's perspectives and

ideas are captured and reflected in village disaster preparedness plans. This would also ensure that both women and men are proportionately represented in village disaster response units/task forces and highlights the important role of women in preparedness and response.

- In the implementation of community based disaster management and preparedness training, women and men identified as participants and are considered equal beneficiaries of such activities.
- Women and men will be equally represented in consultation process of developing the public awareness campaign plan. Specific awareness modules and IEC materials will be designed emphasizing gender issues in disaster management and response.

Output 4: Recovery activities under the initiation plan completed and linked to long-term preparedness and disaster risk reduction. Specific activities that have direct implications to women issues and gender perspectives will be implemented as follows:

- All recovery activities consider the differential impacts of the flood disasters in 2008 to women. The conditional grant and cash for work schemes to restore the livelihoods and rehabilitate rural road infrastructures of selected provinces affected by the 2008 flood considers the involvement and participation of women both as contributor and as beneficiaries of the grants. For the conditional grants which is implemented by the Department of Agriculture of the Ministry of Forestry and Agriculture (DOA-MAF) will have female-headed households as priority beneficiaries. It will likewise prioritize restoration of women's livelihoods. Women from the target villages would also be engaged in the management and oversight of the project, specifically on monitoring, thereby promoting women's leadership. Women will also be encouraged to participate as community labour force in the road rehabilitation work including the training that will be provided.
- An assessment study of the impacts of flood to women and a national workshop on socio-economic impacts of disaster on women groups are two key activities under this output.
- A pre-disaster agriculture and environment situation mapping will also be an activity under this output and that it would specifically include identification of livelihoods needs of female-headed households in times of disasters so that contingency and preparedness plans will be developed taking into consideration these needs.

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## ANNEX 6. THE PROJECT'S STRATEGY

Lao PDR has committed itself to the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters. It is also a signatory to the ASEAN Agreement for Disaster Management and Emergency Response (AADMER). Both these international and regional instruments have as their primary objective the substantial reduction of disaster losses, in lives, and in the social, economic and environmental assets of communities and promotion of good governance along the process. All these fall within the purview of efficient and effective disaster management. Moreover, for Lao PDR to achieve the MDGs, in particular, Goal 1 on Poverty Reduction, deliberate efforts and initiative to strengthen the country's disaster risk management capacities is paramount, so that the critical development gains and progress achieved over the years are preserved and protected from recurrent natural and man-made hazards and disasters. To realize these, there needs to be a holistic yet incremental approach in disaster risk management/risk reduction involving all key stakeholders. Foremost, the process should be government-led and owned.

UNDP has committed to contribute to this process in its current Country Programme Action Plan (CPAP) for 2007-2011 and to work alongside the government to develop national and local capacities to better prepare for and respond to disasters and ultimately strengthen capacities for disaster risk management. It is to operationalise these broad objectives and goals that UNDP has developed this project on '*Institutional Strengthening and Capacity Building on Disaster Risk Management in Lao PDR.*' This is to note, however, that not everything will be done all at once. The project does not in any way insinuate that it would address all the issues and challenges in disaster risk management/risk reduction. Rather it seeks to contribute as one of the building blocks towards achieving these goals.

The strategy of the project is to work with and through the existing mechanisms for disaster management in the country, that is, the National Disaster Management Committee (NDMC) and its secretariat, the National Disaster Management Office (NDMO) to develop national and local capacities for disaster risk management. More specifically, the project will have four distinctive but mutually reinforcing output as follows:

- Output 1:** Enhanced institutional and legal systems/framework for disaster risk management
- Output 2:** Strengthened institutional capacities of NDMO and other DM actors, relevant line ministries and departments on DRM/DRR, preparedness and response at national level
- Output 3:** Enhanced capacities for preparedness and response at village/grassroots level and increased awareness of Lao population on DRR/DM, preparedness and response
- Output 4:** Timely implementation of critical recovery activities

The project will entail NDMO working closely with other line ministries and departments on specific components of the project. The Department of Statistics of the Ministry of Planning and Investment will be engaged as key partner in developing the disaster information management system in NDMO. The MPI is also a key partner in the implementation of the risk assessments/analysis component of the project. In setting up the Emergency Operations Centre, the Ministry of National Defence will be engaged as cooperating partner and the Department of Meteorology and Hydrology of WREA will be a responsible partner on the development of SOPs for early warning. NDMO will also establish partnerships with local NGOs to implement the community based preparedness component.

### ***The Scope of the Project***

Working with key institutions, the project will support the government in reviewing and assessing the existing disaster risk management framework and will seek to provide policy recommendations to enhance the institutional and legal systems/framework for disaster risk management. A draft Institutional and Legal Systems (ILS) and Framework for DRM is envisaged under this component which will be submitted to NDMC and the PM for approval and adoption. With regards the legal systems, the project will build upon the findings and recommendations of the Legal Preparedness Study conducted by the International Federation of Red Cross (IFRC). It will specifically support NDMC's initiative to draft the Presidential Ordinance (PO) on Disaster Management. The PO will be the fundamental and basic disaster management legal instrument of Lao PDR. Support will also be provided to the formulation of subsequent PM Decrees and other Ministerial Decisions required for the implementation of the PO. Moreover, the development of the National Disaster Management Plan (NDMP) will also be a key result under Output 1. The project will provide technical assistance and guidance to the government in developing the NDMP. The project will also look into strengthening the coordination mechanisms for disaster management from national to sub-national and local

levels. Clarifying roles and responsibilities and defining clear coordination lines from national down to local levels will definitely ensure effective management of disasters, better preparedness and response. An enhanced ILS will provide a common platform for all DM stakeholders to work under.

The project will also seek to strengthen the institutional capacity of the NDMO in disaster risk management, preparedness and response. Specifically, it will look into enhancing its capacities on coordination and to play the key steering role in disaster management concerns and issues in the country. Being the secretariat of the NDMC, NDMO plays a very crucial leading and coordinating role in the disaster management arena. NDMO needs to establish credibility and capacity that would enable them to influence and enjoin other more established and stronger ministries to work and give priority to disaster management. Taking the recommendations of the Capacity Assessment of NDMO conducted by the Capacity Development Group of UNDP Regional Centre in Bangkok in 2007, the project will be assessing the NDMO's internal organizational structure and functioning. The process will seek to define a much improved organizational structure, with adequate staffing with clear job descriptions, a well defined roles and responsibilities including an operations manual for NDMO. The project will also include a capacity building and training component. A comprehensive training/capacity needs analysis will be conducted and a training plan be developed which would address training/capacity needs both internally (NDMO) and externally (other concerned ministries and departments).

To further develop NDMO's capacity and credibility as the chief coordinating body for disaster management, the project will also seek to support the development of a functioning disaster information management system. At this present, there exists an information collection and management system in NDMO. However, this is not robust enough as there are limitations on generating analysis and report which are crucial for effective disaster preparedness and timely response. For this particular Output, the project would seek to partner and coordinate very closely with the Department of Statistics, Ministry of Planning and Investments (DOS, MPI). The project will likewise ensure that the disaster information management system that will be established at NDMO will complement other information systems such as the DevInfo/LaoInfo supported by UNICEF, the flood and drought national information system planned under the Climate Change project of UNDP, and all other related systems and databases.

The project also seeks to create capacities for risk assessment and risk analysis. It has commenced with the development of a preliminary national disaster risk profile of Lao PDR which is currently being undertaken under the project's Initiation Plan. The Risk Profile is expected to complete by 1<sup>st</sup> quarter of 2010. Subsequent support in this area will be to develop capacities of NDMO and other technical agencies on risk assessment tools and methodologies through technical training. For the most disaster prone districts and villages, the project will support conducting a more detailed vulnerability and risk assessments taking into consideration both disaster and climate change risks. Results and recommendations of these assessments will inform decision-making, plans and policies on disaster management and development. The project also seeks to lay the foundations to integrate risk assessment process in socio-economic development planning processes of the Lao PDR.

Furthermore, the project will support the establishment of an Emergency Operations Centre (EOC) within the NDMO. This will designate NDMO as the "war room" in times of emergencies or when a state of disaster is declared in the country. As of today, there is no EOCs in Lao PDR. EOC is a central command system and physical centre where emergency coordination and communication emanates and convenes. Absence of EOC would derail effective and timely response. The project will support short-term deployment of EOC Expert to assist in establishing the EOC including formulation of standard operating procedures. It is also envisaged that towards the 2<sup>nd</sup> year of the project, 3 provincial EOCs will be established as pilots.

The project will likewise support the enhancement of the end-to-end early warning system of Lao PDR. It will entail an assessment of the existing EWS and identification of gaps. Further project support will be tailored based on the EWS assessment report. There exist early warning dissemination mechanisms in the country led by the Department of Meteorology and Hydrology [in collaboration with MRC for flood warnings]; however, the absence of SOPs and lack of defined response actions to each warning message/category is apparent. Thus the project will specifically support the development of EW SOPs and assist in formulation and defining basic response actions to an early warning message. These SOPs will be required at all levels of the EWS spectrum. The project will support deployment of a short-term EWS Expert to assist in undertaking the activities for this component.

Aside from building capacities at national and institutional levels, the project will seek to enhance capacities of local communities on preparedness and response. Along capacity building, a strategy to create and develop awareness of the Lao population on the importance of disaster risk reduction/disaster management, preparedness and response is an equally important aim of the project. When a disaster strikes, it is the poorest population in rural areas that is most negatively impacted. Subsistent farmers who depend for their livelihood heavily on agriculture are often the worst affected. Therefore it is important to develop capacities of rural communities to be prepared, reduce risks and effectively respond, as a hazard does not necessarily have to translate into a disaster. In climate change, adaptation should be pursued in parallel as trends indicate that natural hazards and disasters are most likely to increase due to changing climate which causes extreme weather events and increase flooding and droughts. This project also aims to strengthen the resilience of rural communities by raising awareness among the general public, developing village preparedness and response plans and developing local capacities through training at community levels.

Building upon the targets set in the project's Initiation Plan, this project will also implement the remaining early recovery activities covered under the 2009 AWP and ensure its completion by end of the 1<sup>st</sup> quarter of 2010. Lessons learnt documentation will be outsourced to capture the experiences, processes and lessons learnt in the flood response and implementation of early recovery activities. The lessons learnt report will serve as a reference for developing the early recovery guidelines, strategy and framework for both UNDP (as a UN cluster lead in early recovery) and the Government of Lao PDR. The project will also support the formation of the early recovery cluster in Lao PDR including strengthening UNDP's role as cluster lead through training on early recovery planning and implementation. Through the IASC, the Government of Lao will be briefed on the cluster approach.

## ANNEX 7. THE PROJECT'S PARTNERSHIP STRATEGY

Given the range of important stakeholders and interested parties engaged in disaster risk reduction/disaster management issues in the Lao PDR, it is imperative to elaborate specific partnership arrangements and linkages with the ongoing and planned initiatives of other partners in this area. As noted in the earlier section of this document, a number of key players and partners have embarked on DRR/DM initiatives in Lao PDR. In order to promote synergy and avoid duplication, the project will closely collaborate and link up with these initiatives. Particular emphasis is accorded to the projects [ongoing or planned] of the IFRC, UNICEF, LANGOCA and the World Bank due to the commonalities of approach, expected outputs and activities.

### *Links to Climate Change initiatives*

There are ongoing and planned climate change initiatives supported by UNDP CO through its Environment portfolio which are highly relevant to this proposed project. Under the current AWP/Initiation Plan, the project is already partnering with the ongoing *Lao PDR Second National Communication on Climate Change (SNC)* project, specifically on capacity building and training under the Vulnerability and Adaptation component. Members of the CC technical working group of the 2<sup>nd</sup> Climate Change Communication of Lao PDR to the UNFCCC have participated in the recently concluded DRM Training for Senior Officials and Staff of the Government organized by NDMO and UNDP. The training has devoted one module on the links between disaster risk management/reduction and climate change. It is also planned that the DM focal points be provided with opportunities to participate in future capacity building/training activities organize under the climate change project. Furthermore, two more climate change initiatives are forthcoming which are still in the project formulation stage; the NAPA follow up project "Improving the Resilience of Agriculture Sector in Lao PDR to Climate Change Impacts" and the Small Grants Project both funded by GEF. Some areas of collaboration and synergy with both the abovementioned climate change initiatives been initially identified. These would include complementing and cooperating in the areas of risk and vulnerability assessments, information management systems, training to District Disaster Management Committees on climate risk assessments and potential community-based risk reduction strategy and linking the community based disaster risk management component of this project with the Small Grants facility for some demonstration or pilot projects on adaptation.

### *Other DRR/DM Initiatives and IASC as a Convening Forum for DRR/DM*

Lao PDR's accession to international and regional agreements such as the HFA and AADMER had triggered interest to re-examine its capacities for disaster management and preparedness. Since the adoption of the HFA in 2005, the government and key development partners such as the UN, WB, INGOs and other bilateral partners had taken initiatives towards reviewing the realm of disaster risk management in Lao PDR. The UN, in particular, commissioned some assessments of disaster management and preparedness capacities of Lao PDR and organized high-level dialogue and workshops on the subject which led the government and different development partners to commit and address DRR/DM in their respective programmes and projects. This renewed commitment and focus on DRR/DM is further reinforced by the 2008 Flood disaster which has affected Lao PDR in an unexpected proportion.

A number of DRR/DM initiatives have emerged over the past two to three years mostly taking off from the findings and recommendations of the different assessment missions while others were part of sustained support which were initiated as flood response interventions and projects. Among them are as follows:

1	<b>Project or Initiative:</b>	Support to Disaster Risk Management in Lao PDR		
	<b>Focus Areas:</b>	Technical assistance in drafting of National Disaster Management Plan, development of new project for disaster risk management, early recovery activities		
	<b>Organization:</b>	UNDP	<b>Status:</b>	On-going
2	<b>Project or Initiative:</b>	Institutional and Legal Arrangements for Response to Disaster and Communicable Disease Emergencies		
	<b>Focus Areas:</b>	Assessment/study on legal preparedness in Lao PDR		
	<b>Organization:</b>	IFRC	<b>Status:</b>	On-going
3	<b>Project or Initiative:</b>	Operationalizing Strategic Plan for Disaster Risk Management in Lao PDR		
	<b>Focus Areas:</b>	Mainstreaming the DRR into the development agenda, strengthening the NDMC coordinating role for disaster preparedness, response, and recovery, and assisting DRR related actions.		

	Organization:	WB	Status:	Inception Phase
4	Project or Initiative:	Strengthening the in-Country Capacity for Disaster Recovery Planning.		
	Focus Areas:	Strengthen the capacity of the government in carrying out Damage and Loss Assessment (DALNA) to measure the impact of natural disasters		
	Organization:	WB	Status:	On-going
5	Project or Initiative:	Emergency Preparedness Strategy and Action 2009		
	Focus Areas:	Rapid assessment, monitoring and evaluation, health and nutrition, HIV/AIDS, Water and Sanitation, Education, Child Protection, Communication		
	Organization:	UNICEF	Status:	On-going
6	Project or Initiative:	Integrating DRR into the National and Local Socio-Economic Development Planning Process in Lao PDR		
	Focus Areas:	DRR integration in development planning		
	Organization:	ADPC	Status:	On-going
7	Project or Initiative:	Integrating DRR in School Curriculum (Regional Programme)		
	Focus Areas:	DRR integration in school curriculum		
	Organization:	ADPC funded by UNDP and ECHO	Status:	On-going
8	Project or Initiative:	Project Information Management System		
	Focus Areas:	PIMS for DIPECHO projects		
	Organization:	FRC funded by DIPECHO	Status:	Planned
9	Project or Initiative:	Community Based Disaster Risk Management		
	Focus Areas:	Preparedness planning at district and village levels, Training, Vulnerability Reduction		
	Organization:	Save the Children Australia, ADPC, World Vision Lao, Oxfam Australia, French Red Cross	Status:	On-going
10	Project or Initiative:	LANGOCA Project at Province and District levels		
	Focus Areas:	Integrated hazard mitigation, disaster risk education for children, tools for district risk assessments, establishing disaster information systems, vulnerability reduction, integrated UXO action		
	Organization:	Save the Children Australia, ADPC, World Vision	Status:	On-going
11	Project or Initiative:	Emergency food security assessment		
	Focus Areas:	Emergency food security assessment focuses areas affected by disasters and other livelihood shocks. Also enumerator training to Govt. and NDMO on primary and secondary data collection.		
	Organization:	WFP	Status:	On-going
12	Project or Initiative:	Capacity building of Govt staff in emergency management of food security		
	Focus Areas:	Improving capacity and methodology in data collection, creating local capacity in data processing, and coordinating food security sector with FAO.		
	Organization:	WFP	Status:	On-going

Amidst these numerous programmes/projects and a range of interested and important players in disaster risk management, the Inter-Agency Standing Committee (IASC) in-country team for natural disaster response and preparedness serves as a convening mechanism where all DRR/DM initiatives are being coordinated and updates/information are shared. The IASC is co Chaired by the Director of NDMO and the UN Resident Coordinator and includes UN agencies, INGOs, Bilateral Donors and the relevant government ministries as members. The project will ensure that IASC is regularly informed and consulted in the course of its implementation.

#### ***Twining Strategy: DRR/DM and Climate Change Initiatives***

The project will adopt a *twining* strategy to link the relevant components or outputs with both on-going and planned climate change initiatives of the Environment Unit in UNDP. Specifically, the project will continue to collaborate with the capacity building/training component of the *Lao PDR Second National Communication on Climate Change (SNC) project*. This partnership has already commenced recently where the members of the technical working group of the 2<sup>nd</sup> Climate Change Communication were mobilized to attend the National Training on Disaster Risk Management for disaster management focal points and other government staff. This shall promote cross-learning opportunities and knowledge sharing for government officials and technical staff working on both climate change and disaster risk management areas. Cost-sharing on training activities will also be explored.



Furthermore, the project will likewise link up with the NAPA follow up project on '*Improving the Resilience of the Agriculture Sector in Lao PDR to Climate Change Impacts.*' Specific components or outputs which can be explored for complementation are on information management system, risk and vulnerability assessments and training to District Disaster Management Committees (DDMCs) on climate risks assessments and implementation of potential community-based risk reduction strategies. Broadly, the strategy will promote an integrated approach to climate change and disaster risk reduction/management as these issues are interlinked. Moreover since the GEF-funded project have a co-financing requirement; this project on disaster risk management could be leveraged as part of UNDP's co-financing contribution. Both the Programme Staff in UNDP and Project Support Unit of this project will be available for extensive consultation and discussion once the NAPA follow up full project formulation will take place.

The project could also potentially link up with the Small Grants project in support to community based climate change adaptation projects through the Community Based Disaster Risk Management (CBDRM) component. The proposed CBDRM entails support to development of the Village/Community Based preparedness and response plans. Implementation of these plans is oftentimes constrained by lack of resources. This is where the Small Grants project on Climate Change could be accessed by local villages and districts [through eligible NGOs] to support implementation of some disaster mitigation/climate change adaptation demonstration projects.

The project will complement the IFRC project on "*Institutional and Legal Arrangements for Response to Disaster and Communicable Disease Emergencies,*" by building upon the findings and recommendations of the Legal Preparedness study. One of the key recommendations of that study was the formulation of the basic legal instrument for Disaster Risk Management in the form of a Presidential Ordinance and drafting of corresponding implementing decrees and decisions. This proposed project will support the government in this undertaking. It will likewise endeavour to complement the ongoing initiatives of UNICEF on emergency preparedness. Specifically, the UNDP project will be a key partner of UNICEF and WFP in its initiative to develop the Rapid Assessment Tool and Methodology which was initiated under the IASC platform. In fact, UNDP had already nominated a staff to be part of the Sub-working group for the development of the Rapid Assessment Tool. Moreover, the project would also complement this by enhancing the capacity of NDMO to form and coordinate the Rapid Assessment Team of the Government which falls within its mandate. The project will also collaborate with the ongoing Lao-Australian NGO Cooperation Agreement (LANGOCA) projects at provincial, district and village levels. One area of complementation is on community based disaster risk management (CBDRM) and building communities' capacities disaster preparedness planning and community training. The project shall exert efforts to share on lessons and experience of the LANGOCA in this area. Since the LANGOCA project is closely coordinated with NDMO, there would be very low tendency for duplication and a high potential for sharing and complementation. At the minimum, the project will ensure to select provinces and districts not covered by other organizations implementing CBDRM.

The nature of partnership forged with the WB initiative on "*Operationalizing Strategic Plan for Disaster Management in Lao PDR*", will be in the form of co-financing and cost-sharing on specific activities, complementation of resources and input, and defining geographical boundaries and technical scope of the interventions.