



# Education Sector Snapshot

## for Comprehensive School Safety

Prepared by Save the Children in partnership with Ministry of Education and Sport and Ministry of Labour and Social Welfare. Supported by the Education Sector and Disaster Risk Reduction and Management working groups, Lao PDR. 2014.



**Save the Children**

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## Background

Over the past two decades, the number and severity of disasters has increased significantly in Lao PDR. Not only are there more floods, droughts and severe cold spells, but experts also predict the severity of these events will increase, driven by factors including climate change and environmental degradation. Disasters often have negative consequences on the education system including physical impacts on students and staff; physical impacts on school facilities; economic impacts that affect school enrolment; and psychological impacts on students and staff.

## Purpose

This “Education Sector Analysis” is intended to serve as essential background for the following purposes:

1. A shared, factual starting point for government, international organisations, advocates, team members and new staff wanting to support comprehensive school safety and education sector development in Lao PDR.
2. Essential background for humanitarian contributors to the education sector.
3. ‘Denominator’ information, providing a baseline against which to assess the impact of disasters on the education sector, as well as the adequacy, scalability and sustainability of efforts to integrate Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA) into education sector development efforts.

## Methods

The following steps were taken, and are recommended for periodic update of these materials:

### 1. Desk top review of existing guidance materials, policies, frameworks and materials

The study involved a review of existing guidance materials, policies and frameworks under each of the three pillars of Comprehensive School Safety<sup>1</sup> including safe school facilities; school disaster risk management; and DRR education. This includes review of information available on MoES websites<sup>2</sup>

### 2. Conducted an inventory/mapping of existing DRR and Education Programs

Save the Children developed a template for agencies/organisations involved in the national consultation to report on the work that they are doing in Safe Schools (See Annex 2). This is an iterative process that will continue to be built upon. It will assist in sharing lessons learned, collaborative planning and learning processes, and limit duplication of efforts.

### 3. Key informant interviews with the Ministry of Education

Save the Children led key informant interviews with the following departments of the Ministry of Education:

Department of Finance, Department of Planning and Investment, Lao National Commission for UNESCO, Research Institute for Education and Sport (RIES), Teacher Education Department, Pre-school and Primary Education Department, Secondary Education Department, Non-formal Education Department.

### 4. Conducted Focus Group Discussions (FGD) with children

Save the Children conducted FGDs with children in Sayaboury Province who had been involved in a pilot program for Disaster Risk Education for Children, to gain a better understanding of their major concerns and recommendations for safe schools. See Annex 5 for summary of FGD discussion with children.

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<sup>1</sup> Various agencies (2012) Comprehensive School Safety

<sup>2</sup> <http://www.moe.gov.la/index.php/en/statistics>

#### 5. National Level Consultation meeting

A one day workshop, in partnership with the MoES was held on 27 March 2013 at Mecure Hotel with 48 participants (see Annex 1 for Agenda and Annex 2 for list of participants). The workshop held a high-level panel discussion in the morning with the following representation (see Annex 6 for summary notes):

1. Associate Professor Dr Sisamone Sithirajvongsa, Director General of Education and Sports Cabinet
2. Katheryn Bennet, First Secretary, Development Cooperation, Australian Aid Program
3. Mrs Alongkot Sosenginn, Deputy Secretary General of Lao National Commission for UNESCO
4. Emmanuelle Abrioux, Chief Officer of Education, UNICEF
5. Dominique Van der Borght, Country Director, Oxfam

Following, the delegation broke into breakout groups under each pillar of comprehensive school safety which was co-facilitated by Save the Children and MOES (6 facilitators)

The workshop provided an opportunity:

- To present, gather and share information and to create the opportunity for networking
- To develop a shared understanding of both collective achievements and urgent tasks
- To engage stakeholders in priority-setting and collaborative planning for comprehensive school safety.

#### 6. Development of a national-level key stakeholders database

A national level stakeholder database has started to be developed following the national consultation. This is an iterative process that will continue to be built upon.

# I. Demographic Context of the Education Sector in Lao PDR

Lao PDR is one of the poorest countries in the Asia-Pacific region and experiences many constraints to development and poverty reduction, including in the education sector. Primary enrolments have risen to around 96%, but repetition and drop-out rates result in 84% of students completing the full 5 years of primary schooling. Participation in secondary school is low, with net enrolment rates of only 37% at lower secondary schools<sup>3</sup>. High rates of repetition suggest that children are struggling with lessons taught in Lao, a language that is not their mother tongue. Rural schools still suffer from a severe lack of teachers, however, and many schools cannot offer a full course of basic education. Of the 10,553 villages country wide, only 45% have schools that go up to grade 3, and 20% of communities have no schools at all.

In spite of the government's strong financial commitment to education, there remains a substantial gap in funding for non-recurrent expenditures. This has led to inadequate infrastructure; inadequately teacher training; and there is insufficient funding even for core textbooks and a lack of adequate teaching materials and parents have to support the high costs of running the school.

The latest Education Management Information System 2012-2013 shows the following:

Table 1: Number of primary school students

ຕາຕະລາງ/ Table: 13

ສົນທິສູນ/School year: 2012-2013

ຈຳນວນ ບັນດາສູນ ຊັ້ນປະຈຳລຸ້ນ ຕາມຂັ້ນສູນ ແລະ ຕາມແຂວງ (ທາງກົດ ແລະ ເອກະຊົນ)  
Number of primary students by grade and province (Public and private)

ເມັດ/Province	ສື່ແຂວງ/Province	ຂັ້ນສູນ ປ.1 Grade 1			ຂັ້ນສູນ ປ.2 Grade 2			ຂັ້ນສູນ ປ.3 Grade 3			ຂັ້ນສູນ ປ.4 Grade 4			ຂັ້ນສູນ ປ.5 Grade 5			ຂັ້ນສູນ ປ.1-5 Grade 1 to 5		
		ລວມ Total	ຍິງ Female	ຊາວ Male															
1	ເມັດຫລວງວຽງຈັນ Vientiane Capital	16,114	7,601	8,513	14,457	6,914	7,543	13,895	6,656	7,239	12,899	6,238	6,661	13,354	6,450	6,904	70,719	33,859	36,860
2	ຜົ້ງສາລີ Phongsaly	8,834	4,044	4,790	5,623	2,552	3,071	5,061	2,240	2,821	4,694	2,072	2,622	4,307	1,898	2,409	28,519	12,806	15,713
3	ຫລວງນໍ້າທາ Luangnamtha	6,234	2,934	3,300	5,143	2,417	2,726	4,991	2,335	2,656	4,834	2,188	2,646	4,400	2,007	2,393	25,602	11,881	13,721
4	ຄູດົມໄຊ Oudomxay	14,156	6,801	7,355	9,986	4,820	5,166	9,843	4,743	5,100	9,492	4,518	4,974	9,064	4,390	4,674	52,541	25,372	27,169
5	ບໍ່ແກ້ວ Bokeo	7,199	3,414	3,785	5,628	2,675	2,953	5,307	2,532	2,775	4,693	2,256	2,437	4,383	1,945	2,438	27,210	12,822	14,388
6	ຫລວງຄຳບູງ Luangprabang	16,877	8,162	8,715	13,922	6,660	7,262	13,647	6,664	6,983	13,039	6,397	6,642	12,265	6,028	6,237	69,750	33,911	35,839
7	ສົມບູນ Houaphan	14,399	6,826	7,573	10,227	4,921	5,306	9,963	4,697	5,266	9,440	4,547	4,893	8,796	4,216	4,580	52,825	25,207	27,618
8	ໄຊທະບູລີ Sayabouly	9,649	4,585	5,064	9,021	4,354	4,667	8,610	4,170	4,440	8,539	3,975	4,564	8,297	3,948	4,349	44,116	21,032	23,084
9	ຫຼວງຄຳອຽງ Kiangkhouang	9,903	4,762	5,141	8,151	3,816	4,335	8,375	3,989	4,386	8,139	3,912	4,227	7,749	3,694	4,055	43,317	20,173	23,144
10	ວຽງຈັນ Vientiane	15,259	7,262	7,997	13,326	6,394	6,932	12,900	6,168	6,732	13,119	6,287	6,832	12,809	6,236	6,567	67,407	32,347	35,060
11	ບໍລິຄຳໄຊ Bolikhamsay	8,905	4,150	4,755	8,051	3,820	4,231	7,814	3,714	4,100	7,552	3,570	3,982	7,212	3,430	3,782	39,534	18,684	20,850
12	ຊຳນວນ Khammouane	16,403	7,743	8,660	11,005	5,238	5,767	9,933	4,836	5,097	9,469	4,643	4,826	8,374	4,223	4,151	55,184	26,683	28,501
13	ສະຫວັນນະເຂດ Savannakhet	35,107	16,463	18,644	24,664	11,383	13,281	21,950	10,234	11,716	19,674	9,468	10,206	17,725	8,601	9,124	119,120	56,149	62,971
14	ສາລະວັນ Saravan	18,588	8,816	9,772	12,172	5,735	6,437	10,510	4,978	5,532	9,098	4,244	4,854	7,533	3,562	3,971	57,901	27,335	30,566
15	ສະຫວຽງ Sekong	7,230	3,441	3,789	5,207	2,571	2,636	3,988	1,971	2,017	3,565	1,713	1,852	3,028	1,468	1,560	23,018	11,164	11,854
16	ຈຳປາສັກ Champasack	20,167	9,611	10,556	16,656	7,989	8,667	15,507	7,654	7,853	14,645	7,081	7,564	13,239	6,609	6,630	80,214	39,144	41,070
17	ອັດຕະປື Attapeu	7,048	3,374	3,674	4,601	2,207	2,394	4,023	1,947	2,076	3,446	1,717	1,729	3,188	1,517	1,671	22,806	10,762	11,544
ລວມທັງໝົດ Grand total		232,072	109,989	122,083	177,840	84,466	89,374	166,317	79,528	86,789	156,337	75,026	81,311	145,717	70,222	75,495	878,283	419,231	459,052

<sup>3</sup> Figure for school year 2012-2013 in EMIS Report, 2012

Table 2: Number of secondary students

ຕາມລາຍ/ Table: 30

ສົກຊຽມ/School year: 2012-2013

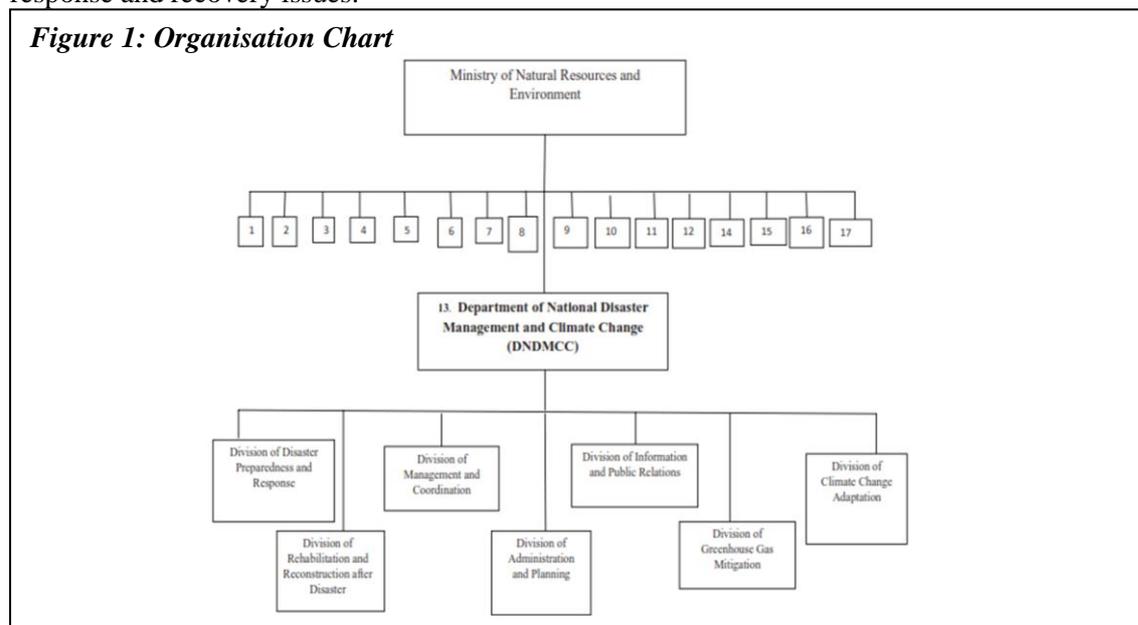
ຈຳນວນ ນັກຊຽນ ມັດທະຍົມຕອນປາຍ ຕາມຂັ້ນ ແລະ ຕາມແຂວງ (ທາງາລັດ ແລະ ເອກະຊົນ)  
Number of upper secondary student by grade and province (Public and private)

ເມັດ/ແຂວງ Province	ຊື່ແຂວງ/Province	ນັກຊຽນ ມ.5 US grade 5			ນັກຊຽນ ມ.6 US grade 6			ນັກຊຽນ ມ.7 US grade 7			ນັກຊຽນແຕ່ ມ.5-7 US grade 5-7		
		ລວມ Total	ຍິງ Female	ຊາຍ Male	ລວມ Total	ຍິງ Female	ຊາຍ Male	ລວມ Total	ຍິງ Female	ຊາຍ Male	ລວມ Total	ຍິງ Female	ຊາຍ Male
1	ນະຄອນຫຼວງວຽງຈັນ Vientiane Capital	9,807	4,688	5,119	9,028	4,411	4,617	8,678	4,235	4,443	27,513	13,334	14,179
2	ຟົ້ງສາລີ Phongsaly	1,069	530	539	894	451	443	770	370	400	2,733	1,351	1,382
3	ຫຼວງນໍ້າທາ Luangnamtha	1,777	788	989	1,405	661	744	1,244	502	742	4,426	1,951	2,475
4	ອຸດົມໄຊ Oudomxay	3,176	1,415	1,761	2,617	1,114	1,503	2,194	950	1,244	7,987	3,479	4,508
5	ບໍ່ແກ້ວ Bokeo	1,477	594	883	1,229	523	706	994	408	586	3,700	1,525	2,175
6	ຫຼວງພະບາງ Luangprabang	4,300	1,817	2,483	3,782	1,574	2,208	3,231	1,264	1,967	11,313	4,655	6,658
7	ຫົວພັນ Houaphan	4,096	1,674	2,422	3,124	1,312	1,812	2,583	1,022	1,561	9,803	4,008	5,795
8	ໄຊຍະບູລີ Sayabouly	3,591	1,666	1,925	2,997	1,287	1,710	2,855	1,246	1,609	9,443	4,199	5,244
9	ຊຽງຂວາງ Xiangkhouang	4,087	1,809	2,278	3,393	1,458	1,935	2,864	1,250	1,614	10,344	4,517	5,827
10	ວຽງຈັນ Vientiane	5,760	2,453	3,307	4,980	1,957	3,023	4,588	1,887	2,701	15,328	6,297	9,031
11	ບໍລິຄຳໄຊ Bolikhamsay	2,884	1,265	1,619	2,247	992	1,255	2,085	894	1,191	7,216	3,151	4,065
12	ຄຳມ່ວນ Khammouane	3,322	1,593	1,729	2,790	1,351	1,439	2,356	1,108	1,248	8,468	4,052	4,416
13	ສະຫວັນນະເຂດ Savannakhet	6,291	3,067	3,224	5,180	2,567	2,613	4,501	2,167	2,334	15,972	7,801	8,171
14	ສາລະວັນ Saravan	1,938	891	1,047	1,636	719	917	1,512	680	832	5,086	2,290	2,796
15	ເສກອງ Sekong	852	409	443	773	344	429	653	301	352	2,278	1,054	1,224
16	ຈຳປາສັກ Champasack	5,114	2,374	2,740	4,368	2,083	2,285	4,282	1,923	2,359	13,764	6,380	7,384
17	ອັດຕະປື Attapue	952	423	529	767	370	397	644	275	369	2,363	1,068	1,295
ລວມທັງໝົດ/Grand total		60,493	27,456	33,037	51,210	23,174	28,036	46,034	20,482	25,552	157,737	71,112	86,625

## II. Disaster Risk Management and Disaster Risk Reduction in Lao PDR

The national policy on DRR was initiated in 1999 with the landmark *Prime Minister Decree 158 (PMD No.158)*, the *Law on Environmental Protection*. Under this decree, the country established a Disaster Management and Climate Change Committee, including its secretariat known as the National Disaster Management Committee (NDMC) which serves as an apex body for disaster risk management establishing disaster management committees from the national down to village level. The NDMC is chaired by a Deputy Prime Minister, and has been housed within the Ministry of Labour and Social Welfare, however currently transitioning to Ministry of Natural Resource and Environment. The Department of National Disaster Management and Climate Change (DNMCC) in the Ministry of Natural Resource and Environment has the overall responsibility of coordination and cooperation on disaster preparedness, mitigation, emergency response and recovery issues.

Figure 1: Organisation Chart



DRR has been integrated into the current 7th National Social Economic Development Plan for 2011-2015 to ensure that every step of the development and investment process is protected against natural hazards, and to avoid creation of any new vulnerability and hazards.

The Urban Planning Law<sup>4</sup> is currently being revised to incorporate disaster risk reduction. A strategy note and guidelines on mainstreaming of DRR into urban planning process is being developed to ensure all urban development activities are safe from potential natural hazards and do not introduce new vulnerability to hazards. These will be a supplement to the existing Urban Planning Manual.

A strategy note and guidelines on mainstreaming DRR into development process<sup>5</sup> has been developed. DRR is also gradually being integrated into poverty reduction, gender and livelihood enhancement activities. A certain number of DRR projects were included in the provincial investment plans and are implemented with active participation of communities.

### III. Education Sector Policy and Management Context

The Ministry of Education and Sports (MOES) actively participates in DRR and DRM, and has created a DRR/DRM committee, chaired by Vice Minister of Education and Sports. The committee is comprised of focal points from key departments of the MOES. The Cabinet of Ministry coordinated with the DRR/DRM Committee as well as coordinating closely with NDMC.

In the Ministry of Education and Sports (MoES) the Disaster Management Committee DMC has the following roles and responsibilities have been established:

4. MoES appoints a Disaster Management (DM) contact person, and coordinates the establishment of focal points at province, district, and education institutions as needed
5. Responsible for integrating Disaster Management concepts into education programs in schools; organize DM training on living safely with hazards and management of natural resources and the environment for teachers and students.
6. Responsible for organizing evacuation of student and population when disaster strikes, using educational buildings as temporarily shelter for victims.

The Education Sector Working Group (ESWG) was established in January 2006 by the Government of Lao PDR with a mandate for policy development and planning, prioritizing and budgeting for education sector reforms. Members of the ESWG include MoES representatives and donors active in the sector. The ESWG establishes linkages with other key government stakeholders and provides a mechanism for joint planning and prioritization with government and development partners, resulting in the production of annual sector support plans. It also promotes harmonization of donor activities, gender equity and pro-poor policy development within the overall framework of the Education Millennium Development Goals and key policy frameworks such as the 7th National Socio-Economic Development Plan (NSEDP).

When it comes to planning for education in emergencies, the MoES is assigned to coordinate with UNICEF and Save the Children who are the Global Education cluster lead agencies, to ensure a coherent and effective response by international humanitarian actors, and partner NGOs to respond in a strategic manner, and in coordination across all sectors.

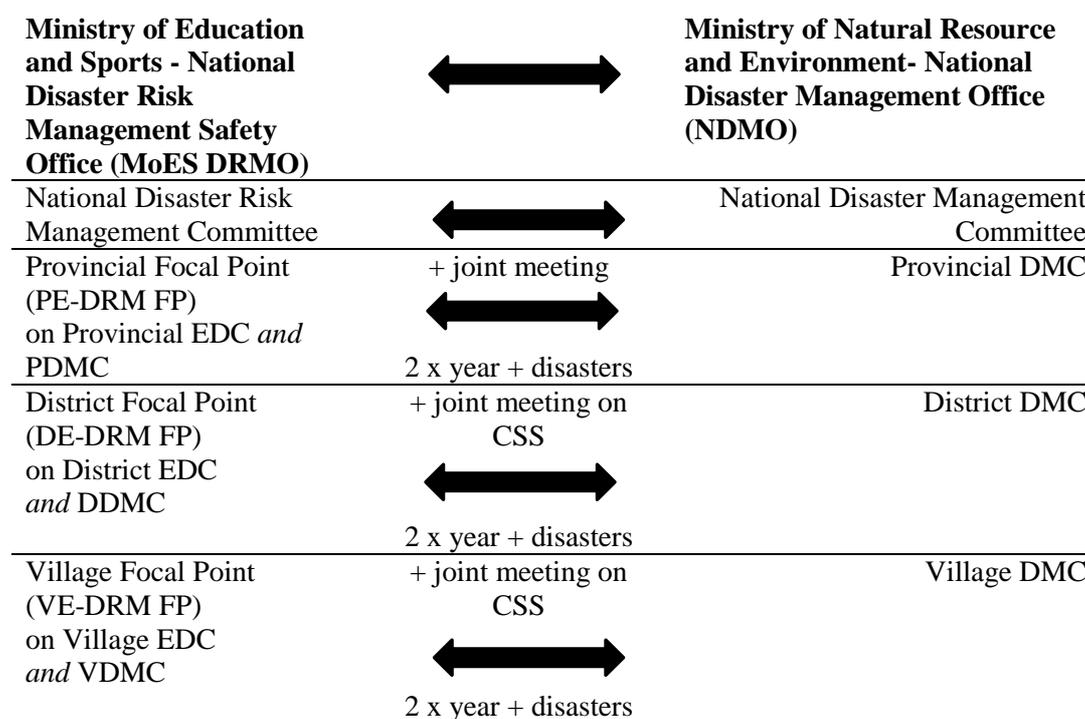
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<sup>4</sup> <http://www.ospp.net/English/ospp%20in%20English.htm?LawonUrbanPlanning.html>

<sup>5</sup> SCI, ADPC, MPI (June 2012). Guidelines for Mainstreaming DRR into Public Investment Programming in Sayaboury Province.

With oversight from the DM focal point at the national level in MoES, responsibility for School based DRM/DRR has been decentralised. For the school level, committees are formed at the village level with the Principal of the school having overall responsibility for school safety in the classroom and surrounding environment. This structure at the school level is supported by district and provincial DM focal points in the Departments of Education which then report to the national DM focal point.

Figure 3: Reporting and coordination at all levels



#### IV. Key Policies/Standard/guidelines (Lao, PDR)

The following policies and standards are currently used by the Ministry of Education at the national level. The Comprehensive School Safety (CSS) framework, describes three areas of focus, referred to below as Pillar 1: Safe School Facilities, Pillar 2: School Disaster Management, Pillar 3: Disaster Risk Reduction Education.

Policy/Standards	CSS Focus	Reference
Seventh National Socio-economic Develop Plan (NSEDP)	Pillars 1, 2, 3	<a href="http://www.la.undp.org/content/dam/laopdr/docs/Reports%20and%20publications/LA_7th%20NSEDP_Eng.pdf">http://www.la.undp.org/content/dam/laopdr/docs/Reports%20and%20publications/LA_7th%20NSEDP_Eng.pdf</a>
ECDM, Department of Finance, MoES. (2009). School Construction Guidelines.	Pillar 1	<a href="http://www.rccdm.net/index.php?option=com_docman&amp;task=doc_view&amp;Itemid=215&amp;gid=77">http://www.rccdm.net/index.php?option=com_docman&amp;task=doc_view&amp;Itemid=215&amp;gid=77</a>
NDMO. National Plan for DRR.	Pillar 2	
NDMO. Lao PDR National disaster Management Handbook	Pillar 2	
Law on Environmental Protection issued by Prime Minister No 158 in 1999	Pillar 2	<a href="http://www.preventionweb.net/files/22033_15958ndmcpmdecreel.pdf">http://www.preventionweb.net/files/22033_15958ndmcpmdecreel.pdf</a>

Strategic Plan on Disaster Risk Management in Lao PDR 2020, 2010 and action plan (2003-2005)	Pillar 2	<a href="http://www.preventionweb.net/files/22032_15958strategicplanondisasterriskman.pdf">http://www.preventionweb.net/files/22032_15958strategicplanondisasterriskman.pdf</a>
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**Key guidance references used by MOES:**

The following global and regional guidance materials are currently used by the Ministry of Education as references at the national level.

Standards/Guidance	CSS Pillar	Reference
2014 draft education sector disaster management plan	Pillars 1, 2, 3	
Comprehensive School Safety (CSS) Framework (Save the Children, UNICEF, UNESCO, INEE, Childfund, Plan International, World Vision, ADRRN, SEAMEO) (2012)	Pillars 1, 2, 3	
Impacts of disasters on the education sector in Lao PDR. NDMO, MOES, ECHO, UNDP, ADPC. RCC. 2008	Pillar 1, 2, 3	<a href="http://preventionweb.net/go/4004">http://preventionweb.net/go/4004</a>
ADPC, MoES, NDMO, EC, UNDP (2008). Mainstreaming DRR in the Education Sector in Lao PDR.	Pillars 1, 2, 3	<a href="http://preventionweb.net/go/18743">http://preventionweb.net/go/18743</a>
Mainstreaming DRR into development policy, planning, and implementation in Asia (APDC, RCC, AusAID, UNDP, ISDR, GTZ).	Pillars 1, 2, 3	<a href="http://preventionweb.net/go/2302">http://preventionweb.net/go/2302</a>
ASEAN regional Program on Disaster Management 2004-2010		<a href="http://www.the-ecentre.net/resources/workshop/materials/349/ASEAN%20AADMER%20AHA.pdf">http://www.the-ecentre.net/resources/workshop/materials/349/ASEAN%20AADMER%20AHA.pdf</a>
UNDP, ADPC, NAMO (2010). Developing a National Risk Profile of Lao PDR, 2010.	Pillar 2	<a href="http://www.gripweb.org/gripweb/sites/default/files/National%20Hazard%20Profile%20Laos%20Draft.pdf">http://www.gripweb.org/gripweb/sites/default/files/National%20Hazard%20Profile%20Laos%20Draft.pdf</a>
UNESCO (2007). Package Learning mAterials oN EnvironmenT (PLANET)	Pillar 3	Developed curriculum in 2003 for Laos.
International workshop on Education for national disaster preparedness and its implementation mechanisms in the context of education for sustainable development. Final Report 12-16 June 2006. Tokyo Japan. NIER and UNESCO (ACCU).	Pillar 3:	
Save the Children. Child-led DRR: A practical guide.	Pillar 3	<a href="http://preventionweb.net/go/3820">http://preventionweb.net/go/3820</a>
DRR in school curricula: case study from 30 countries. UNICEF, UNESCO, 2012	Pillar 3	<a href="http://preventionweb.net/go/26470">http://preventionweb.net/go/26470</a>
Disaster resilience starts with the young: Mainstreaming DRR in the school curriculum. ASEAN 2011	Pillar 3	<a href="http://preventionweb.net/go/18743">http://preventionweb.net/go/18743</a>

## VI. Multi-hazard risk analysis to education sector

Lao PDR is exposed to windstorms, floods and droughts. In addition, fires, landslides, rodent infestations, human and animal epidemics, earthquakes, and hailstorms are the other main hazards.

Over the last 30 years, Lao PDR has experienced recurrent disasters caused by floods, storms, droughts, and pests, in part as a result of climate change. Analysis of historic and recent data indicates that the country faces serious floods and droughts every one and half years. The Mekong River extends for 1,900 kilometres in Lao PDR and numerous mountain waterways contributed to serious flooding in 2008. In 2009, the country was hit by Tropical Storm Ketsana that severely damaged crops at the time of the harvest. A rodent infestation in 2008 was the worst in over 40 years, destroying many crops. In 2010, many parts of the country reported drought conditions that delayed the planting of rice. In 2011, 12 out of 18 provinces were affected by floods, caused by Tropical storms Haima and Nok Ten. This flood was the worst in over 50 years. These disasters have had devastating effects on the lives and livelihood of people.

More than 80% people's livelihood depends on subsistent agriculture and the agriculture sector is the most seriously affected by these recurrent disasters. Thus natural hazards are considered the most serious threat to the food security and nutrition of the poor rural communities. Recurrent disasters have significant socio-economic impacts, increasing the level of vulnerability of poor communities, exceeding their existing coping mechanisms. In the coming decades, it is projected that climate change will lead to more frequent and intense rainfall, droughts and floods. Maximum monthly flows in the Mekong Basin are expected to increase by 35-41%, while minimum monthly flows will drop by 17-24% by 2100, further exacerbating flood and drought risks<sup>6</sup>.

The most common reoccurring hazards and their impacts include floods, which occurring several times a year. These cause damage to housing, leaving families without permanent shelter and in chronic debt. and exacerbate stresses on already fragile livelihoods. Drought and insufficient access to clean water cause widespread agricultural losses. Windstorms cause the most damage to infrastructure. In addition, environmental degradation, landslides, earthquakes, forest and house fire, disease epidemics, and rodent infestations all impact communities negatively. These disasters erode livelihoods and incomes, increase food insecurity, and cause loss of community assets such as water and sanitation facilities, among others. When any of these occur, reduced quality and quantity of food consumption and removing children from school are common coping mechanisms to relieve the pressure on family income.

Information on the impacts of hazards on schools and students safety has been poorly documented. Most of the following information is anecdotal without a routine collection of disaster information data. However, the MoES with assistance from the ESWG will institutionalise a damage data assessment form in 2014.

Information from 2002-2005 indicates that 103 schools were affected by flood; 60 schools affected by windstorm which damaged the school structure<sup>7</sup>. The extent of damage to community-built schools has not been documented. Most structural damage occurs up north from storms and floods, damaging facilities including tables and chairs<sup>8</sup>. Disasters are reported to keep children out of school for 2-3 weeks at a time<sup>9</sup>. The number of times per year that particular communities are affected, and the whether any or all of this missed school time is made up, are unknown.

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<sup>6</sup> A recent AKP review (Inagaki et al., 2011) that draws on Asia-specific projections in the Intergovernmental Panel on Climate Change (IPCC) Fourth Assessment Report (Cruz et al., 2007)

<sup>7</sup> <http://www.preventionweb.net/english/professional/trainings-events/edu-materials/v.php?id=4004>

<sup>8</sup> Reported during interview with Department of Planning and Investment

<sup>9</sup> Anecdotal during interview with Department of Pre and Primary School, MOES

## IV. School Facilities

Typically schools construction consists of concrete slab foundations, concrete columns, brick wall, and galvanized iron sheet roof. Historically, earthquakes have affected the integrity of school structures in the north of the country; floods have affected the integrity of school structures and cause destruction of school materials; and windstorms have affected the structural integrity of roofs and walls<sup>10</sup>. There are a number non-structural vulnerabilities, for example schools do not have elevated, secured and waterproof storage facilities to protect school supplies during rainy season so these are often lost to recurrent flooding. Schools have also been found to be vulnerable to fire due to use of inflammable construction materials<sup>11</sup>.

In rural areas in Lao PDR, many children have a 4-hour/day round-trip journey to school, on foot, over rudimentary footpaths and unpaved roads. Roads are not built to be safe for pedestrians, especially children and people with a disability or special access and functional needs. Access roads to schools are often flooded during rainy season, obstructing children's access to schools for 2-3 weeks at a time. The need to maintain access through improved roads, drainage culverts and bridges is essential, as when these are damaged, children are either faced with a very unsafe journey to school, and are often forced to stay at home.

There is currently no comprehensive baseline data of condition and quality of school facilities and infrastructures at the national level. Nor is information on the impacts of hazards on schools and students safety consistently documented. There are no routine methods for collection of any standardized school vulnerability or damage information data.

The MoES with assistance from ADPC, UNDP, and ECHO developed a set of guidelines, 'School Construction Guidelines'. The guidelines are for use by all stakeholders involved in construction of school facilities in rural and urban areas. It governs stakeholders from the community level, up to ministry level, including the DEBS and PESS, the provincial unit for construction and development assistance (PUCDA) and all involved agencies and donors. Within these guidelines, sustainable construction practices that are cost-efficient, practical and environmentally appropriate have been highlighted<sup>12</sup>.

While the guidelines are not mandated building codes, generally construction of schools will abide by the Ministry of Transport and Public Works who have basic safety messaging/building codes for Lao PDR<sup>13</sup>. It is not known how well-understood, how effective, or how well implemented this guidance is.

Specific consideration for safe school facilities in Lao PDR are detailed below:

- Site Selection and infrastructure:
  - a. Site selection is carried out at community and/or district level. It is often with limited options. Choices are made for the best available land based on local knowledge and wisdom with oversight from the village chief. According to school construction guidelines, risk mapping and environmental assessments should be carried out during the site selection process, however this is not occurring routinely.
  - b. It appears that there is no evidence of measures being taken for site preparation (including raised plinth for flooding, soil preparation for earthquake, and retaining walls for landslide) once it has been selected. Heavy flooding and landslides will often result in a relocation of the school rather than rebuilding on the same ground.
  - c. Design and guidelines are provided by MoES – for semi-permanent and permanent

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<sup>10</sup> ADPC, MoES, NDMO, EC, UNDP (2008). Mainstreaming DRR in the Education Sector in Lao PDR.

<sup>11</sup> <http://www.preventionweb.net/english/professional/trainings-events/edu-materials/v.php?id=4004>

<sup>12</sup> MOES, ADPC, UNDP, and ECHO (2009). School Construction Guidelines Pg 19

<sup>13</sup> Anecdotal from Department of Finance, MOES

schools with the support of Provincial Unit for Construction and Development Assistance (PUCDA).

- d. Most schools are 1-storey buildings. While this simplifies structural requirements, it provides very limited option for non-structural mitigation measure against flooding.
- Repairs & Retrofit:
    - a. Northern parts of Laos suffer from hailstorms that damage roofing while the southern parts face increasingly frequent flooding.
    - b. Post-disaster repair and retrofit is often carried out in collaboration between communities and MoES –communities are considered the schools’ first provider. The level of support from MoES depends on the level of damage and capacity of community, and is done on a case-by-case basis. The largest gaps are found when expensive repairs are required.
    - c. There is little information on current status of schools’ facilities at a national level
  - Alternative and/or Temporary Learning Spaces
    - a. In cases where schools are closed for a short period of time, classes may be held by arrangement on local temple grounds, in local community facilities or sometimes at the home of the village head. In cases where schools are expected to remain closed for a long period of time communities may identify a suitable site and provide resources to create their own Temporary Learning Spaces (TLS) for students, however this does not occur routinely and there is no existing guidelines to encourage educational continuity.
  - Schools as Collective Centres
    - a. The use of schools as collective centers is not a common occurrence in Lao PDR. Early warning systems do not exist to encourage evacuation to safe haven. Families with homes damaged by disaster will prefer stay with host-families. In cases where most houses have been damaged or destroyed, the village temple will be the most likely site for temporary collective centres. Schools may be used, but is seen very much as the last resort.
  - Water and Sanitation
    - a. While all schools are provided with latrines and water tanks at design and construction stages, most are no longer functioning or lack adequate water supply.
    - b. Rainwater harvesting and water source protection are not common.
    - c. There is no systematic collection of information on current status of schools’ facilities at a national level.
  - Maintenance:

Maintenance is carried out annually during school holidays with support from community. There are no policies or guidance on school maintenance, however there is a form that the school can submit to the District Education Bureau Services (DEBS), to Provincial Education Office (PESS) to MoES to request funding for repairs when required, particularly after a disaster. Apart from regular instruction in the national curriculum, ½ day per week is set aside for a variety of activities, including students maintaining the school environment – cleaning, gardening etc. Most of the schools are expected cover the regular maintenance costs, which is unbudgeted. Therefore public schools collect money and materials from the students’ parents to try to meet these needs. The Department of Finance of the MoES recognises the need to develop maintenance guidelines.
  - New School Construction:
    - a. When designing a new school the PESS will hire a private company/agency/organization to do the design and plan that follows the MOES guidelines. The government of Lao PDR has a policy to encourage the private sector to invest in the education sector<sup>14</sup>. The project document will be submitted to the

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<sup>14</sup><http://www.rtm.org.la/documents/RTIM%202009/Education/Education%20Sector%20Development%20Framework%20June%202009.pdf>  
f. Pp46 and MOES School Construction guidelines The strategy in the Education Sector Development Framework 2009-2012 (ESDF)

division of Design and Construction Management (under Department of Finance in MoES) for comment. The next step is for the plan to be sent back to PESS for approval.

- b. The quality of school construction and the number and types of classrooms are solely reliant on organization/donor guidelines and practices for school construction.
- c. The main donor agencies for school construction are AusAID (under Education for All Fast Track Initiative EFA-FTI), JICA, WB, ADB. Under the AusAID EFA-FTI in partnership with the MOES, quality school designs were developed and a prototype for flood mitigation design was developed.
- d. For existing schools, the guidelines stipulate that a safety audit should be carried out every 5 years by the PESS and meet minimum requirements. Guidelines also states that for buildings damaged by floods or other hazards, an engineer should conduct the evaluation., However funding constraints have not enabled either of these measures to be undertaken in a routine manner.

## VII. School Disaster Management & Educational Continuity Planning

The ‘School Construction Guidelines’ produced at the ministry level governs school-site selection, and physical risk reduction. There are no policies that govern school disaster management (planning and assessment, risk reduction, and emergency response capacity or educational continuity planning). There is currently no routine training for teachers and administrators for school disaster management (which would cover, for example, standard operating procedures for emergencies and disasters, organisation of disaster response, disaster response skills, first aid, or planning for educational continuity). In 2013, Save the Children worked with MoES to institutionalize new guidance for national training on school disaster management which are being rolled out in 2014 and will be incorporated into the role and responsibilities of school governance committees.

Disasters have been reported to keep children out of school for 2-3 weeks at a time<sup>15</sup>. Some of the schools use a temple hall for temporary schooling, but sometimes it is difficult due to daily activities for monks, or they will use the village chief’s residence or office. As there is no clear guidance, often schools will close without an alternative for 1-2 weeks at a time. Apparently, schools will try to put in place time to catch up on missed classes including strategies such as extending the school day, or teaching on the weekends<sup>16</sup>. Data on the extent or success of this process is lacking. After Typhoon Ketsana, there was no alternative place for school, nor were there catch up classes arranged.<sup>17</sup> It is assumed that students made use of the 1-2 weeks set aside for study before the examinations to try to catch up, as well as to review.

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proposes 4-main approaches: Number 3: enabling greater private sector and community participation in Grades 10-12, higher education and TVET through demand-led recurrent and investment financing

<sup>15</sup> Anecdotal during interview with Department of Pre and Primary School, MoES

<sup>16</sup> Ibid

<sup>17</sup> Meeting with the Department of Secondary Education

## IX. DRR/Climate Change in the Curriculum

From 2007 to 2010, ADPC and UNDP implemented the project ‘Mainstreaming DRR into Development’ in Cambodia, Lao PDR and Philippines which focused on assisting the MoES, the National Disaster Management Office (NDMO), the Ministry of Labour and Social Welfare (MoLSW) in integrating DRR into the *secondary* school curriculum. A Technical Working Group is responsible for undertaking DRR in Education, which includes the MoES’ Research Institute for Educational Science (RIES) and NDMO.

MoES conducted a workshop with five provinces (Xiengkhuang, Huaphan, Luangprabang, Vientiane Capital and Champasack) to increase provincial level understanding of disaster risk reduction. DRR Curriculum integration has occurred on an ad hoc basis since 2007 in primary schools through NGO pilot programs in Khammuane (ADPC), Sayaboury (SCI), Bokeo (Plan), Vientiane province (Oxfam). However, in 2013 and 2014 the MoES has been consolidating this work to finalise a national DRR curriculum (textbook and teacher guides) for infusion into the 20% local content that the curriculum provides for Primary School Grade 3, 4, 5 and Lower Secondary Grade 6. Curriculum infusion has been successful in covering topics such as unexploded ordinance (UXO), epidemics, and road accidents, and DRM/DRR is delivered in 20% local allowance time.

The modules were designed to fit into regular course curricula at specific grade levels, using carrier subjects (primarily geography and social science). These were supported by teacher training to develop both competence and efficacy.

Through these same pilots, informal education was implemented through *extra-curricular* programs after school and on weekends. The extra-curricular education offered fun and engaging ways to introduce DRR knowledge and skills outside the formal curricula. Through a child-centred or child-led approach, children learned about disaster risks and how to reduce them through a variety of means including song, theatre, puppetry, games, and storybooks. Children were able to lead in the creation and dissemination of written materials, posters, and signage to convey risk reduction messages to the community.

## X. Priorities for Comprehensive School Safety

The national level workshop held in March 2013 (see Annex 2 for list of participants, and Annex 4 for detailed priority setting) identified the following priorities for achieving comprehensive school safety in Lao PDR.

### **High Priority**

#### *Pillar I School Facilities*

- New Structures: Select safe school sites
- New Structures: implement disaster-resilient design and construction to make every new school a safe school.
- Water and Sanitation: facilities adapted to potential risks (rain-fed and lined latrines)
- Maintenance: Plan for financing and oversight for ongoing facilities maintenance.
- Assessment of Existing school facilities: To have better understanding of need and gaps in safety of existing school facilities.

#### *Pillar II School Disaster management*

- Provide policies, guidance at sub-national and school-site levels for ongoing site-based assessment and planning, risk reduction, and response preparedness as part of normal school management and improvement

- Develop, roll-out, institutionalize, monitor and evaluate the establishment or empowerment of school-site disaster risk management committee involving staff, students, parents and community stakeholders.
- Provide guidance for participation in and compliance with early warning systems
- Establish national and sub-national and local contingency plans to support educational continuity, including plans and criteria to limit the use of schools as temporary shelter
- Incorporate the needs of pre-school children
- Incorporate the needs of both girls and boys
- Incorporate the needs of children with disabilities
- Develop linkages between disaster management sector, nationally, sub-nationally, and locally
- Maintain school building and school grounds for safety
- Implement non-structural mitigation measures (eg. for fire and earthquake safety)
- Safeguard assets and supplies from earthquake, flood, wind damage
- Adapt standard operating procedures as needed, for hazards with and without warnings, including: drop cover and hold, building evacuation, evacuation to safe haven, shelter-in-place and lockdown, and safe family reunification
- Practice and improve on response preparedness with regular school-wide and community-linked simulation drills
- Provide financing or finance methods and guidance for maintenance of provisions

#### *Pillar III DRR Education*

- Develop consensus-based *key* messages for reducing household and community vulnerabilities and for preparing for and responding to hazard impacts as a foundation for formal and non-formal education.
- Develop scope and sequence for teaching about hazards, disasters, and problem solving for risk reduction.
- Analyse entry points in curriculum for DRR education.
- Infuse risk reduction throughout the curriculum and provide guidelines for integration of DRR into carrier subjects.
- Provide teacher training for both teachers and teacher trainees on risk reduction curriculum materials.
- Develop strategies to scale-up teacher involvement for effective integration of these topics into formal curriculum as well as no-formal and extra-curricular approaches with local communities.
- Develop guidance tools for all-school involvement in school disaster management planning.

### **Medium Priority**

#### *Pillar I School Facilities*

- Existing Structures Implement prioritization schema for retrofit and replacement (including relocation) of unsafe schools.
- Non-Structural: Minimize building and facilities non-structural risks from all sources, including design and interior layout and furnishings safe for survival and evacuation. Include disability access in these considerations.
- Infrastructure for Access (roads, bridges, telecommunications): Ensure that children's access to schools is free from physical risks (pedestrian paths, road and river crossings, violence)
- Environmental Stewardship: Implement climate-smart interventions such as rainwater harvesting, solar panels, renewable energy, school gardens, recycling
- Alternative Locations and Transitional Learning Spaces: If schools are likely to be seriously impacted by disasters, plans or provisions are in place for appropriate alternative sites and for rapid construction of appropriate temporary learning spaces to continue education

#### *Pillar II School Disaster Management*

- Incorporate the needs of out-of-school youth
- Provide standardized list of provisions to be kept on site or stockpiled, based on hazards faced, enrolment, and use of schools as temporary shelters

### Low Priority

#### *Pillar 1 school Facilities*

- Schools as Temporary Shelters: If schools are planned as temporary community shelters, design and administer to meet these needs, as well as to assure educational continuity.

## XI. Challenges to Comprehensive School Safety

According to the National Consultation workshop held in March 2013, the following challenges face the development of Comprehensive School Safety in Lao PDR.

<b>Challenges Identified in March 2013 to Comprehensive School Safety</b>	<b>Pillar 1</b>	<b>Pillar 2</b>	<b>Pillar 3</b>
Lack of coordination between government agencies, INGOs, NPAs, academics and other key stakeholders.	x	x	x
Limited/lack of resources both human and financial	x	x	x
Limited knowledge on DRR and management at the local/community level.	x	x	x
Many of the worst hit areas by disasters are very remote and difficult to reach. Therefore, often assistance does not reach the most remote villages of whom are the most vulnerable due to a lack of access.	x	x	x
Lack of monitoring and assessment	x	x	x
No current/existing policy or guidance on disaster management in the education sector		x	
Guidance from the national level is not being operationalized at the local level	x	x	x
DMC not active at the district and village level		x	
Lack of IEC materials/communication [TV/radio/phone/etc]		x	x
Lack of baseline data on current school condition	x		
Lack national building codes	x		
The school construction guidelines currently do not fully integrate DRR concerns.	x		
There is a need to establish (or replicate national level) DRR network at district and village level.	x		

### XIII. Recommendations:

Recommendations	Pillar 1	Pillar 2	Pillar 3
DRR curriculum needs to be moved from the 20%, audit curriculum and imbed in the national curriculum.			x
Update curriculum: consensus key based messages that can be locally adapted and produce IEC materials, TV/radio program The last review of teacher college curriculum was 8-9 years ago and does not incorporate DM. UXO, gender and primary health care was input recently by NGOs. Department of Teacher Education sees it as necessary for us to review it and insert DRR. North of Laos has earthquakes but Laos has never had earthquake safety Review DM 2007 booklet that has been used by NGOs to adopt DRR curriculum in local areas.			x
University should have DRR coursework. Currently there is discussion to include DRR subject in Faculty of Environment and Science; water resource.			x
While mechanisms are in place, as DRM/DRR is a new concept in Lao, they are not functional. Routine/guidelines on school DRM Develop strategic plan on disaster management in education sector		x	
Government has funding mechanism for 'school development plans'. Currently these do not routinely cover DRM/DRR as schools lack knowledge. However there is potential to use this to encourage spending on DRM/DRR. Under this mechanism schools create development plans and submit them to the national government (allowance of 40,000kip per student to each school annually).		x	
Build capacity of CSOs to engage in DRR	x	x	x
School construction should routinely coordinate with DDMC for safe site selection to be based on risk assessment	x		
Consultation meetings on school DM need to be set up and occur once a year. Dep teacher's education recommends we could coordinate this in line with teacher training that occurs annually at college.		x	x
Mechanism for sharing lessons from provincial level achievements	x	x	x
Advocate for more donors to focus on DRR/DM.	x	x	x
Need a collective framework - Comprehensive School Safety Framework			
Investment in DRR should be focused on use existing mechanisms and structures ➤ School development plans ➤ Education sector plans ➤ VEDC: VEDC becomes the village-level focal point for safe school facilities. ➤ DM Committee ➤ ESWG	x	x	x
Established disaster management committee in education sector in province and district level		x	
School Facilities Assessments: ➤ Establish criteria and tool for safe school self-assessments ➤ Carry out training with VEDC in the use of assessment tool ➤ Identify high-risk schools for further technical assessments ➤ This could potentially be done in collaboration with existing project that annually assess schools' WASH facilities (MOES/UNICEF).	x		

Allocation of Budget for school management and maintenance	X		
Incorporate disaster resilience design components and environmental adaptation measure into school construction guidelines.	X		
Improve WASH facilities in schools - in majority of cases this is due to lack of adequate water supply: Promotes rain-water harvesting in existing schools Incorporate rain-water harvesting into standard design guidelines	X		
Integrate DRR into Education mid-term review	X	X	X
DRR to incorporate EiE	X	X	X
MOES Financing mechanism	X	X	X
Increase cooperation and information sharing amongst government, INGOs, NPAs, academics.	X	X	X
Improve Monitoring and Assessment	X	X	X
Create safe learning spaces that will allow children to focus on and enjoy their education	X		
Create national baseline data on quality of school facilities.	X		
Explore technical solutions for minimizing damage caused by hailstorm	X		
Ensure that repairs are carried out at required standard / quality.	X		
Minimise school closure due to repair and maintenance need.	X		
Ensure construction monitoring.	X		
Ensure awareness and compliance to school construction guidelines			
Should have a plan/strategy for school safety which includes protection needs/security for children		X	
Should improve preparedness response including skills provision for first aid and create school emergency response teams		X	
Should have functional early warning system for emergency response for multi-hazards including house/forest fire, flood, and windstorm.		X	
Provide school with materials and equipment for emergency response		X	
Assist the MOES to appoint a Disaster Management (DM) contact person in MOES and coordinate for the establishment of focal points at province, district, and education institutions as needed		X	

## References

1. Various agencies (2012) Comprehensive School Safety
2. <http://www.moe.gov.la/index.php/en/statistics>
3. <http://www.ospp.net/English/ospp%20in%20English.htm?LawonUrbanPlanning.html>
4. SCI, ADPC, MPI (June 2012). Guidelines for Mainstreaming DRR into Public Investment Programming in Sayaboury Province.
5. A recent AKP review (Inagaki et al., 2011) that draws on Asia-specific projections in the Intergovernmental Panel on Climate Change (IPCC) Fourth Assessment Report (Cruz et al., 2007)
6. <http://www.preventionweb.net/english/professional/trainings-events/edu-materials/v.php?id=4004>
7. Reported during interview with Department of Planning and Investment, February 2013
8. Anecdotal during interview with Department of Pre and Primary School, MOES, February 2013
9. ADPC, MoES, NDMO, EC, UNDP (2008). Mainstreaming DRR in the Education Sector in Lao PDR.
10. <http://www.preventionweb.net/english/professional/trainings-events/edu-materials/v.php?id=4004>
11. MOES, ADPC, UNDP, and ECHO (2009). School Construction Guidelines Pg 19
12. Anecdotal from Department of Finance, MOES
13. <http://www.rtm.org.la/documents/RTIM%202009/Education/Education%20Sector%20Development%20Framework%20June%202009.pdf>. Pp46 and MOES School Construction guidelines The strategy in the Education Sector Development Framework 2009-2012 (ESDF) proposes 4-main approaches: Number 3: enabling greater private sector and community participation in Grades 10-12, higher education and TVET through demand-led recurrent and investment financing
14. Anecdotal during interview with Department of Pre and Primary School, MoES, February 2013
15. Meeting with the Department of Secondary Education, February 2013

## Annex 1: Comprehensive School Safety National Stakeholder Database/Consultation Participants (Last updated, March, 2013)

Name	Job title	Organization	Area of interest or expertise (pillar 1;pillar 2;pillar 3)
Mr. Ueang Solaphonh	Director General	Education and Sports Department of Luangprabang Province	1
Mr. Vilasack Viraphanh	Program Director	Save the Children	1,2,3
Mr Sergarun	Education Officer	UNICEF	1,2,3
MR Boualee Phannavong	Director General	Education and Sports Department of Xiengkhuang Province	2
Mr. Xayaseng Phaengkhammy	Head of Division	Informal Education Department, MOES	1, 3
Mr. Thipphamon	Head of Division	Department of Finance, MOES	1
Ms. Ketmalin Sisouphonh	Technical Staff	Cabinet Department, MOES	1
Ms. Sindavieng	Technical Staff	Disaster Management and Climate Change Department	2&3
Mr. Fongsamout	Teacher	The Faculty of Science Environment, National University of Laos	1&2
Mr. Thongkham	Technical Staff	MOES	1
Mr. Yeekham Bouninthy	Secondary Division	Education and Sports Department of Bokeo Province	2
Ms. Viengkeo	Deputy Director General	MOES	1,2&3
Ms. Chanpheng	Director General	Education and Sports Department of Vientiane Province	2
Mr. Sengthong	Coordinator	Oxfam	2
Ms. Vilaykham	Technical Staff	NDMO, MLSW	2
Ms. Bouavanh	Technical Staff	Planning Department, MOES	3
Ms. Alongkot	Deputy Secretary	UNESCO	3
Mr. Somphou Vichitta	Deputy Director General	Teacher Training Department, MOES	3
Ms. Daravone Kittiphan	Head of Division	Cabinet Department, MOES	1,2,3

Mr. Xayavong Siliya	Head of Teacher Training	Education and Sports Department of Xayyabouly Province	3
Ms. Phetsamone Sibounhueang	Deputy Director	National Education Institute, MOES	3
Mr. Olilout Souksavat	Technical Staff	UNESCO	3
Ms. Lanoy	Technical Staff	Cabinet Department, MOES	3
Prof. Dr. Sisamone Sitthirathvongsa	Director General	Cabinet Department, MOES	3
Ms. Viengphanh Sayalath	Journalist	Education and Sport	
DominiqueVanger Borgni	CD	OXFAM	1,2,3
Deng Sengaloun	Project officer	FRC	1,2,3
Mr. Thongsa Inthavong	Head of Division		
Ms. Keoamphone	Program Director	Child fund	1,2,3
Mr. Banchong Lathavanh	Deputy of Division	Upper secondary Division	1,2,3
Rachael Hart	Program officer	Aus Aid	1,2,3
Ms. Bouachanh Chanthavongdeth	technical	Plan division	1,2,3
Mr. Olivier Franchi	CD	Save the Children	1,2,3
Mr. Sengthong Vongsakhith	Oxfam	HC	1,2,3
Mr. Fongsamouth khounsouvanh	Head department	FES	1,2,3
Garvan Keffe	Consultant	World Bank	1
Ms. Alongkot lksengi m	Secraterial Deputy	nat.com	1,2,3
Ms. Sengdean larchanthaboun	Minister of MOE	MOE	1,2,3
Ms. Noumklam Chanthbouly	Head of Division	International relation	1,2,3
Mr. Phitsonesin Punsivat	Head of Division	Higher education Division	1,2,3
Ms. Danielle Wade	DRR HoS	Save the Children	1,2,3
Katheryn Bennelt	Secretary	AusAid	1,2,3

Mr. Khampaseuht	DRR Project Manager	SCI	1,2,3
Ms. Toumkham Khanlaya	Technical		1,2,3
Mr. Southsada Vangvichit	Technical		1,2,3
Mr. Somsack	Technical		1,2,3
Mr. Sengphet	DRR Program Manager	SCI	1,2,3
Thanongdeth Insixiengmay	Senior Project Manager	ADPC	1,2,3
Thasphorn Butsaling	National Education Manager	World Vision	3
Andrew Hill	Program Director	Plan International	1,2,3
Chris Mastaglio	Country Director	ChildFund	1,2,3
Emmanuelle Abriox	Chief of Education	UNICEF	1,2,3

For detailed database information including contact details; to change the details listed above; or add new members please contact Danielle Wade: [danielle.wade@savethechildren.org](mailto:danielle.wade@savethechildren.org)

## Annex 2: Mapping of Programs, Projects and Activities for school safety (Last updated, March, 2013)

Organization	Name of Program	Pillar	Lead organization	Target Groups	Geographic Area Covered	Time-frame	Other Partners	Objectives
AusAID	EFA-FTI	1	MOE S		nation-wide	2007-2018	MOES/NGOs	To support EFA objectives
World Bank	Community based construction and school construction	1	MOE S/WB	Schools in districts with low enrolment of girls	nation-wide	2007-2018	AusAID	support MoES EFA objectives
Child Fund	School Disaster Management Program	2	MOE S/PE SD	High risk schools	Bokeo Province	2013 - 2015	District and Village Education Development Committees	<ul style="list-style-type: none"> <li>Ø Raise awareness on DRR among parents and children</li> <li>Ø To protect school facilities from disaster</li> <li>Ø To support educational continuity for the student</li> </ul>
MoES	Develop curriculum/guideline for disaster risk reduction	3	MOE S/National Education Institute		nation-wide	2013 - 2015	Pre-school and Primary School Department, Secondary School Department, Cabinet Department	<ul style="list-style-type: none"> <li>Ø To strengthen the administrator and teacher on disaster risk reduction</li> <li>Ø To integrate the DRR to the teaching and learning hours</li> <li>Ø To raise awareness the teacher, student and school staff on disaster response</li> </ul>
MoES	Pilot DRR tools	2	UNESCO	Policy makers, teacher educators, curriculum developers	MOES/National level	3 months		<ul style="list-style-type: none"> <li>Ø DRR tools testing</li> <li>Ø Assess the DRR tools</li> </ul>

NDMO	Integrate the DRR to the education sector	2	NDMO, MLS W	Risk schools	VTE Capital, Bolikhamxay, Khammuane and Xayabouly	2007-2009	MOES (National Education Institute), ADPC	Ø Integrate the disaster management to the education sector Ø Develop guideline for safe school construction to reduce the impact of disaster
World Education	Integrate the lesson of UXO to the Teacher College	3	MOES (8 Teacher Colleges)	8 Teacher Colleges	8 provinces (Luangnamtha, Luangprabang, Xiengkhuang, Vientiane, Vientiane Cap, Savannakhet, Saravan & Champasack	2012 - 2014		To advocate the knowledge of UXO to the teacher and student
UNICEF	Emergency response and DRR	1,2,3	UNICEF	primary schools in LNT, PSL, SRU, SUK, ATP and Sekong	LNT, PSL, SRU, SUK, ATP, Sekong	2012-2015	SCI, MOES, PESS	
Save the Children	DRR for Children	3	Save the Children	Grade 3, 4, 5. lower secondary grade 1	Sayaboury	2008-2010	ADPC. MOES	Objective 1: To promote awareness of DRR amongst teachers, parents and school children; Objective 2: To support children and youth to take a leading role in their community for school safety, educating parents on DRM and advocacy for vulnerability; Objective 3: To tackle cross cutting issues such as HIV/AIDS prevention, gender and environment

Save the Children	Strengthening disaster management systems and capacities in Lao PDR	1,2,3	Save the Children	Grade 3, 4, 5. lower secondary grade 1	Bolikhamxay and Luang Prabang	2013-2015	MOES	Children and teachers have improved knowledge and understanding of risk and risk management options and skills in monitoring of risk management initiatives; Improved School Disaster Management awareness and practices; Access to schools and school infrastructure is safer and disaster resilient
Save the Children	Increase Community Resilience through Education and Integrated Livelihoods	2,3	Save the Children	Grade 3,4,5. lower secondary grade 1	Sayaboury	2013-2015	MOES	Long term outcome: School safety develops a resilient citizenry to reduce the impacts of recurring disasters; Medium term outcome: Increased capacity of children & their communities to identify, analyse, plan for & manage preparing for & responding to disasters; Short term Outcome: School disaster management and DRR curriculum evident in schools.

For detailed program information including contact details; to update details above; or to include new programs please contact Danielle Wade:

[danielle.wade@savethechildren.org](mailto:danielle.wade@savethechildren.org)

## Annex 3: Goals, Laws/Policies, and Responsibility (Last updated, March, 2013)

<b>Goal</b>			
<b>Pillar 1</b>			
To guarantee that children have a safe school environment and educational investments (community and government) are safeguarded against the impacts of disaster.			
<b>Pillar 2</b>			
To build the capacity of the education sector in for local level response preparedness and disaster management			
<b>Pillar 3</b>			
[1] To ensure that children can complete their study and [2] school administrators, teachers, students and their community have increased knowledge of disaster risk reduction			
<b>Applicable Laws and Policies</b>			
	<b>Pillar 1</b>	<b>Pillar 2</b>	<b>Pillar 3</b>
The National Disaster Management Strategy 2012 – 2015 of MLSW	x	x	x
Health Promotion Guideline which signed by the minister of MOES and MOH in 2005 and amended in 2010			x
Quality School Guideline (create a safety environment in the school)	x		x
Seventh National Socio-economic Develop Plan (NSEDP)	x	x	x
ADPC, MOES, NDMO, EC, UNDP (2008). Mainstreaming DRR in the Education Sector in Lao PDR.	x	x	x
ECDM, Department of Finance, MOES. (2009). School Construction Guidelines.	x		
UNDP, ADPC, NAMO (2010). Developing a National Risk Profile of Lao PDR, 2010. Used as a reference point.		x	
NDMO. Lao PDR National disaster Management Handbook		x	
NDMO. National Plan for DRR.		x	
Impacts of disasters on the education sector in Lao PDR. NDMO, MOES, ECHO, UNDP, ADPC. RCC. 2008	x	x	x
Law on Environmental Protection issued by Prime Minister No 158 in 1999	x	x	x
Strategic Plan On Disaster Risk Management in Lao PDR 2020, 2010 and action plan (2003-2005)		x	
<b>Responsible Government Agencies</b>			
<b>Pillar 1</b>			
<ul style="list-style-type: none"> <li>• MOES – establish policy and guidelines,</li> <li>• Ministry of Public Works and Transport – access to schools and other infrastructures.</li> <li>• Department of Housing and Urban Planning – land use and guidelines on specific design and temporary schools design.</li> <li>• Roles and responsibility in school construction:</li> <li>• PUCDA: technical requirements for water supply, sanitation, waste management, power supply.</li> <li>• Division of Design and construction management approve plans under the Department of Finance</li> <li>• Financing: donors and agencies. (80% donor; 20% community contribution through labour or monetary)</li> <li>• Repair request from: school to district, to province to MoES.</li> </ul>			

**Pillar 2**

- Education development committees at provincial, district and community level
- Cabinet minister and relevant departments in MOES (DRM committee)
- NDMC, PDMC, DDMC, VDMC

**Pillar 3**

- Ministry of Labour and Social Welfare
- Ministry of Education and Sports
- Ministry of National Defence
- Ministry of Public Work and Transportation
- Ministry of Information, Culture and Tourism
- Ministry of Interior
- Ministry of Health
- Ministry of Finance
- Ministry of Foreign Affairs
- Ministry of Agriculture and Forest
- Ministry of Industry and Commerce
- Ministry of Planning and Investment
- Ministry of Science and Technology
- Ministry of Natural Resources and Environment
- National Women Union
- National Youth Union

**What are the key stakeholders and their roles and responsibilities for DRReduction?**

**Technical support/implementing partners:** NGOs, NPA, and other humanitarian organisations – support schools and communities in line with MoES policies, advocate for safe schools

- ADPC
- Save the Children
- Plan International
- WB
- World Vision
- Oxfam
- ChildFund
- UNESCO
- World Education
- WHO

**Donors**

- AusAID
- JICA
- ASEAN
- WHO
- UNESCO

**Government**

- MOES, provides policy/guideline/regulative/follow up for the implementation and development of the curriculum Child Fund, provides fund and technical support
  - Provincial education development committee:
    - Disclose guidelines, policies district
    - Develop provincial disaster management plan in education sector
    - Encourage community to be involved in disaster preparedness, response and recovery

- Coordinate with other stakeholders both national and provincial level
- District education development committee:
  - Disclose guideline, policies to schools and communities
  - Develop district's disaster management plan in education sector
  - Make rapid assessment after disaster and report to relevant stakeholders
  - Encourage population to be involved in disaster preparedness, response and recovery
  - Coordinate with other stakeholder both provincial and district level
- Village education development committee:
  - Implement the policies and guideline and evacuate preparation, prepare temporary shelter and temporary study place for students
  - Mobilization fund and labour in response to disaster
- NDMC, PDMC, DDMC and VDMC
  - Dissemination of early warning information to local communities in timely manner
  - Coordinate and report from national –local-national
  - To be an information centre and mobilize capital for assistance
- School – principals and teachers
- Parents – advocate and contribute resources/labour
- Students
- Community

## Annex 4: Priority setting summary (Last updated, March, 2013)

- A. At what levels do we need to address these? [N, P, D, or S]
- B. For each level consider “Urgency” [H, M, or L]
- C. For each level consider current level of “Achievements” [H, M, or L]
- D. For each level consider the level of “Priority” [H, M, or L]

<b>I. SAFE SCHOOL FACILITIES</b>	<b>A</b>	<b>B</b>	<b>C</b>	<b>E</b>
	<b>N=national P=province D=district S=school</b>	<b>Urgency H = High M = medium L = Low</b>	<b>Achievement H = High M = medium L = Low</b>	<b>PRIORITY H = High M = medium L = Low</b>
<b>New Structures:</b> Select safe school sites and	<b>D / S</b>	<b>H</b>	<b>L</b>	<b>H</b>
<b>New Structures:</b> implement disaster-resilient design and construction to make every new school a safe school.	<b>N</b>	<b>H</b>	<b>M</b>	<b>H</b>
<b>Existing Structures</b> Implement prioritization schema for retrofit and replacement (including relocation) of unsafe schools.	<b>P / D / S</b>	<b>M</b>	<b>L</b>	<b>M</b>
<b>Non-Structural:</b> Minimize building and facilities non-structural risks from all sources, including design and interior layout and furnishings safe for survival and evacuation. Include disability access in these considerations.	<b>N</b>		<b>L</b>	<b>M</b>
	<b>D / S</b>		<b>M</b>	<b>M</b>
<b>Schools as Temporary Shelters:</b> If schools are planned as temporary community shelters, design and administer to meet these needs, as well as to assure educational continuity.				<b>L</b>
<b>Infrastructure for Access (roads, bridges, telecommunications):</b> Ensure that children’s access to schools is free from physical risks (pedestrian paths, road and river crossings, violence)	<b>N / P / D</b>	<b>M</b>	<b>L</b>	<b>M</b>
<b>Water and Sanitation:</b> facilities adapted to potential risks (rain-fed and lined latrines)	<b>N S / D</b>	<b>H</b>	<b>L</b>	<b>H</b>
<b>Environmental Stewardship:</b> Implement climate-smart interventions such as rainwater harvesting, solar panels, renewable energy, school gardens, recycling	<b>N S / D</b>	<b>M</b>	<b>L</b>	<b>M</b>

<b>Maintenance:</b> Plan for financing and oversight for ongoing facilities maintenance.	<b>S</b>	<b>H</b>	<b>M</b>	<b>H</b>
<b>Pooled financial risk:</b> Insurance				
<b>Alternative Locations and Transitional Learning Spaces:</b> If schools are likely to be seriously impacted by disasters, plans or provisions are in place for appropriate alternative sites and for rapid construction of appropriate temporary learning spaces to continue education	<b>D / S</b>	<b>M</b>	<b>M</b>	<b>M</b>
<b>Assessment of Existing school facilities: To have better understanding of need and gaps in safety of existing school facilities.</b>	<b>N / P / D / S</b>	<b>H</b>	<b>L</b>	<b>H</b>
<b>II. SCHOOL DISASTER MANAGEMENT</b>	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>
	<b>N=national P=province D=district S=school</b>	<b>Urgency</b>  H = high M = medium L = low	<b>Achievement</b>  H = high M = medium L = low	<b>PRIORITY</b> H = high = 4, 5 M = medium = 2, 3 L = low = 1 to 5
<b>A. ASSESSMENT &amp; PLANNING</b>				
Provide policies, guidance at sub-national and school-site levels for ongoing site-based assessment and planning, risk reduction, and response preparedness as part of normal school management and improvement	<b>N P D S</b>	<b>H</b>	<b>H</b>	<b>H</b>
Develop, roll-out, institutionalize, monitor and evaluate the establishment or empowerment of school-site disaster risk management committee involving staff, students, parents and community stakeholders.	<b>SD</b>	<b>h H</b>	<b>M</b>	<b>H</b>
Provide guidance for participation in and compliance with early	<b>N P D S</b>	<b>H</b>	<b>M</b>	<b>H</b>

warning systems				
Establish national and sub-national and local contingency plans to support educational continuity, including plans and criteria to limit the use of schools as temporary shelter	<b>N P D S</b>	<b>H</b>	<b>H</b>	<b>H</b>
Incorporate the needs of pre-school children	<b>D S</b>	<b>H</b>	<b>H</b>	<b>H</b>
Incorporate the needs of out-of-school youth	<b>D S</b>	<b>M</b>	<b>M</b>	<b>M</b>
Incorporate the needs of both girls and boys	<b>D S</b>	<b>H</b>	<b>H</b>	<b>H</b>
Incorporate the needs of children with disabilities	<b>D S</b>	<b>H</b>	<b>H</b>	<b>H</b>
Develop linkages between disaster management sector, nationally, sub-nationally, and locally	<b>N P D S</b>	<b>H</b>	<b>H</b>	<b>H</b>
<b>B. PHYSICAL AND ENVIRONMENTAL PROTECTION</b>				
Maintain school building and school grounds for safety	<b>S</b>	<b>H</b>	<b>H</b>	<b>H</b>
Implement non-structural mitigation measures (eg. for fire and earthquake safety)	<b>S D P</b>	<b>H</b>	<b>M</b>	<b>H</b>
Safeguard assets and supplies from earthquake, flood, wind damage	<b>S</b>	<b>H</b>	<b>M</b>	<b>H</b>
<b>C. RESPONSE CAPACITY DEVELOPMENT – SKILLS</b>				
Adapt standard operating procedures as needed, for hazards with and without warnings, including: drop cover and hold, building evacuation, evacuation to safe haven, shelter-in-place and lockdown, and safe family reunification.	<b>N P</b>	<b>H</b>	<b>H</b>	<b>H</b>
Practice and improve on response preparedness with regular school-	<b>P D S</b>	<b>H</b>	<b>H</b>	<b>H</b>

wide and community-linked simulation drills				
<b>D. RESPONSE CAPACITY DEVELOPMENT - PROVISIONS</b>				
Provide standardized list of provisions to be kept on site or stockpiled, based on hazards faced, enrolment, and use of schools as temporary shelters	<b>N P D</b>	<b>H</b>	<b>M</b>	<b>M</b>
Provide financing or finance methods and guidance for maintenance of provisions	<b>N P</b>	<b>H</b>	<b>H</b>	<b>H</b>
<b>III. DRREDUCATION</b> <i>(Including climate-change awareness and adaptation)</i>	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>
	<b>N</b> = National <b>P</b> = Province <b>D</b> = District <b>S</b> = School	<b>H</b> = High <b>M</b> = Medium <b>L</b> = Low	<b>H</b> = High <b>M</b> = Medium <b>L</b> = Low	<b>H</b> = High <b>M</b> = Medium <b>L</b> = Low
Develop consensus-based <i>key</i> messages for reducing household and community vulnerabilities and for preparing for and responding to hazard impacts as a foundation for formal and non-formal education.	<b>N</b>	<b>H</b>	<b>H</b>	<b>H</b>
Develop scope and sequence for teaching about hazards, disasters, and problem solving for risk reduction.	<b>N, P</b>	<b>H</b>	<b>M⇒H</b>	<b>H</b>
Analyse entry points in curriculum for DRReduction.	<b>N, P</b>	<b>H</b>	<b>M⇒H</b>	<b>H</b>
Infuse risk reduction throughout the curriculum and provide guidelines for integration of DRR into carrier subjects.	<b>N</b>	<b>H</b>	<b>M⇒H</b>	<b>H</b>
Provide teacher training for both teachers and teacher trainees on risk reduction curriculum materials.	<b>N, P, D</b>	<b>H</b>	<b>H</b>	<b>H</b>
Develop strategies to scale-up teacher involvement for effective integration of these topics into formal curriculum as well as no-formal and extra-curricular approaches with local communities.	<b>N, P, D</b>	<b>H</b>	<b>M⇒H</b>	<b>H</b>
Develop guidance tools for all-school involvement in school disaster management planning.	<b>N, P, D</b>	<b>H</b>	<b>H</b>	<b>H</b>

## Annex 5: Focus Group Discussions with Children

Six focus group discussions were held with children in Sayaboury District, 2013.

No	Age	Grade
1	16	Grade 5 Upper Secondary School
2	16	Grade 6 Upper Secondary School
3	14	Grade 4 Lower Secondary School
4	18	Grade 7 Upper Secondary School
5	17	Grade 7 Upper Secondary School
6	18	Grade 5 Upper Secondary School

What has your school done successfully to establish a 'safe school' (safe school facilitates; DRR curriculum; Disaster Risk Management eg. Hazard Simulations)?

- Tree planting around the school
- Some schools in the district have DRR curriculum under Save the Children's Program, but this is not in all schools
- There is DRR awareness raising in the school and in the community
- Undertaken Hazard, Vulnerability and Capacity Assessment and produced risk map which is displayed in the community and has allowed for selection of a safe evacuation point

What is the way forward? What should a new program focus on?

- Should improve preparedness response including skills provision for first aid and create school emergency response teams
- Should have functional early warning system for emergency response for multi-hazards including house/forest fire, flood, and windstorm.
- Need to provide school with materials and equipment for emergency response
- Need to run practice drills particularly for forest/house fire and flooding
- Should have DRR curriculum (teacher and student book) for all grade levels in primary and lower and upper secondary. This curriculum should cover all hazards. Should provide engaging way of conducting activities including games, drawing, and drama.
- Teachers and students need improved knowledge and understanding of DRR
- Continue activities around the school such as tree planting.
- Should improve building safety. Many of the buildings are not safe when there is strong wind or flood.
- Having longer dry season so need to increase water storage capacity, particularly for latrines as often there is not enough water [rainwater harvesting/ground water]
- Should have a plan/strategy for school safety which includes protection needs/security

What should be the role and responsibilities of the various key stakeholders should – governments, development actors, civil society, and the private sector?

**Government :**

- Cooperation and participation on building the School DRR plan
  - Have clear roles and responsibilities for different sectors
  - Supporting the integration of DRR curriculum
  - Store materials and equipment for emergency response – for example have vehicles, water tanks.
  - School: teachers
7. Community:
- Supporting and participate in awareness raising on DRR and provide funding

8. NGOs:
  - Funding, support materials
  - Technical support for school DRR plan
9. Children/Students:
  - Keep environment clean and sustainable use of resources
  - Awareness raising for DRR in community
10. Private and company:
  - Supporting the private car and funding for emergency response
  - Participate in school DRR plan
  - Assist with the design/construction of school and house

## Annex 6: Panel discussion

At the National Level Consultation held in March, 2013, a one-hour panel discussion was held. The moderator facilitated a Davos-style discussion. Each panellist was expected to speak for about 10 minutes in total, without preparing formal remarks, speeches, or PowerPoint presentations. The moderator invited questions from the audience.

11. Moderator: Danielle Wade

Panelists:

- Assoc. Prof. Dr. Sisamone Sithirajvongsa, Director General of Education and Sports Cabinet
- Dominique Van der Borght, Country Director, Oxfam
- Mrs Alongkot Sosenginh, Deputy Secretary General of Lao National Commission for UNESCO
- Katheryn Bennett, First Secretary Development Cooperation, AusAID
- Emmanuelle Abrioux, Chief Officer of Education, UNICEF

What has been a successful experience in establishing safe schools? And why was this successful?
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<p>AusAID</p> <ul style="list-style-type: none"> <li>• DRR is integrated throughout the aid program, totalling approximately \$100 million 2011-2012 globally.</li> <li>• Good communication and coordination with partner government is key</li> <li>• Joint investments: EFA FTI in partnership with the MOES for quality school designs. Prototype for flood mitigation design</li> <li>• Investment in understanding of DRR at community level through existing structures such as VEDC</li> </ul> <p>MOES</p> <ul style="list-style-type: none"> <li>• Often support comes after the disaster has occurred, so need to become better at preparedness/response</li> <li>• DM committee has been established</li> <li>• MOES has prepared draft strategy to incorporate DRR into teacher learning curriculum.</li> <li>• Need a collective framework to work toward</li> </ul> <p>Oxfam</p> <ul style="list-style-type: none"> <li>• The development/humanitarian continuum</li> <li>• Working closely with NDMO</li> <li>• Need to consider wider development issues in the education sector eg. schools not having resources – reinforces importance of DRR being integrated into an existing education programming portfolio.</li> </ul> <p>UNICEF</p> <ul style="list-style-type: none"> <li>• Integrated action planning and strategy for implementation at the school level.</li> <li>• CSS framework is important to move toward a holistic approach – emphasis on ‘comprehensive’. Various organisations have different approaches, need to coordinate and collaborate.</li> <li>• Child’s right to education in both time of ‘normalcy’ and time of disaster.</li> <li>• Convening organisations should work together to implement the same policies and plans’ establish coordination mechanisms; review education sector plan and see how CSS can be included.</li> </ul>
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12. What is the way forward? What should a new program focus on?
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<p>MOES</p> <ul style="list-style-type: none"> <li>• Assessment of school structure</li> </ul>
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- Avoid cross-purposes

#### UNICEF

- Focus on preparedness – proactive work to mitigate risk.
- Indonesia: mainstreaming. Budget – 10% of budget fund to pull from when needed. Need a commitment to financing mechanism

#### Oxfam

- Ensure a good gender analysis

#### UNESCO

- NDMC to roll-out mandate and push sector integration
- Conduct study on needs of community to understand vulnerability, program should then be designed to address this
- Identify who can support this
- Integrate DRR into teacher curriculum
- Achievable activities
- Avoid overlap/coordination

#### SCI

- Children's direct involvement in hazard mapping

#### Vice Minister of Education

- Plan for 5 year socio-economic – integrate DRR in education. If we have concrete ideas.
- School vocational – meeting district level July and August, national level June – can include DM topics. Assignment of MOES to do this.
- How can we incorporate DRR into provincial plans?

#### AusAID

- Block grant training program – can incorporate DRR.
- School development plans – build DRR into these plans
- Review the pedagogy

#### UNICEF

- Working through existing forums – education cluster. Focal group 3- planning and management taskforce. However ESWG sits outside the

#### MOES

- MOES suggests that the mechanism is within the MOES, rather than ESWG.

What should be the role and responsibilities of the various key stakeholders should – governments, development actors, civil society, and the private sector?

#### Oxfam

- Involvement of mass organisations – women's union, LYU, NPA, working with difference actors.
- Common framework amongst the countries of ASEAN.
- National university