



LAO PEOPLE'S DEMOCRATIC REPUBLIC
PEACE INDEPENDENCE DEMOCRACY UNITY PROSPERITY



MINISTRY OF EDUCATION AND SPORTS

10th EDUCATION, SCIENCE AND SPORTS SECTOR DEVELOPMENT PLAN 2026-2030

Vientiane, April 2026

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Preamble

The 10th Five-Year Education, Science, and Sports Sector Development Plan (ESSSDP 2026-2030) reaffirms the continued commitment of the Government, and particularly the Ministry of Education and Sports (MoES), to fostering quality, equitable, and comprehensive education, science and sports as a foundation for national socio-economic and sustainable development. Learning from the previous 9th Five-Year Education and Sports Sector Development Plan (ESSDP 2021-2025), it focuses on tackling remaining challenges and strengthening the development of education and human resources in alignment with national green growth and sustainability priorities.

The ESSSDP 2026-2030 contains all sub-sector key achievements, challenges and priorities over the past five years, while also defining indicators, targets, strategies and key actions for each sub-sector to be implemented during 2026-2030. More detailed activities for each sub-sector will be elaborated in their respective five-year development plans and action plans, which will also serve as important reference for further implementation.

The ESSSDP 2026-2030 was developed during a period of significant challenges, including economic hardship and financial constraints. These conditions created uncertainty regarding the level of financial support available for the education and sports sector from both the government and development partners. Concurrently, issues such as teacher shortage and a limited supply of new teaching positions further impacted enrollment and hindered improvements in education quality at all levels. Due to these financial challenges, the sector's financial plan is defined based on two scenarios: (1) the education budget remains at its current level, and (2) the education budget increases. For the development plan to achieve its intended results fully, it is essential that funding is allocated according to the second, higher-budget scenario.

The MoES developed this plan through close coordination with its internal departments, Provincial Education and Sports Services (PESS), and Development Partners. It was formulated through broad consultation and joint strategic planning across all sub-sectors from Early Childhood Education to Higher Education, Sports, Science and Management and Administration sub-sectors. The plan prioritizes increasing enrolment at all levels—particularly the completion of quality compulsory education and the reduction of disparities; strengthening post-basic education to produce a skilled, knowledgeable and competent workforce. It also emphasizes the development and application of technological innovation to support national socio-economic development, promotes physical activity for all, strengthens sports human resources, enhances the nation's standing internationally, and builds capacity of personnel across all levels of the education, science and sports sectors.

The MoES will continue to coordinate with development partners, utilizing the joint monitoring mechanism with the Education, Science and Sports Sector Working Group and the Ministry's annual sector report to monitor and evaluate the progress of the ESSSDP's implementation. Mid-term and final evaluations of the plan will also be conducted in collaboration with partners.

I am confident that this document will serve as a strategic guide for all stakeholders from central to local levels and including development partners in our collective efforts to achieve the national development goals. It will direct our cooperation towards fulfilling the objectives of programs

and activities within the education, science and sports sectors, ensuring continuous quality improvement based on the distinct roles and responsibilities of each level.

Vientiane, date 22 APR 2026

Minister

SIGNED and SEALED

Assoc. Prof. Dr. Thongsalith MANGNOMEK

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Ministry of Education and Sports

Introduction

The ESSSDP 2026-2030 is structured into seven sections, as following:

Section I: Performance, Challenges and Achievements of the 5-year ESSDP 2021-2025

This section provides an assessment of the 5-year ESSDP 2021-2025 in Education, Science and Sports areas. Key achievements relevant data is included in the Annex.

Section II: Policy Context

This section discusses the regional, international, and national policy landscape.

Section III: Overall Goals and Priority Policy Objectives (2026-2030)

This section outlines the sector's overarching goals, key performance indicators and targets for the ESSSDP 2026-2030 of education, science and sports sector.

Section IV: High-Level Outcomes and Strategies (2026-2030)

This section details the six High-Level Outcomes (HLO) during 2026-2030. For each HLO, this section outlines its main strategies and corresponding sub-sector plans. Each sub-sector plan outlines indicators, targets, strategies and key actions.

Part V: Financing Plan

This section presents the budgetary and resources requirements for implementing the 2026-2030 plan. It identifies priority expenditure programmes that determine budget estimates, modeled under two scenarios: a steady-state scenario (the education budget remains at its current level); and (2) an enhance education sector performance scenario (the education budget increases).

Part VI: Monitoring and Evaluation

This section describes the monitoring and evaluating framework.

Part VII: Risks and Mitigation Strategies

The section identifies potential risks to the plan's implementation and outlines corresponding strategies for risk mitigation.

Section I: Performance, Challenges and Achievements of the 9th five-year ESSDP 2021-2025

The 9th Five-Year ESSDP 2021-2025 established clear overall goals and eight high-level outcomes. To realize these outcomes, a comprehensive framework of interlinked intermediate outcomes, indicators, and corresponding policies was developed. The plan encompasses 45 intermediate outcomes and 59 core indicators; each directly aligned with the overall goals and high-level outcomes. Collectively, these elements constitute the results framework for monitoring and evaluating the plan's implementation. Furthermore, the detailed sub-sector plans, contained in Part 2 of the document, outline specific strategies and key actions for achieving each intermediate outcome and its associated indicators.

1.1. Education Sector

An assessment of the ESSDP 2021-2025 reveals that the overall goals, high-level outcomes, and associated indicators were not fully achieved. Furthermore, several key indicators demonstrated a negative trend. This is exemplified by a decline in enrollment rates across all education levels since the 2020-2021 academic year. Concurrently, student achievement remains low, particularly at the primary level, a concerning trend that will adversely affect the quality of secondary and further education. This, in turn, impedes the development of the skilled human resources necessary for a modern, growing economy.

Despite targeted efforts, significant disparities in educational access and learning outcomes persist, particularly for disadvantaged groups and when comparing urban and remote rural areas. Gender parity in access to basic education has seen improvement but remains a challenge at secondary and post-secondary levels. Furthermore, progress in expanding educational opportunities for students with disabilities has not been universally achieved. Assessments of learning outcome in primary and secondary education reveal persistent gaps between ethnic/linguistic and socio-economic groups, underscoring entrenched inequalities in education quality. The equitable distribution of teachers, especially to underserved areas, and the consistent provision of teaching and learning materials remain primary challenges for the sector.

The targets of the ESSDP 2021-2025 were established prior to the COVID-19 pandemic, which placed considerable strain on the national economy and public finances. These external shocks significantly impacted the sector's capacity to meet its objectives. Widespread economic hardship among families, driven by job losses and diminished post-graduation employment prospects, is a key factor in declining school attendance. Compounding this, government budget allocations for the education, science, and sports sector have remained low and have followed a generally declining trend, despite a slight improvement in 2025. This chronic underfunding has been a major impediment to plan implementation, preventing the achievement of the objectives and targets set for the 2021-2025 period.

In summary, while the implementation of the ESSDP 2021-2025 yielded positive results in certain focus areas, it fell short of the desired level of achievement. This is particularly evident in the areas of enrollment growth, learning outcomes, and the reduction of key disparities. The following sub-sections provide a summary of notable achievements and remaining challenges within each sub-sector. Supporting statistical data for the 2021-2025 period is provided in Appendix.

1.1.1. Early Childhood Education

Early Childhood Education (ECE) is fundamental to fostering children's holistic development, physical, intellectual, emotional, linguistic, and social to ensure they are well-prepared for primary education. During the 2021-2025 period, the implementation of ECE has demonstrated a positive trend, the MOES implemented numerous measures to enhance the provision and quality of ECE. Key initiatives included the development of robust legal and regulatory frameworks, such as the Decree on ECE, Agreement on the organization and operation of ECE institutions and the Fundamental Quality Standards for ECE. The Ministry also produced supportive guidelines, tools, and teaching-learning manuals, and expanded access to diverse learning resources. These include visual learning media, storybooks accompanying the "My Home" television program, and digital materials through the "Kangpanya Lao" and YouTube.

Concurrently, the MOES worked to strengthen the workforce by upgrading the skills of caregivers and teachers. Investments were also made in infrastructure, including the provision of sanitary facilities and school lunch programs in some target schools, particularly in remote areas. These efforts contributed to an increase in the nationwide enrollment rate for 5-year-olds, which rose from 82.7% in the SY 2019-2020 to 84.7% in the SY 2024-2025. The total number of children enrolled in ECE grew from 245,849 to 250,113 during this period. A key driver of this growth has been the active promotion and participation of the private sector. However, private provision remains largely concentrated in urban areas accessible to families who can afford the fees. The proportion of 3–5-year-olds enrolled in private institutions increased from 18.9% in 2020-2021 to 25.3% in 2024-2025. Conversely, the public ECE schools have experienced a decline in the number of students, classrooms, and schools. A key challenge is a continuing decrease in the teaching workforce, coupled with an inequitable distribution of teachers. This shortage has negatively impacted public service delivery. This has forced some areas to assign primary school teachers, untrained in early childhood pedagogy to preschool classes or to organize multi-age classrooms. The total number of teachers in all early childhood education institutions nationwide fell by 2,807, from 14,193 to 11,386.

Expanding the one-year pre-primary preparation programme is essential for strengthening school readiness. However, the number of pre-primary classes has declined due to teacher shortages and allocation constraints. As a result, 16% of primary teachers—up from 7% in 2020–2021—are now teaching pre-primary classes through a multi-grade alongside other primary grades. To address challenges, the one-year preparatory program is being promoted through various flexible forms, including multi-age teaching, kindergartens, playgroups, and other community-based models. A notable initiative since 2022-2023 has been the expansion of early childhood education via community partnerships, specifically targeting 40 disadvantaged districts. This community-focused approach is highly cost-effective and holds considerable potential for increasing enrollment rates. In addition, a 10-week Summer Pre-Primary Education Program, to prepare children aged 5 from disadvantaged communities for Grade 1, has been piloted for a number of years with development partner support.

Overall, the fundamental challenge for ECE remains limited government budgets. Inadequate funding has led to substandard and unsafe infrastructure in some facilities, a lack of sanitation facilities and educational toys, and a critical shortage of teachers that limits expansion. Furthermore, capacity building for administrators, teachers, and caregivers has not yet been implemented broadly. Other issues include a lack of sufficient prioritization of education by some communities and parents, and insufficient monitoring and support from provincial and district technical staff. Finally, the sector remains heavily reliant on external support for quality improvement and new initiatives. While promising, community-based models face challenges in scaling up effectively and ensuring the sustainability of quality implementation.

Main achievements

- ECE enrollment has grown since the 2021-2022 school year, significantly driven by the expansion of the private sector. Private institutions now account for 25% of all enrolled 3-5-year-olds;
- Gender parity has been successfully achieved at the Early Childhood Education level;
- Various community-based models were initiated and piloted, focusing on community participation to expand access in disadvantaged districts;
- The Decree on Early Childhood Education was officially approved by the government on September 4, 2024. This provides a critical legal foundation for developing and implementing strategies to expand and enhance the quality of early childhood education.

1.1.2. Primary Education

Primary education is the largest sub-sector of the education sector, serves as the critical foundation for children's physical and intellectual development, preparing them for lower secondary education. In the past, this level has achieved significant progress, particularly in moving towards universal primary education, with enrollment showing a positive trend. However, since the 2021-2022 school year, the COVID-19 pandemic and ensuing economic difficulties have reversed this progress. The sector has experienced a decline in enrollment, an increase in dropout rates, and a decrease in completion rates, collectively undermining the goal of universal primary education.

Economic and financial constraints faced by parents—particularly education-related costs—are a major driver of declining enrollment. This financial pressure forces families to withdraw children from school to contribute to household production or to seek work, both domestically and abroad. Further compounding these challenges are several systemic issues: a number of students with low learning outcomes, especially those who are not in the Lao-Tai language group; school infrastructure and environments that are often unattractive and lack basic teaching facilities, sports, and arts equipment; and efforts to merge small schools under MoES legislation are not feasible at scale due to the wide geographic dispersion of many schools. Compounding these issues is a critical shortage of teachers, driven by a limited supply of new recruits and a high attrition rate. The difficulty in deploying existing teachers to underserved areas has forced some schools to close. Furthermore, this shortage has increased the reliance on multi-grade classes, which negatively impacts the quality of teaching and learning.

Data on learning outcomes reveals a significant gap between student achievement and national standards. Previous survey data (Grade 5 Student Learning Outcome in 2019, 2023, and 2024) consistently shows that primary G.5 students are performing far below curriculum expectations. The 2023 ASLO¹ data confirms that learning outcomes remain very low, especially in mathematics, where students lack foundational skills, a finding consistent with the 2019 and 2024 SEA-PLM² survey. A key factor in improving learning is teaching quality. Although most teachers have received training on the revised primary curriculum (introduced in 2019-2020), its impact has been limited. Key deficiencies persist: many teachers are not yet proficient in the new teaching methodologies for Lao Language and Mathematics, professional development and support for teaching Lao to non-native speakers remain inadequate, some school principals lack a clear understanding of internal pedagogical

¹ Assessment of Student Learning Outcomes Grade 5 Report 2023

² Southeast Asia Primary Learning Metrics of Lao PDR 2019 ແລະ 2024.

support, coordination with village and community authorities is still weak, the implementation of school clusters deviate from mandated roles due to a lack of training, engagement from parents, communities, and Village Education Development Committee (VEDC) in promoting education remains low.

Despite these challenges, the MoES has undertaken significant efforts over the past five years. Key initiatives include developing teaching and fundamental quality standards, promoting school-based management, providing 5,000 government scholarships for poor students, implementing Lao language training for teachers, strengthening VEDCs, supporting teachers in Grades 1-2 to help low-achieving students in Lao and mathematics, and strengthening learning assessments, etc. These efforts have yielded some positive results. Comparing the SY 2024-2025 to 2020-2021, the net intake rate increased from 99% to 99.3%, the average primary school promotion-completion rate rose from 93% to 93.3%, the repetition rate decreased from 2.9% to 2.2%. However, the dropout rate increased from 4.1% to 4.5%.

Main achievements

- The net intake rate rose from 99% in the SY 2019-2020 to 99.3% in 2024-2025.
- Gender equality in student enrolment has been sustained, with a parity index consistently between 0.97 and 1.03;
- School lunches were provided to approximately 257,000 disadvantaged children per year, including those in early childhood education. A budget increase in 2025 was secured to enhance the nutritional value of school meals for children;
- A revised primary education curriculum was developed and implemented. This included the provision of new textbooks, teacher guides, and other learning materials, complemented by nationwide in-service teacher training, with a focus on core subjects;
- Developed and piloted an approach for supporting Lao language acquisition for Grade 1 students who do not speak Lao as their primary language, which was subsequently approved and implemented nationwide in the 2024-2025 school year, including nationwide printing and distribution of teaching and learning materials and Grade 1 teacher training;
- A framework for a Continuous Professional Development (CPD) system was adopted. This new system provides needs-based teacher training, enhances support for schools and school clusters, increases the role of teacher training institutions and teacher development centers on CPD, and promotes an internal pedagogical support system, particularly at the local level;
- The budget for CPD activities saw an increase in 2024 and 2025, enabling the implementation of new approaches in targeted districts.

1.1.3. Secondary Education (Lower and Upper Secondary)

Despite its legally mandated as compulsory education since 2015, Lower Secondary Education experienced a decline in enrollment during the 2021-2025 period, instead of expanding as planned. By the 2024-2025 school year, overall enrollment had decreased by approximately 11% compared to 2019-2020, with upper secondary enrollment falling by 16%. While transition rates from primary to lower secondary have slightly improved, the transition from lower to upper secondary has worsened. In addition, educational conditions vary significantly across localities due to differing geographic characteristics.

Geographical barriers persist also for primary school graduates, with some students unable to continue to lower secondary due to long distances and a lack of safe dormitories. Key factors in declining enrollment and participation includes economic hardship as a primary driver, as families facing financial difficulties often prioritize children's immediate entry into the workforce over continued education. Many youths opt for unskilled labor

domestically or abroad rather than pursuing secondary or vocational education, due to the high opportunity cost of schooling and limited prospects for secure employment after graduation. While gender parity is good at the lower secondary level, female enrollment is slightly lower in upper secondary. However, dropout and repetition rates are higher among males. These factors have contributed to rising dropout rates, reaching 12.5% in lower secondary and 13.9% in upper secondary in the 2024-2025 school year.

Expanding access to affordable lower secondary education was a priority policy under the 9th ESSDP; however, this objective has not been fully achieved, as enrolment has continued to decline. The decline in enrollment has created an imbalance in the student-teacher ratio, and there is also a surplus of teachers in some subjects and shortages in others, resulting in teachers being assigned to subjects outside their expertise. There is also a lack of flexibility to deploy multi-subject teachers effectively in small schools. Along with declining enrollment, learning outcome assessments indicate that student mastery of the curriculum is below expected levels across all subjects, with performance in mathematics and science being the lowest. The majority of students are classified at either the “basic” or “below basic” level. Budget limitations have also constrained the improvement of school infrastructure, including sanitation facilities. Additionally, there is a widespread lack of teaching materials, particularly for natural sciences and ICT (e.g., laboratories, equipment, computers).

Furthermore, challenges remain in disseminating key legislation, implementing student selection procedures for upper secondary, and developing basic quality standards in upper secondary. The monitoring of teachers and school principals is irregular, and the school cluster system implementation has fallen short of expectations.

However, alongside those challenges, secondary education has also seen many successes, including:

Main achievements

- The sector was strengthened through the development and dissemination of key legal instruments, including the Law on General Education and agreements governing the organization and operation of general education schools;
- With support from the government and development partners, scholarships were provided to disadvantaged students; new classrooms, laboratories, libraries, sanitation facilities and dormitories were constructed or rehabilitated in a number of targeted schools across disadvantaged districts;
- The lower and upper secondary curriculum was improved, with a specific focus on STEM-related subjects. This involved revising teacher manuals and conducting corresponding nationwide in-service teacher training;
- 15 General vocational courses were expanded and implemented in ethnic boarding schools and other institutions with prerequisite requirements nationwide, including the Lao-Vietnam Friendship Model Vocational School in Nongbok District, Khammouane Province. Pilot models were also established in collaboration with TVET institutions and Non-Formal Education learning centers which is a combination of vocational and general education;
- Teaching and learning materials were distributed to secondary school students and teachers. Digital learning was further promoted through the expansion of the "Kangpanya Lao" platform.

1.1.4. Non-Formal Education

Over the past five years (2021-2025), the non-formal education (NFE) sub-sector has worked to expand educational opportunities for out-of-school youth and adults while simultaneously improving quality. Key efforts included revising curricula, strengthening basic vocational training, enhancing management and

monitoring systems, developing robust data collection, and building the capacity of NFE personnel to achieve the sub-sector's development goals effectively.

The implementation of these initiatives, however, faced several significant challenges, while geographical coverage expanded, the quality of education delivered in remote areas remains inadequate. Significant portions of the population, including those who are illiterate, have never attended school, or have not completed primary or secondary education, still lack access to effective programs. Critical data for planning and monitoring such as the gender parity index for education access and detailed literacy rates across key age groups (6-14, 15-24, 15-40, and 40+) remain unclear. Support and attention from local government authorities for non-formal education activities remain insufficient.

Significant implementation barriers were encountered, particularly in reaching the intended beneficiaries. The target population is predominantly illiterate and resides in remote areas, where poverty and a strong adherence to traditional customs often prioritize immediate livelihood needs over formal education and literacy. Furthermore, the rollout of basic vocational education and training for these groups has not been fully realized.

Enrollment and completion for primary education equivalency among the 6-14 age group reached 11,807 individuals, representing only 47.22% of the planned target of 25,000. For literacy programs targeting the 15-40 age group, 15,373 people were served, achieving 76.86% of the target of 20,000 people. Lower secondary equivalency programs (ages 15-35) reached 82,313 people, equals to 69% of the target of 120,000 people. Upper secondary equivalency saw a more pronounced shortfall, with only 8,345 graduates against a target of 40,000, achieving a rate of 20.86%. Conversely, basic vocational training was more successful, nearly meeting its enrollment target by reaching 16,382 of the planned 20,000 participants, achieving a rate of 81.91%.

The implementation of lifelong learning through non-formal education continues to face systemic challenges that hinder its effectiveness and reach. A key issue is the lack of diverse and flexible program disciplines and delivery formats, which limits their relevance to the needs of the target population. Furthermore, while a ministerial-level action plan exists, operational integration across relevant government bodies remains incomplete. At the implementation level, several critical barriers persist: the regulatory framework governing non-formal education centers is unclear, centers suffer from severely limited administrative budgets and inadequate facilities, the legal and practical organization for NFE activities has not been fully implemented, financial support for volunteer teachers is insufficient and not aligned with current socio-economic conditions, and overall investment in the development of the NFE sub-sector remains limited.

Despite these challenges, a significant accomplishment was recorded in primary education and training for the 15-40 age group. The program reached 37,060 individuals, significantly exceeding its target of 21,000. This success demonstrates a strong demand and the potential for significant impact when programs are effectively delivered.

Main achievements

- The National Action Plan for Lifelong Learning to 2030 was developed and officially endorsed. This was supported by the formal agreement to appoint a committee responsible for implementing the Action Plan across education, science, and sports sector;
- Over the five-year period, a total of 171,280 youth and dropouts were reached through non-formal education and vocational training programs. This surpassed the initial target of 150,000 individuals, achieving 114.18% of the goal.

1.1.5. Teacher Education

Building upon the foundation of the 8th Five-Year Development Plan (2016-2020), the 9th Plan (2021-2025) has maintained a strategic focus on enhancing teacher quality as a cornerstone of educational improvement. A central component of this strategy has been the development of teacher training centers into hubs for continuous professional development at all levels. Alongside, legal instruments were enacted to establish a robust regulatory framework for the teaching profession. Several innovative programs were successfully launched, including: a pre-service training program for final-year students, requiring a one-academic year teaching commitment in underserved areas; comprehensive training was provided to enhance the teaching, management, and professional development capabilities of administrators, academic staff, and teachers both within teacher training institutions and in schools—through domestic and international programs; a specialized initiative to train military personnel as primary school teachers for remote, border regions experiencing critical teacher shortages. Furthermore, teacher training institutions were actively supported and monitored in their implementation of the sub-sector development plan and were also guided to conduct regular internal quality assurance, with the goal of evolving into centers of excellence in specific fields of teacher training.

Despite these achievements, significant challenges to teacher capacity remain, which are a major determinant of low student learning outcomes. Although all primary school teachers have received training on the revised curriculum since 2019-2020, ongoing support is insufficient to ensure they master the necessary content knowledge, pedagogical skills, and possess the motivation to effectively transform their classroom practices. Teacher professional development across all levels (early childhood, primary, and secondary) relies heavily on the support of development partners. This results in a fragmented approach, with initiatives typically concentrated in specific project districts. The implementation of teacher education curricula through online and ICT-based platforms has not been fully effective. A significant barrier is the lack of reliable internet access for students and teachers in remote areas, which prevents regular participation in online learning. Recognizing these issues, the MoES has begun to address the funding gap through gradual budget increases for CPD in 2024 and 2025, marking an initial step towards a more sustainable and self-reliant system.

However, recent studies and surveys confirm that significant gaps in teacher competency persist, directly impacting educational quality. A 2024 survey revealed that the content knowledge of many primary school teachers, particularly in mathematics, remains insufficient to deliver the new curriculum effectively. Furthermore, teaching standards have not been systematically implemented, and the teacher performance evaluation system is not aligned with these standards, failing to accurately assess the teaching-learning process. Support for teachers and pedagogical advisors remain inconsistent and is not yet widespread across all districts and schools.

The quality of teacher training remains below expectations, driven by systemic issues including teacher deployment mismatches - a significant number of teachers are assigned to teach grades or subjects outside their field of training (e.g., secondary-trained teachers assigned to primary levels), frequent grade reassignments, multi-grade teaching demands, and inadequately structured and continuous professional development. These factors collectively contribute to suboptimal teaching quality and student learning outcomes. Moreover, monitoring and support is considered weak, the mechanism for monitoring the continuous professional development of teachers, principals, and guidance staff is not systematic. Recent organizational changes at the district level have further complicated the roles of pedagogical advisers, hindering their ability to provide effective support.

A key reform initiated to address these challenges is the establishment of a Continuous Professional Development (CPD) system, with its framework approved in 2022. It will provide a diverse range of professional development opportunities, including school-based support, technical assistance from teacher training institutions, and an internal pedagogical support system at the local level. This new system is designed to shift from a low-impact, training-centric model (meeting of face-to-face training) to a more flexible, practical, and needs-based approach. The CPD model was piloted in 3 teacher training colleges and 30 districts in 2024, with plans for further expansion.

Despite this promising reform, institutional weaknesses remain. The system for collecting statistics on teacher training and upgrades is not clearly defined. Furthermore, the quality assurance systems within teacher training institutions are not fully functional, and the central Teacher Education Management Information System (TEMIS) has not been updated to reflect modern requirements, limiting its utility for strategic planning.

The teacher training enrolment faces significant pressures, with enrollment in teacher training programs declining by approximately 70% since the 2020-2021 academic year. This trend is exacerbated by an increase in student teacher attrition, driven by socio-economic pressures and a substantial reduction in government teacher quotas. Consequently, the immediate demand for pre-service teacher training has diminished. Despite these challenges, effective medium-term planning remains critical. It is essential to align teacher training with accurate forecasts of teacher demand and supply, develop strategies to revitalize enrollment in teacher training programs, and adjust teacher quotas appropriately to meet future needs. A key strategic achievement during the 2021-2025 period has been the significant increase in the number of in-service teachers receiving upgraded training at teacher training colleges. This focus on continuous professional development for permanent staff is a vital strategy for enhancing teacher capacity and addressing the root causes of low student achievement

Main achievements

- Developed and enacted a comprehensive suite of legal and regulatory documents to standardize and guide the teaching profession. These include the National Teacher Policy, ICT Competency Standards for Teachers, the Agreement on Continuous Professional Development (CPD) for teachers, Teaching Standards for both primary education and teacher training institutions, and supporting tools such as the Guide for Observers of Teaching Quality, etc.
- Successfully conducted training for in-service primary school teachers on the revised curriculum nationwide.
- Created and operationalized a new system for continuous professional development for teachers. This system has been initially deployed in targeted districts as a pilot, establishing a foundation for a more flexible and needs-based approach to teacher growth.

1.1.6. TVET and Higher Education

The vocational education sub-sector is a critical component for building a skilled national workforce. Over the past five years, the Ministry of Education and Sports, in collaboration with various sectors, has undertaken significant efforts to enhance the quality and labor-market relevance of vocational programs. Key initiatives include the development of new occupational standards, curriculum revision and improvement, and the strengthening of vocational institutions. Furthermore, partnerships with business and industry have been established to collaborate on curriculum design and teaching methods.

Despite these achievements, the sub-sector faces considerable challenges. Vocational education has not yet achieved the desired alignment with labor market demands, failing to attract a sufficient number of

students. Consequently, enrollment in public vocational education at the middle and upper levels has declined significantly, falling by 48.3%. This decline is partly because of the decrease in the number of secondary school students, with a 21.5% decrease in Grade 10 (M.4) students since the 2018-2019 school year. Similar to trends observed at the lower secondary level, declining enrollment in upper secondary education has negatively impacted higher education participation; statistical data indicate a 36.8% reduction in M.7 enrollment since 2018–2019. However, a notable exception to this trend is short-term vocational training, where enrollment is increasing, largely due to support from development partner-funded programs. This indicates a latent demand for flexible, targeted skill development.

The decline in secondary school enrollment has directly impacted higher education, leading to a significant decrease in student numbers across the system. Data shows that the four national public universities under the Ministry of Education and Sports³ experienced a 26.9% decline in enrollment between 2020-2021 and 2024-2025. Enrollment for first-year students has consistently fallen short of ministry targets, despite incentives like scholarships and fee reductions. Public universities under the MOES filled only 41% of their allocated slots, while those under other ministries filled 49%. Private institutions performed better at 73%, and their overall market share has grown to 14.4% of all students.

Beyond enrollment, the sector faces systemic challenges in maintaining relevance and quality: curriculum and labor market alignment, efforts to diversify and improve curricula have not kept pace with rapid technological change and labor market demands, reducing their appeal to potential students. Practical training, internships and practical work experiences in real-world settings are not yet sufficiently effective or widespread. While scientific research output has increased in both quantity and quality, its application to inform policy or address sectoral challenges remains limited. Despite support from development partners through initiatives such as employment surveys and student tracking, limited capacity to leverage these data continues to hinder strategic course planning and alignment with labor market needs. Progress has been made in product, technology, and innovation development, as well as in establishing self-assessment systems within educational institutions. However, a comprehensive and credible external quality assurance system—including the evaluation of qualifications—remains limited. Additionally, collaboration between higher education institutions, government, and the private sector is still insufficient, creating a gap between education and the needs of national human resource development.

In the past, the management of students studying abroad has faced several challenges, including limited budgets for research and situational analysis of overseas education, insufficient tools for monitoring students and tracking graduate employment, and a lack of cooperation between higher education institutions and key stakeholders such as government agencies, businesses, and communities. These gaps in information and coordination have hindered the effective development of human resources and scientific research within higher education institutions

Gender parity indices reveal distinct challenges across sub-sectors, in vocational education, the index is 0.58, indicating significantly higher male enrollment. This is driven by female students being concentrated in a limited number of fields (e.g., hotel management, garment manufacturing), while newer, high-growth areas like ICT and logistics remain male-dominated. In higher education, the index is 1.08, showing a slight female majority on average, though disparities persist at the field-of-study level.

³ National University (NUOL), Champasack University, Savannakhet University and Souphanouvong University

Overall, the implementation of priority policies for post-basic education under the 9th Five-Year Plan faced considerable challenges and was not fully achieved. However, the period also yielded important achievements and laid the groundwork for necessary reforms, as follows:

Main achievements

- The Decree on the Lao Qualifications Framework (LQF) was officially approved in September 2021. The LQF provides the comprehensive structure for managing qualifications, encompassing quality assurance, recognition, learning pathways, and industry participation;
- In close collaboration with industry partners, the sub-sector developed new occupational standards and diversified its course offerings. The integration of Dual-Cooperative Training (DCT) in numerous programs has been a key initiative, significantly increasing students' practical, workplace-based learning;
- The Decree on the TVET Development Fund (TDF) was approved in 2023, establishing a mechanism to mobilize and manage financial resources for TVET development from multiple sources, including the private sector. A management and implementation unit has been established and operational guidelines for fund utilization have been developed. Concurrently, budget allocations for training permanent teachers in vocational education institutions have been increased for 2024 and 2025;
- Curricula across various higher education fields have been developed and revised to better align with labor market needs. Quality assurance units have been established within universities to support and sustain these improvements;
- Promotion of Digital Integration, the use of digital technology in teaching and learning was actively promoted and expanded across both vocational and higher education institutions

1.1.7. Management and Administration

Management and administration, particularly the strategic allocation of financial and human resources, including capacity building, information management, and additional administrative functions to address inequalities in disadvantaged areas, was a key priority of the 9th Five-Year Plan. However, implementation experience indicates that a number of challenges persist, limiting the achievement of this objective.

➤ Financing

During the 2021-2025 period, the state budget allocation to the education sector followed a downward trend. Education's share of GDP fell from 2.46% in 2019 to 1.65% in 2025, while its share of the main national budget (excluding debt and reserves) declined from 14.1% in 2019 to 9.1% in 2024, with only a slight recovery to 10.7% in 2025. While targeted increases were made for specific programs (e.g., school block grants, school lunches, teacher training, provision of textbooks and staff allowances), these were offset by inflation. Consequently, overall funding has been insufficient to drive systemic quality improvements, build capacity, or effectively address inequalities in target areas.

Despite recent efforts to reduce inequality, disparities between districts continue to widen. The challenge extends beyond the total budget size to its distribution. The system for allocating funds to local levels remains unable to meet the distinct needs of each locality. Despite improvements to the allocation formula, in particular the chapter 62 and 63, implementation under the existing decentralization model fails to ensure that funding is both appropriate and responsive to the realities identified through central-level analysis. This misallocation is a key factor driving growing disparities between districts.

Along with the Government budget, support from development partners and international organizations plays a critical role, with a significant share of program, activity, and administrative funding financed through external assistance. Official Development Assistance (ODA) plays a crucial role, accounting for approximately 18.5% of the education budget in 2025 which shows a relatively high proportion of external budgets. This external funding has been instrumental in piloting new systems and achieving specific results. However, it presents its own challenges: implementation and scaling up capacity within the sector is limited, and the long-term sustainability of donor-funded initiatives remains a concern. Furthermore, the support from development partners in disadvantaged districts has enabled targeted interventions in specific areas; however, significant disparities persist, and coverage remains incomplete nationwide. Data analysis indicates that inequalities in access, quality, and teacher supply extend beyond the 40 disadvantaged districts and are widespread across the country. In response, the government has allocated additional budget in 2025 to target priority districts in order to address declining enrollment and rising dropout rates in early childhood and general education.

Therefore, securing adequate and more effectively targeted funding will be the paramount challenge for the 10th Five-Year Plan (2026-2030). Without a significant increase in the sectoral budget and a fundamental improvement in allocation mechanisms, the goal of improving educational quality and outcomes in line with socio-economic development plans will likely remain out of reach.

Main achievements

- The School Block Grant (SBG) formula was revised in 2023 to ensure a more equitable allocation of funds based on school size, with implementation beginning in the 2023-2024 school year. Following a period of decline since 2019, the SBG budget saw a significant increase starting in 2024;
- The Global Partnership for Education (GPE) III project provided critical support for early childhood and primary education in 40 disadvantaged districts. This included supplementary SBG funding, support for community-based early childhood education, and professional development for primary school teachers;
- To ensure focused intervention, the sector conducted a review to select new priority districts for support. The official selection of these new districts, identified as facing the most pressing educational challenges, was approved in 2025;
- The Ministry of Education and Sports has taken steps to enhance the efficiency of its internal budget allocation, particularly through the optimized operation of the Planning and Finance Committee. Furthermore, key financial management information systems including the Planning and Budget Management Information System (PBMIS), Wage Management Information System (WMIS), SBG Management Information System (SBGMIS), and ODA Management Information System (ODAMIS) were improved to provide a more robust foundation for planning and budgeting.

➤ Personnel management

The education and sports sector is confronting a severe personnel crisis, driven by a combination of significantly reduced recruitment and high annual attrition. The annual quota for new civil servants in the sector was cut drastically, from 1,070 in 2020 to only 272 in 2024. Compounded by an annual loss of approximately 1,800 civil servants (including about 1,500 teachers), this trend has created a critical shortage that directly threatens the sector's goals for educational access and quality, particularly in the high-priority area of primary education.

The challenge extends beyond overall numbers to equitable distribution of the existing teaching workforce. The mechanism for allocating teachers is complex and often inefficient, leading to significant inequities. A primary issue is the prevalence of small schools in remote, sparsely populated areas. These schools cannot be staffed according to the national average student-teacher ratio of 24:1. This results in a high proportion of multi-grade classes, which account for 35.6% of classrooms nationwide and 51.1% in the 40 disadvantaged districts. These mixed classrooms are pedagogically challenging and negatively impact student learning, especially given the limited professional development available for teachers in such settings. Solutions like school consolidation are often impractical due to geographical dispersion and the risk of increasing student dropout rates. At the secondary level, the problem is one of inefficiency rather than shortage. The student-teacher ratio is approximately 16:1, but with declining enrollment, this has led to an ineffective allocation of specialized subject teachers, particularly in small lower secondary schools. Therefore, the sector's top priority is to resolve a critical strategic balance to achieve a more equitable distribution of teachers while right-sizing the teaching force to improve educational quality.

Addressing the persistent inequality in teacher distribution and the inefficiencies at both primary and secondary levels remains a fundamental challenge for the system.

The process for allocating annual teacher quotas faces significant systemic challenges. Quotas are primarily based on provincial proposals, which often lack a rigorous analysis of actual needs, leading to imbalances across regions and educational levels. A major impediment to equitable distribution is the personal preference of civil servants, including teachers, to remain near their permanent residences in convenient urban centers, creating a reluctance to serve in remote, understaffed areas. Although the government provides remote area subsidies, these incentives have proven insufficient to attract and retain a stable teaching workforce in the locations where they are most needed.

In response to this crisis, Prime Minister's Decree No.9 endorsed in July 2023 introduced a multi-pronged approach, including: providing grants to volunteer teachers, extending the tenure of retired teachers and introducing a flexible contract teacher system to improve the efficiency and equity of teacher allocation and management. Concurrently, under the leadership of the Ministry of Home Affairs, the Ministry of Education and Sports has reviewed and is improving the organizational structure, roles, and management capacities of administrative staff at central and local levels. However, the budget for such critical capacity-building initiatives remains limited, with many ongoing efforts dependent on support from development partners.

Despite these challenges, focused efforts in human resource management during the 9th Five-Year Plan have yielded several key achievements, which can be summarized as follows:

Main achievements

- The Government issued Resolution No. 09/PM on July 17, 2023, outlining critical policies and measures to tackle teacher shortages, reduce student dropouts, and promote vocational education. Subsequent implementation included the provision of government subsidies for volunteer teachers in 2024 and the extension of the retirement age for educators, contributing to a reduction in teacher shortages;
- The regulatory framework was strengthened through the issuance of Decree on Teacher Personnel No. 202/GoL (dated May 12, 2023), which superseded Decree No. 177/PM, followed by Decree on

Contracted Teacher No. 283/PM (dated May 22, 2024). Furthermore, a strategic 10-year Teacher Demand and Teacher Training Plan for ECE and General Education (2026-2035) was established;

- Under the broader public administration reform led by the Ministry of Home Affairs, the Ministry of Education and Sports has reviewed and revised the roles and responsibilities of its central and local-level organizations. This restructuring, approved by ministerial decree, provides a clearer mandate for departments at the central, provincial, and district levels. Based on this, Provincial Education and Sports Services (PESSs) are now using this new framework to refine roles and positions to enhance organizational performance;
- With support from development partners, comprehensive capacity-building initiatives were implemented nationwide for central and local-level staff. This training focused on critical areas such as data-driven teacher allocation planning, strategic planning and budgeting, and enhancing the sector's management capabilities.

➤ **Information management and other administrative management**

While the LESMIS system has been developed to collect essential data for policy analysis, the sector continues to face significant challenges in achieving a unified and effective information management framework. A primary issue is the lack of system integration. Educational data from many sub-sectors remains fragmented and has not been fully incorporated into LESMIS. Multiple, parallel information systems operate without interoperability standards, leading to data duplication and preventing a consolidated, sector-wide view of information. The root cause of this fragmentation is the absence of a formal digital governance structure. There is no clear framework to define system ownership, establish and enforce data standards, or coordinate responsibilities among different entities. This governance gap is a fundamental obstacle to developing a coherent data ecosystem.

Furthermore, technical and analytical capacity at both central and local levels is insufficient, negatively impacting data quality, verification processes, and the consistent use of data in planning. These challenges are compounded by budgetary constraints, which limit the resources available for system maintenance, further development, and ensuring the long-term sustainability of information management infrastructure, particularly at the local level.

Main achievements

- The MoES updated and expanded the capabilities of key database systems, including LESMIS, EMIS-FORM, LIST and others. This included the development of new dashboard and mobile applications. A significant milestone was the establishment of the integrated Education and Sports Information Management System (LESMIS), a locally hosted platform managed by MoES, which has developed the foundational architecture to support data integration across various systems;
- MoES has developed Digital Learning platform such as the "Kangpanya Lao" digital learning and teaching database to support digital and blended learning for students and teacher professional development. The platform has demonstrated significant uptake, with over 160,000 registered users, including more than 29,600 teachers.

- A comprehensive 10-year digital strategy for the education sector was formulated, accompanied by a 5-year action plan for 2026-2030 to guide its implementation;
- The legal foundation of the sector was significantly reinforced through the update and creation of numerous legal instruments under the Education Sector Act. A total of 32 documents were completed, comprising 6 laws, 12 decrees, 13 agreements, and 2 manuals;
- Capacity-building initiatives were conducted for central and local administrators and technical staff, strengthening their skills in planning, financing, monitoring and evaluation, and statistical data management;
- The MoES actively pursued international engagement, culminating in the signing of memorandum of understanding, cooperation plans, and scholarship agreements with the Ministry of Education, Labor, Science and Sports of 9 countries under 24 bilateral frameworks. Furthermore, cooperation was established with 50 international organizations, NGOs, Associations and foundations and resulting in 66 project agreements.

1.2. Science Sector

The MoES has overseen the management of science, promoted and supported research grants in science, technology and innovation, certified scientific achievements, creative works and talents, and ensured biosafety and radio-nuclear safety in accordance with laws and regulations. It has also promoted public awareness and interest in scientific work, highlighting its significance and value to society, resulting in the following key achievements:

➤ **Scientific management:**

- 1) Completed the amendment of the Law on Science and Technology (approved and promulgated for the 2023-2024 academic year; published and disseminated in 2024-2025).
- 2) Completed the National Strategy and Action Plan for Science, Technology, and Innovation 2026-2040;
- 3) Completed the creation of the Agreement on the Management of Radiation Sources;
- 4) Completed the drafting of the Agreement on Standards for Scientific Research Institutions;
- 5) Completed the drafting of the Agreement on the National Scientific Week;
- 6) Completed the drafting of the Prime Minister's Decree on the Management of Genetic Resources;
- 7) Completed the compilation of a scientific database for the science sub-sector in mid-2024 for integration into the MoES LESMIS system.
- 8) Completed the revision of the Protocol on a Nuclear-Materials-Free State (Small Quantity Protocol, SQP) and submitted it to the Ministry of Foreign Affairs for government endorsement in early 2024.
- 9) Completed the installation of stations and conducted training courses on environmental radiation station installation for radiation and nuclear safety management units using a Training

of Trainers (ToT) model at 4 universities (Savannakhet University, Champasack University, National University of Laos and Souphanouvong University).

- 10) Completed the development of a basic radiation knowledge guidebook for relevant sectors to demonstrate the importance and necessity of radiation and nuclear work (distributed to the Ministry of Health, Ministry of Industry and Commerce, Ministry of Agriculture and Forestry, and Ministry of Natural Resource and Environment).
- 11) Completed the development of tools and conducted data collection on the use of radiation sources in public hospitals nationwide and private hospitals in Vientiane Capital.

➤ **Scientific research and innovation:**

Over the past five years, the implementation of scientific research and innovation activities has faced considerable challenges. Limitations in organizational restructuring, specialized expertise, and budget constraints, coupled with inadequate research infrastructure, have posed significant obstacles. A key challenge has been the integration of tasks from the science sector development plan, particularly in research and innovation, into the 9th Education and Sports Sector Development Plan. Most tasks remained focused on preliminary surveys and data collection, lacking specialized personnel and sufficient funding, which hindered their ability to fully meet development needs. Despite these constraints, several notable achievements were made across various domains, as detailed below,

- 1) An epidemiological study on emerging infectious diseases related to waste management, funded by the French Government's Innovation Fund.
- 2) The "One Health" project successfully developed prototype products, including 3 formulations of liquid soap, 5 formulations of bar soap, and 4 formulations of dishwashing liquid.
- 3) A botanical study of Zingiberaceae plants (ginger and galangal) in Indochina (Cambodia, Laos, and Vietnam) collected over 200 specimens, discovered 2 new global species of *Caulokaempferia*, and published 3 international journal articles.
- 4) Completed a laboratory equipment usage guide and updated 8 training modules on science, technology, and innovation management.
- 5) Conducted training and seminars on science, technology and innovation management for civil servants in administrative positions from level 3 down to technical levels.
- 6) Launched a quarterly scientific-technical journal and developed database systems for publication management, websites, and E-Books.
- 7) Implemented the 2022 National S&T Potential Survey across 4 provinces (Vientiane Capital, Luang Prabang, Savannakhet, and Champasak), producing 3 technical reports.
- 8) The development of science and innovation training curricula has been completed. Implementation of the science and technology curriculum development project began in 2021. By 2022, curricula for seven sectors had been finalized, and three sets comprising 70 titles were published.
- 9) Eight original astronomy learning materials, totaling over 40,000 copies, were published and donated through collaboration between the Ministry of Education and Sports and Thailand's Ministry of Higher Education, Science, Research and Innovation.

- 10) Upgraded the official website of the Institute of Science and Technology (www.istm.most.gov.la).
- 11) Participate in establishing networks among researchers and scientists in various fields in the Lao PDR and internationally to enhance understanding of the importance of preventing and addressing air pollution, and to provide training in the use of the Zotero reference management program for researchers, students, and alumni.
- 12) Participate in a research network team to organize a training and competition for students from the Lao PDR and the Socialist Republic of Vietnam on the sustainable development of Kaysone Phommvihane City, in collaboration with the Faculty of Architecture (National University of Laos), Savannakhet University, Hanoi University of Architecture, the French Research Institute for Development, the Francophone University Network, the French Development Bank, and the French Research Institute for Development in Lao PDR.
- 13) Promote public awareness and understanding of the importance of scientific work for development, particularly through the annual celebration of National Science Day on 12 October. Each year, exhibitions of research findings and thematic seminars are organized, such as 'One Health in the Lao PDR and the Region (One Health in Practice)', in collaboration with the National University of Laos, the University of Health Sciences, the French Research Institute for Development in Lao PDR, and the Francophone University Network.
- 14) Collaborated with Thailand's National Science Museum to host a science caravan at Vientiane Secondary School, engaging 9,630 students from 60 public and private schools across Vientiane Capital.

➤ **Promotion of Scientific Research:**

Over the past five years, the National Council of Science Office has served as the secretariat for the National Council of Science, overseeing and promoting scientific research across sectors, and as the secretariat for the Science and Technology Development Fund, managing and facilitating the allocation of budgets for research, as well as the development of science, technology, and innovation. Despite facing various challenges, the Office has successfully achieved the following:

- 1) Revised key decrees, including the Decree on the Science and Technology Development Fund, the Decree on the Organization and Activities of the National Council of Science, and the Decree on Scientific Researchers;
- 2) Developed legislation and tools for the management and utilization of the Science and Technology Development Fund;
- 3) Established agreements on the determination of standards and qualifications for the National Council of Science;
- 4) Provided guidance to support capacity-building activities in science and technology;
- 5) Formulated guidance for the implementation of both basic and applied science research topics;
- 6) Created and updated the Science and Technology Development Fund network database, collecting statistics on 655 PhD and master degree researchers.
- 7) Developed the Science and Technology Development Fund website, including data entry, regular updates, and the design of its logo.
- 8) Collaborated with international partners, including the Science and Technology Development Fund of Vietnam, regional and global organizations to strengthen the Science and Technology

Development Fund of Lao PDR and conduct research on sustainable black ginger products in collaboration with the Republic of Korea

Despite these achievements, several challenges remain in the field of science. The scope of scientific research is still limited, with a strong focus on data collection and analysis but insufficient in-depth investigation of new innovations to support socio-economic development. Moreover, the science development plan is neither comprehensive nor sufficiently detailed. These challenges stem from multiple factors, including frequent revisions to the organizational system that disrupt activity continuity, the exclusion of science initiatives from the 9th Education and Sports Sector Development Plan of the Ministry of Education and Sports, and the absence of fully approved legislation and personnel frameworks. Additional constraints, such as limited budgets and insufficient professional capacity among staff, have further hindered the successful implementation of tasks.

1.3. Sports Sector

Physical education and sports are key responsibilities of the Ministry of Education and Sports, which promotes physical education for all Lao citizens, including the development of professional sports. Over the years, various legal documents and strategic plans have been drafted, such as the Sports and Physical Education Development Strategy through 2030 with a vision to 2050, and the revised Decree on the Policy Regime for Athletes and National Team Coaches. Efforts to develop physical education and sports have included promoting regional and international cooperation to strengthen sports personnel, improving management and administration, enhancing the quality of coaches and athletes, organizing various sports events, and participating in domestic, sub-regional, regional, and international competitions. These initiatives have led to the following achievements:

- 1) Promoted mass participation in physical education, exercise, and sports among people of all genders and ages. The participation rate increased from 30% in the 2019-2020 academic year, gradually rising to approximately 50% in 2024-2025.
- 2) Developed and refined legislative documents derived from the Law on Sports and Physical Education, completing 2 decrees to serve sports for all and 5 decrees to serve elite sports, and updated the regulations for 12 types of sports for all.
- 3) Enhanced the capacity of administrators, referees, and coaches for sports for all and physical education, reaching 1,191 individuals. For elite sports, 3,070 personnel received national certification and 220 received international certification.
- 4) Talented athletes and national team athletes have been developed systematically and continuously, reaching competency levels equivalent to international standards. This includes 458 talented athletes (136 women) and a national team of 680 athletes (225 women).
- 5) Organized the teaching of physical education, achieving a coverage rate of 94.05%; music, 93.83%; and fine arts, 89.90%. Basic self-defense education was implemented in 78.46% of upper secondary schools, and national defense and security education reached 44.92% of vocational and higher education institutions.
- 6) Successfully organized the 3rd National Paralympic Games in Xieng Khouang Province and participated in the 11th and 12th ASEAN Para Games, winning 4 silver medals and 17 bronze medals. Also participated in the 4th Asian Para Games, the 17th Paralympic Games, and other championships, securing 3 silver medals and 13 bronze medals.

- 7) Successfully organized the 7th National Secondary School Games in 2024 in Saravan Province and participated in the 13th ASEAN School Sports Competition in Vietnam, winning 1 silver medal and 3 bronze medals.
- 8) Successfully organized the 11th National Games in Xieng Khouang Province and promoted professional sports by participated in 10 domestic and international sports events upon various invitations, winning a total of 101 medals and 9 trophies, including 46 gold, 28 silver, and 27 bronze medals. At the 31st SEA Games in Vietnam, won 2 gold, 7 silver, and 33 bronze medals. At the 32nd SEA Games in the Kingdom of Cambodia, won 6 gold, 22 silver, and 60 bronze medals; Participated in the 19th Asian Games in China and won 3 bronze medals;
- 9) In implementing the National Agenda on Solving the Drug Problem, the Ministry has executed several key tasks. These include providing political and ideological education for staff, teachers, and students; strengthening the capacity of education administrators at all levels on countermeasures and drug prevention; developing and amending relevant legislative instruments; and establishing departments and drug-free education centers. To date, 4,353 primary schools (50.42%), 1,564 secondary schools (85.46%), all 10 teacher training colleges (100%), and 9 departments within the Education and Sports Sector have been declared drug-free. Developed and issued 14 pieces of legislation, nationwide anti-drug training has also been provided for the boards of 10 teacher training colleges.

Despite these achievements, several challenges remain in the field of sports and physical education. Athlete development at all levels remains limited in both quantity and quality and lacks strategic focus. The management of sports federations and clubs is weaker than required, and the application of sports science in the development of sports and physical education is still insufficient. These challenges are primarily due to limited budgets for sports development, including funding to support national sports federations in organizing competitions and developing personnel.

Section II. Policy Context

2.1. Regional and international context

The period from 2026 to 2030 will be a pivotal time for Lao PDR, requiring strategic and adaptable action in the education, science, and sports sectors. The country's development will be shaped by a complex mix of global and regional factors, bringing both exciting opportunities and significant challenges.

Globally, the lasting impact of the COVID-19 pandemic continues to drive a major rethinking of education systems. It has accelerated three key unchangeable global priorities: the urgent need for digital transformation bridge educational divides, the ethical and economic imperative for inclusive education, and the importance of building climate-resilient educational infrastructure. Parallel to this, the world's shift toward a digital and green economy is more than a trend—it is a fundamental change. This new economic order compels a strategic re-investment in human capital, specifically through robust STEM education, demand-driven vocational training, and enhanced research and development capabilities. The overarching goal is to cultivate a dynamic, innovative, and future-ready workforce capable of competing on the global stage.

Regionally, ASEAN integration offers a clear path for progress. Initiatives such as the ASEAN Education Plan and the ongoing development of qualifications frameworks provide strong incentives for Lao PDR to align its national systems with regional standards for quality assurance and mutual recognition of skills. This alignment is essential for improving the mobility and employability of Lao citizens. At the same time, major connectivity projects—most notably the Lao-China Railway—are reshaping the country's economic landscape. They highlight an urgent need to proactively develop a highly skilled workforce that meets the demands of emerging economic corridors and is able to leverage the nation's unique strengths.

This promising landscape is, however, accompanied by significant challenges. Geopolitical tensions, growing climate vulnerabilities, macroeconomic uncertainty, and shifting migration patterns together pose risks to public sector stability and the fiscal capacity for sustained investment. To navigate this uncertainty and seize emerging opportunities, the sector must focus on three pillars of modern governance: adaptive, evidence-based planning; the development of integrated and robust data systems; and strengthened collaboration among multiple stakeholders. These foundations are essential for achieving the nation's key goals: ensuring equitable access to quality education, establishing Laos as an emerging hub for scientific research and innovation, and leveraging sports to promote holistic youth development, resilience, and a strong national identity.

2.2. National Context

The Lao PDR is embarking on a transformative period defined by the formulation of its National Socio-Economic Development Plan (NSED) for 2026-2030. This strategic blueprint charts a course toward building an independent and self-sufficient economy, developing high-quality human resources, and improving living standards, all while ensuring sustainable environmental protection, enhanced regional connectivity, alongside effective state governance, society continues to be peaceful and orderly. This period is of paramount significance as it coincides with the nation's anticipated graduation from Least Developed Country (LDC) status, elevating the need for a robust, competitive, and skilled workforce to a national priority.

Despite a trend of stabilizing inflation, significant macroeconomic challenges persist. A sluggish economy and high public debt continue to exert pressure on the livelihoods of all ethnic groups, constraining access to essential social services, including quality education. This fiscal reality underscores the critical need for strategic, efficient, and high-impact investments within the sector. It is imperative to prioritize interventions that directly enhance learning outcomes, particularly at the primary level, where foundational literacy and numeracy form the non-negotiable bedrock for all future learning and socio-economic contribution.

While progress has been made in expanding access to education, significant quality challenges remain. A concerning number of children are still unable to read, write, or perform mathematics at grade-level standards, leading to high dropout rates and poorly prepared students advancing to higher grades. In response, the revised Education Law (2024) has made lower secondary education compulsory. Consequently, the national policy for 2026-2030 mandates a comprehensive reform of basic education. This includes transforming teaching and learning methodologies, instituting systems for the continuous professional development of teachers, implementing effective learning assessment mechanisms, and providing targeted support for underperforming students. Ensuring that every child acquires a solid learning foundation is not only an educational goal but an economic necessity for sustaining national development post-LDC graduation.

The sector is further tasked with supporting the nation's dual transition towards a digital and green economy. This requires the systematic integration of green skills, climate change education, and digital literacy across all levels of teaching and research. These efforts are directly contributory to achieving the Sustainable Development Goals, particularly SDG 4 on quality education, as well as related goals concerning health, gender equality, mother and child work. Simultaneously, the national policy on Science, Technology, and Innovation (STI) prioritizes research that addresses pressing socio-economic development needs.

Section III Overall Goals and Priority Policy Objectives .2026-2030

Overall Goal 2026-2030

“By 2030, all Lao citizens will have access to quality, universal basic education, as well as continuous learning opportunities that support improved learning outcomes and the acquisition of essential skills. The country will cultivate a skilled and knowledgeable workforce capable of applying advances in science, technology, and innovation to drive national socio-economic development and achieve Sustainable Development Goal 4. Furthermore, all citizens will have equitable access to physical education and sports, supported by a strong and professional sports workforce, enhancing Laos's presence and competitiveness on the international stage”

Table 1: Key Sector Performance Indicators (2026-2030)

No.	Indicators	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30
1.	ECE 5-year-old enrolment rate (%)	84.7	85.8	86.8	87.9	89	90
2.	Primary education net intake rate (grade 1) (%)	99.3	99.4	99.5	99.7	99.8	99.9
3.	Primary dropout rate (all grades) (%)	4.6	4	3.6	3.1	2.7	2.2
4.	Transition rate from primary grade 5 graduates to lower secondary grade 6 (%)	89.1	90.3	91.6	92.8	94.0	95.2
5.	Lower secondary education gross enrolment rate (%)	72.5	73.1	74.4	75.3	77.6	80
6.	Lower secondary education dropout rate (%)	12.4	11.7	10.8	9.9	9.0	8
7.	Percentage of in-service teachers and pedagogical advisors at all levels receiving continuing professional development, averaging 20% per year	22.67	20	20	20	20	20
8.	Number of youths, adolescent and dropouts from general education participating in NFE programmes including basic vocational education	30,093	30,000	30,000	30,000	30,000	30,000
9.	Number of students successfully completing formal TVET courses annually (50,000 within 5 years)	9,208	10,000	10,000	10,000	10,000	10,000
10.	Number of international curricula in Higher Education (cumulative)	8	10	12	14	17	20
11.	Number of internationally (ASEAN, ASIAN, International) recognized sports referees	8	6	6	6	6	6
12.	Percentage of people of all genders and age participating in physical education, exercise, and sports on a regular basis, from the national population aged 3 years and over (%)	5	5	5	5	5	5

It is emphasized that indicator targets (above and in sub-sector plans in Section IV) are based on budget allocations according to the second financing scenario (increased performance), outlined in Section V. Without increases in education financing it is unlikely that many of these targets will be achieved, further declines may be observed. Assumptions regarding education financing are provided in Section V.

3.1. Education Sector

Overall Education Sector Goal 2026-2030

“Provision of universal basic education, and expansion of equitable and continuous learning opportunities, to support lifelong learning and skills acquisition that will contribute to national socio-economic development, and attainment of SDG-4”

Priority Policies 2026-2030

The development of priority policy objectives has been guided mainly by the following key issues related to current sector performance and lessons learned from plan implementation over the last five years, this is also informed by data and evidences.

- Over the recent years, education sector performance has shown a downward trend. This necessarily means that ESSSDP 2026-2030 should focus on how resources are allocated and utilized efficiently, in order to regain previous levels of performance (particularly student participation) as a foundation for further improvements.
- It is clear from the last five years that low and declining education, science and sports financing is a substantial constraint on effective implementation of policies and strategies, and achievement of results. While this plan makes assumptions on gradual increases in financing necessary to improve sector performance, even with increases, financing is likely to be limited. Prioritisation of objectives within these known financing constraints is therefore essential (See Section V).
- Low primary learning outcomes, with the majority of students in several grades having levels of learning achievement below the expected standard, have a knock-on effect to secondary and further levels of education. If primary education learning is not improved then expansion of post-primary education will remain limited, with low transition between levels, persistently high drop-out, and low learning continuing throughout the system. Investment in post-primary education will be inefficient and will have limited results. This is the most critical challenge facing the education sector - that is holding back progress in its key objective of developing human capital for national social and economic development.
- Equity remains a key challenge with evidence of persistent and increasing disparities for disadvantaged groups, particularly in rural and remote areas. The need to increase equitable access is well recognised. It is also important to focus on equitable learning through strategies that address quality improvement for all groups/students, gender-parity, mother and child work.

Within this context, the priority policy objectives, the most important issues that must be addressed as a matter of priority and as a basis for further development of the education system are as follows.

Education Priority Policy Objectives 2026-2030

1. **Improve foundational learning.** Key aspects include: improving primary school readiness through increased equitable access to at least one-year of early childhood education; sufficient and equitable support to quality improvement in schools; and improved knowledge and skills of teachers to deliver good quality primary education for all students.
2. **Reduce financial barriers to primary and lower secondary education** to promote enrollment and prevent dropout. Key aspects include: expansion of targeted scholarship programmes; improve legislation to reduce the cost of education, maintain the school lunch in target schools, prioritising basic education (that is compulsory in law).
3. **Ensure sufficient and equitable allocation of teachers** according to needs, prioritising primary education. Includes review and strengthening of teacher planning, allocation and management systems.
4. **Improve equitable provision of education and training** through development and implementation of targeted programmes and financing mechanisms to reduce disparities for disadvantaged groups and in underserved geographical areas.
5. **Expand opportunities and promote equal access to TVET and Higher Education**, and improve the quality and relevance of post-basic education. Key aspects include diversification and modernisation of courses to meet labour market needs, strengthening quality assurance systems, and increasing partnerships with the private sector.

In addition, a key envisaged policy reform is **restructuring the Lao PDR general education system** during the period of the 10th ESSDP. The school system is currently comprised of 5 years of primary education, 4 years of lower secondary education, and 3 years of upper secondary education, a 5+4+3 structure. The 9th ESSDP 2021-25, included a policy action to review the structure for primary and secondary education, although a review has not yet been undertaken. A review will be undertaken during 2026, to assess the benefits and feasibility of reforming to a 6+3+3 structure, followed by comprehensive planning.

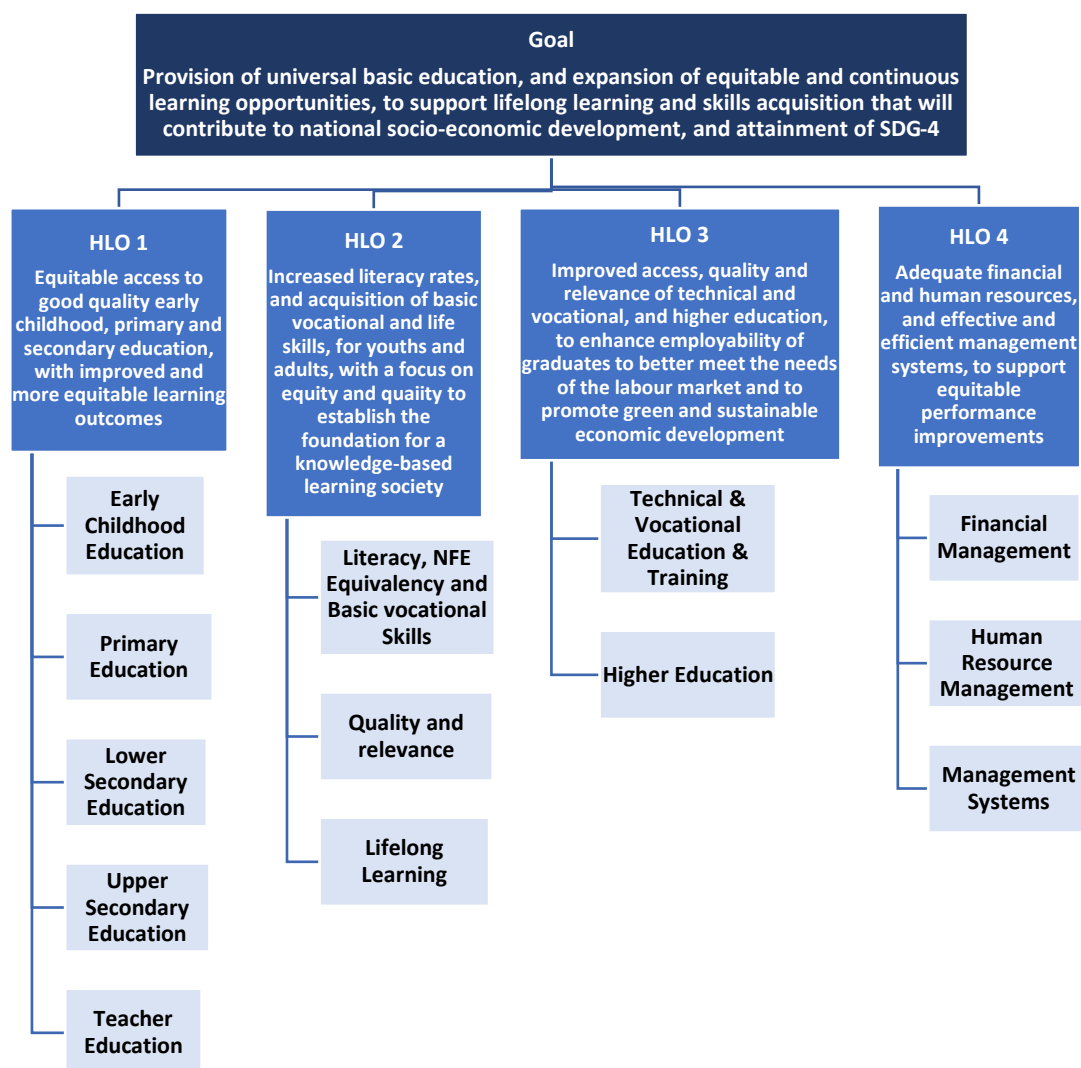
The broad purpose of restructuring to six years of primary education (consistent with a majority of countries, globally) is to both increase equitable access and to improve student learning outcomes. Key considerations include the financial and capacity implications of restructuring in respect to critical aspects, primarily teachers (supply and professional development), school infrastructure, and changes to curriculum including teaching and learning materials. It is also necessary to ensure that restructuring will be equitably implemented.

Preparations for the reform are expected to begin in 2026, with the aim of completing and initiating implementation of the 6+3+3 general education system within the framework of the 10th Five-Year Development Plan for Education, Science and Sports. The impacts of the reform, including cost implications, will be analyzed and translated into a detailed plan during 2026. At this stage, the reform remains in the preparatory phase, and specific policies, strategies, activities, and cost estimates have yet to be defined.

Education Structure of ESSDP 2026-2030

Four high-level outcomes support achievement of the education goal, as shown in Fig 1 below. Each HLO comprises a related set of sub-sectors, or supporting (cross-cutting) management functions for HLO 4. Each sub-sector also has a summary outcome (outlined in Section IV). Together, these form a results chain.

Figure 1: ESSDP 2026-2030 Education Sector Structure



Each of the HLOs are outlined in detail in Section IV, including indicators, and specific strategies and activities for sub-sectors/supporting functions.

3.2. Science Sector

Overall Science Sector Goal 2026-2030

"Drive all sectors towards growth and sustainability by developing and utilizing scientific, technological and innovative advances"

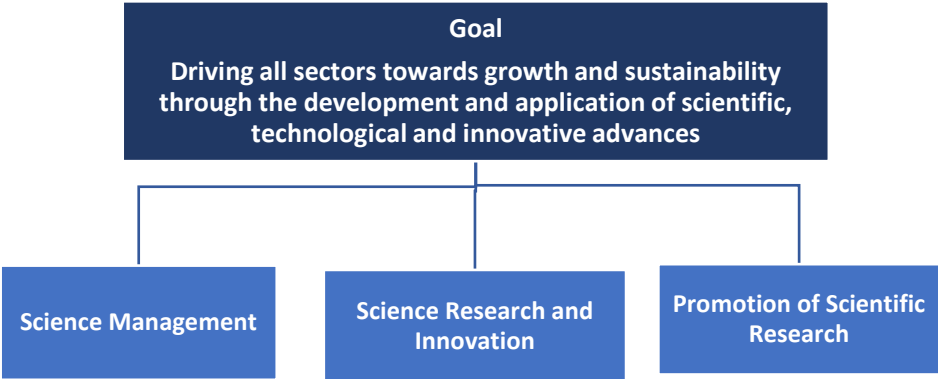
Priority Policies 2026-2030

The formulation of priority policies is grounded in a comprehensive analysis of key issues identified through the sector's current operational performance and evidence-based lessons learned from the past five years of implementation. Furthermore, this determination is rigorously aligned with relevant laws, decrees, strategies, and the National Science, Technology, and Innovation Development Plan 2026-2040.

Science Priority Policy Objectives 2026-2030

- 1. Increase society’s awareness of, and engagement with, the direction of scientific and innovative development;
- 2. Mobilize and promote scientific research across all national sectors, strategically aligned with the 24 designated priority areas, to directly support the objectives of the National Socio-Economic Development Plan (NSED) 2030-2036;
- 3. Systematically develop a skilled cadre of personnel in Science, Technology, and Innovation (STI) policy, management, and research to create a robust national innovation system capable of driving socio-economic development in the new era;
- 4. Intensify efforts to raise knowledge, understanding, and awareness of STI among youth, women, and students at all levels. This will be achieved through flagship programs such as the National Science Day, Science Week, the National Science Festival, STEAM activities, and national science competitions;
- 5. Proactively enhance and diversify cooperation with friendly countries, development partners, and regional and international organizations to secure focused and effective support for human resource development and research & development (R&D) in science, technology, and innovation.

Figure 2: ESSSDP 2026-2030 Science Sector Structure



3.3. SportsSector

Overall Sports Sector Goal 2026-2030

“By 2030, all Lao people will have greater access to physical activities and sports, will have more qualified personnel and a growing athlete base, helping to improve the nation's international presence, fostering pride, and developing a more sustainable sports workforce”

Priority Policies 2026-2030

Priority policies are identified based on key issues arising from the implementation of the sector's current functions, as well as lessons learned over the past five years, informed by data and evidence. They are also guided by relevant legal frameworks related to sports and physical education, including the Sports and Physical Education Development Strategy to 2030.

Sports Priority Policy Objectives 2026-2030

1. Continue to expand mass participation in sports and physical education, including activities that promote health, traditional sports, and development-oriented sports competitions.
2. Strengthen the capacity of sports and physical education personnel, with a focus on sports science, beginning at the level of educational institutions.
3. Strengthen governance and management systems of sports federations and clubs, with a focus on operational efficiency and effective administration, to support the systematic development of their respective sports
4. Promote the establishment and expansion of sports and physical education clubs within educational institutions and communities
5. Enhance international cooperation by fostering partnerships, mobilizing support, and facilitating knowledge exchange with partner countries to advance Olympic and Paralympic sports development
6. Establish mechanisms to identify and nurture talented children in sports, supporting their progression to professional levels, while further developing sports talent schools as key pathways for athlete development

Figure 3: ESSDP 2026-2030 Sports Sector Structure



Section IV. High Level Outcomes and Strategies 2026-2030

4.1. Education Sector Plan

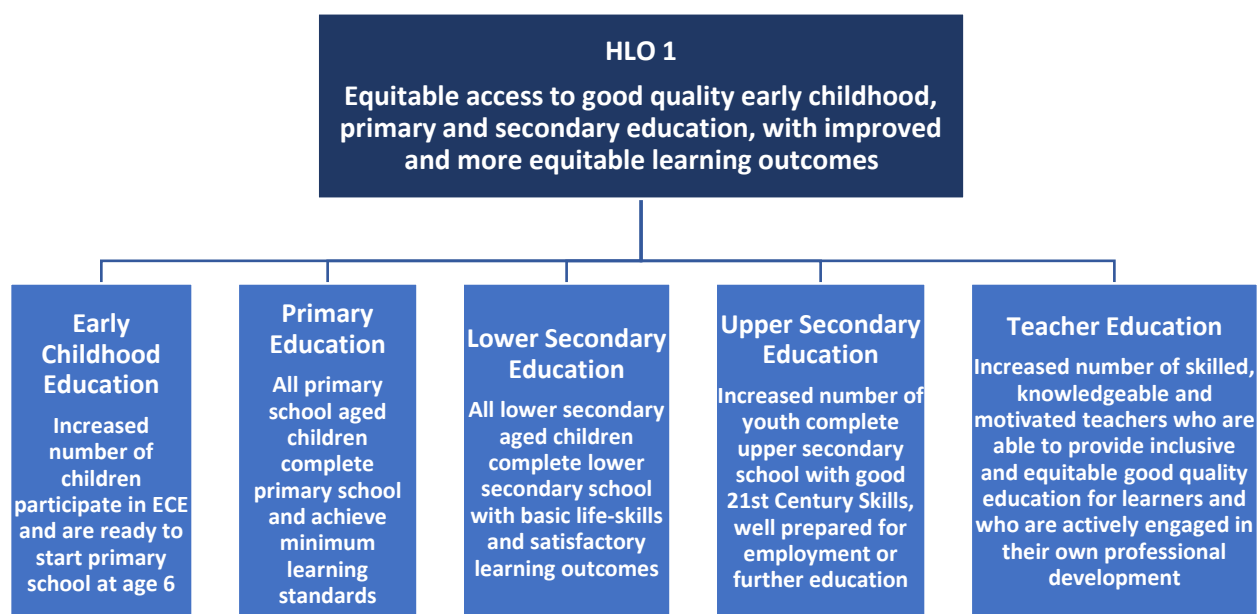
This section outlines the principal strategies for each specific objective, along with sub-sector plans encompassing key indicators, strategies, and main activities.

Indicators and targets have been established based on an assessment of implementation feasibility, considering both capacity and budget, as well as effective implementation methods designed to foster gradual and sustained improvement.

Target values for indicators are aligned with the assumptions of Fiscal Scenario Model 2 (Section 5), which anticipates a gradual increase in government budget allocation to the sector from 2026 to 2030. Should the sector budget instead follow Fiscal Scenario Model 1 where funding remains at 2025 levels, improvements in key performance indicators will likely be limited and trends observed in recent years may persist.

4.1.1. Higher Level Outcome 1 - Equitable access to good quality early childhood, primary and secondary education, with improved and more equitable learning outcomes

Figure 4: High Level Outcome 1 Structure



Summary of Key Challenges

The following is a summary of key challenges, related to issues to HLO1 and outlined in Section I.

Access

- Significant inequity at all levels, including geographical and socio-economic disparities, and gender disparities in secondary education
- Limited progress in expansion of ECE with reduced public provision
- Significant reductions in secondary education enrolment as a result of declining demand, and higher drop-out

Quality & Learning

- Persistently low student learning outcomes with average learning achievement significantly below expected grade levels. Low primary learning is continued into secondary education.
- High levels of multi-grade teaching and low literacy for non-Lao speaking children in early grades are significant constraints on effective primary education teaching and learning
- Low competency of teachers related to insufficient professional development and the slow pace of implementing teaching standards and performance evaluation systems

Resources and Management

- Limited budget allocation to support key priorities including ECE, teacher development, and quality improvement inputs and initiatives
- Subnational budget allocation systems do not sufficiently support targeting to improve equity according to needs
- Shortages of primary education teachers, and inequitable and inefficient teacher allocation across subsectors

Strategies to address these challenges are included in HLO 4

4.1.1.1. Main HLO 1 Strategies

Strategies will prioritize progress towards achieving access to universal basic education (primary and lower secondary education, as compulsory) with improved and equitable learning. Increasing access to good quality ECE to improve primary school readiness is a key aspect of achieving universal basic education.

❖ Equitable Access

1) Reducing the cost of Schooling

The main focus is to incentivize enrolment and reduce drop-out through the following targeted demand-side interventions that will reduce the costs of schooling.

- **Expand Targeted Scholarships/Stipends for Poor and Disadvantaged Students**

Targeted scholarships/stipends will be provided to reduce cost barriers for poor and disadvantaged students to ensure they enrol and remain in the education system⁴. MoES currently provides scholarships, and stipend amounts were increased in 2025, however beneficiary coverage is very limited. Stipends are provided to less than 1% of students in primary, around 4% in lower secondary and around 8% in upper secondary schools. A large proportion of stipend recipients are students in Ethnic Boarding Schools.

Expansion of scholarship programmes will be subject to a review of the functionality and effectiveness of existing scholarship programmes in achieving intended outcomes. It is envisaged that scholarship design and implementation mechanisms will need to be strengthened prior to expansion, including targeting and selection criteria, scholarship amounts (stipend levels), monitoring and evaluation systems, and financial management and reporting. Expansion will therefore be gradual at first, with more significant increases in numbers of beneficiaries envisaged from school year 2027-28.

Provision of lower secondary education scholarships will be the highest priority given significantly declining enrolment and high drop-out, and the need to expand access to compulsory lower secondary education. The costs of secondary education are higher than for primary (for example, costs of travel and boarding, related distance to school) and opportunity costs becomes a significant factor at secondary level. In addition, scholarships will be provided to upper secondary education students at a lower level of coverage.

Planned scholarship beneficiary indicative coverage by 2030, to be expanded annually based on effectiveness, is as follows:

- Primary education scholarships 4% out of all students
- Lower secondary education scholarships 12% out of all students
- Upper secondary education scholarships 10% out of all students

These are approximate proportions of enrolment; annual beneficiary target numbers are provided in sub-sector indicator tables.

This new policy to significantly expand school-level scholarships for poor and disadvantaged students has significant cost implications, and is therefore dependent on levels of education funding assumed under the increased financing scenario (outlined in Section V).

➤ ***Provide primary school lunches***

MoES will continue to provide *Primary School Lunches* for school children in targeted schools as a means of supporting student participation and also improving health and nutrition. Children in pre-schools attached to these primary schools are also provided with lunch.

2) Increase access to Early Childhood Education (ECE)

Increasing access to ECE, particularly for 5-year olds, will improve primary school readiness, support improved learning, and will contribute to reducing drop-out. However, a key challenge is that government resource allocation for ECE is very limited (recognizing that ECE is not compulsory). Government funding for expansion of ECE, including facilities and teachers, is unlikely to be sufficient in the medium term to support significantly increased enrolment. MoES will continue to work with development partners to

⁴ Scholarships for poor/disadvantaged students are increasingly implemented at large scale in countries experiencing similar challenges (e.g. Cambodia and Indonesia).

promote the use of alternative ECE approaches targeted to remote and disadvantaged areas. DPs currently provide support to targeted implementation, or piloting, of various models including community-based approaches, multi-age teaching, reading readiness, and a 10-week summer pre-primary programme. These approaches are more cost-effective, therefore having the potential to support increased participation. MoES will assess the feasibility of expansion of the various alternative ECE approaches including whether support could be provided through government systems. At the same time, pre-schools will be expanded where feasible and efficient, in particular related to the efficiency of teacher allocation.

3) Promote public awareness

MoES will continue to promote public awareness on the importance of education, including enrolment campaigns and specific targeted information. Public awareness is a supporting strategy, recognizing that tangible benefits and improvements in education service delivery are necessary increase demand.

4) Improve the quality of education and learning outcome

Enhancing the quality and create value of education is fundamental to stimulating demand for school enrollment and supporting student progression. While quality improvement remains, a central long-term priority expected to positively influence enrollment trends, such initiatives require sustained effort to yield results. In the short to medium term, targeted actions to reduce the direct and indirect costs of education for families are likely to have a more immediate and substantial positive impact on student enrollment rates.

5) Consider a dual classroom teaching arrangement (alternating morning and evening classes)

There is a declining demand for secondary education, with reduced enrolment, and this has resulted in inefficiency, with decreasing classes, class sizes and pupil teacher ratios. However, if planned expansion of secondary education can be achieved it will also be necessary to address supply-side capacity. Significant new infrastructure development is unlikely to be financially feasible in the medium term. According to demand MoES will therefore consider the need to introduce selective *double-shift schooling* at secondary level⁵.

Strategies to ensure sufficient and equitable distribution of teachers, to support education access, are outlined under Human Resource Management in HLO 4.

Quality and Learning

The main strategies to improve quality and student learning are focused on improving the competency and performance of teachers through strengthening professional development and teacher management systems, combined with strengthening curriculum implementation, school planning, management and quality assurance systems.

⁵ Double-shift schooling is where schools cater for two separate groups of students in a school day, usually in a morning and an afternoon shift. Each group uses the same buildings and other facilities. The approach is used to address shortages of physical infrastructure (classrooms etc) to increase enrolment and to reduce overcrowding, and sometimes to address shortages of teachers. Double-shift schooling is inherently cost-effective, and is used in many countries including Vietnam and Cambodia.

The highest priority is to improve the quality of primary education to ensure that all children acquire the foundational skills they need. To achieve this, MoES will develop and implement a coherent package of complementary measures, that are summarized below.

1) Strengthen curriculum implementation

In primary education, priorities to strengthen curriculum implementation include further development and roll-out of systems for Lao language support in early grades, formative assessment and remedial/catch-up programmes, development of resources for teachers to support effective multi-grade teaching, and strengthening the reliability and implementation of the Grade 5 student assessment system.

In secondary education, pilot approaches to integrate vocational education in secondary education (including linkages with TVET colleges) implemented during the 9th ESSDP will be evaluated for effectiveness, and the feasibility of expansion assessed. In addition, MoES will undertake a feasibility study on introducing specialization in upper secondary schools through establishment of two streams, natural and social sciences. These initiatives, if taken forward, will have significant implications for curriculum reform (and teacher development). Development and implementation of reliable systems for assessment of secondary education student learning achievement are also high priorities.

2) Expand access to improved Teacher Professional Development

Increased resources will be invested in *Continuing Professional Development* to improve teacher's access to a range of specifically focused, good quality, and needs-based CPD.

High priority is given to institutionalization of the CPD system including strengthening the capacity of Teacher Training Colleges (TTCs) and Provincial Teacher Development Centres (PTDs) to effectively support school and cluster-based CPD, and increasing internal pedagogical support capacity. As this decentralized approach to CPD becomes operational and is expanded, increased funding will be provided for CPD at local levels. This model of CPD will be more flexible, needs-based and cost-effective. Lessons will be learned from ongoing support to school and cluster-based CPD that has been implemented in selected districts from 2024. Increased use of ICT for teacher CPD will be expanded to the extent feasible.

CPD will be designed and implemented to respond to specific technical needs. Current priorities in primary education include strengthening content knowledge in core subjects, multigrade teaching approaches, formative assessment, implementing Lao language support, remedial programmes, and inclusive education. Priorities in secondary education include: improved content knowledge and pedagogy in STEM subjects; 21st century skills such as critical thinking, creativity, communication, and collaboration; and the use of ICT. If streaming is introduced in upper secondary education there will be significant implications for teacher development related to new curricula.

Implementation of CPD is currently significantly dependent on district targeted development partner support. It is necessary to increase government funding to scale-up approaches nationally, and this strategy is therefore dependent on levels of education funding assumed under the increased financing scenario (outlined in Section V).

Given the known capacity limitations of existing (in-service) teachers, CPD is the highest priority. Investment in *Pre-Service Teacher Education*, to produce new teachers, will be informed by assessment of teacher demand and supply, related to enrolment, taking into account the teacher quota, teacher attrition, and also the size of the pool of qualified teachers (large numbers of qualified and experienced ex-volunteer teachers exist, many of whom would likely return with paid position). There is currently (and

in recent years) limited need to produce new teachers (given the low quota and declining enrolment). However, if projected increases in student enrolment under the increased financing scenario are achieved (and combined with ongoing attrition) there will be a need to produce more qualified teachers. Other priorities for pre-service teacher education include updating pre-service curriculum (aligned to school curriculum and integrating new pedagogical approaches) for pre-service courses and also qualifications upgrading courses. At secondary level, an important focus is to encourage enrolment in pre-service programmes in specific subjects where there is a shortage of teachers, for example in science subjects.

3) Strengthen teacher management

Teaching standards underpin recruitment, professional development, performance management and career development. Finalization and systematic implementation of teaching standards, and good quality teacher performance evaluation (linked to standards) for all education levels, is a high priority to be completed during the first two years of ESSSDP 2026-30.

Strategies to ensure sufficient, equitable and efficient teacher allocation, to support quality and learning, are outlined under Human Resource Management in HLO 4.

4) Improve school management and quality assurance

Development and roll-out of the primary education School-Based Management (SBM) system, and primary education Fundamental Quality Standards (FQS), have been slow. In 2024-25, with support from development partners, SBM training has been piloted in selected 40 districts, and FQS has been piloted and introduced in 60 districts, and has been implemented at school level in only 30 districts. Nationwide roll-out of both of these systems is planned by the end of 2026. Important priorities are to ensure complementarity and consistency between these linked approaches (including reviewing whether both systems could be combined in one approach), and also to monitor and evaluate the efficacy of these systems, including the reliability of diagnostics and assessments, and the effectiveness of resultant plans.

Developing capacity to effectively implement these systems at the school level will be challenging, and dependent on sufficient financial support. Development and introduction of these systems in targeted districts have been reliant on development partner support. In order to systematically introduce and develop capacity, nationwide, it will be necessary to allocate sufficient government funding. These strategies are therefore dependent on levels of education funding assumed under the increased financing scenario (outlined in Section V).

FQS is also planned to be introduced in ECE (where piloting has started) and secondary education (where development is in progress). Again, sufficient funding to effectively develop, pilot and implement these systems nationwide will be dependent on the increased financing scenario. Effective nationwide implementation of primary FQS is the highest priority for financing.

Cross-cutting Strategies

The following two strategies are intended to improve both student participation and learning.

1) Improving the link between ECE and primary education

Currently, linkages between ECE and primary education remain limited across the curriculum, teacher development and pedagogy, student outcome monitoring, classroom management, and school environments. Improving the transition between ECE and primary education is a critical aspect of improving foundational learning. In addition to expanding ECE access to improve primary school

readiness, a key focus is to ensure alignment and implementation of appropriate ECE curriculum and pedagogy with the primary education curriculum. Another strategy will be to promote coordination between ECE institutions and primary schools at a local level. This will facilitate better mutual understanding between teachers and principals in each institution, on both teaching and learning, and management issues, to support effective transition for students. DGE and DECE will work closely together, coordinated with other relevant departments including RIES and DTE, to develop specific strategies and guidance for national implementation.

2) Strengthening Parental Engagement

Active parental engagement in education, particularly in the early years, is critical, however it is very limited in Lao PDR. For example, the percentage of children aged 7-14 attending school whose household member discussed their child's progress with a teacher, and whose household member attended a school management meeting, in the last year, are 6.5% and 3.8% respectively (LSIS, 2025).

Parenting programmes, designed to strengthen parenting skills, can be tailored for parents of children at different ages, and can be implemented through a variety of formats, such as workshops, meetings, consultations and provision of information (through various channels). Research shows these programs can result in improved child development outcomes, including educational (for example improved literacy and numeracy), social and emotional well-being, behavioural, and also health and nutrition outcomes.

While implementation of parenting programmes has been limited, the government is implementing (with external support) an holistic multi-sectoral parenting programme, *'Love and Care for Every Child'*, in 14 targeted remote districts that have limited access to essential services. The focus of this programme includes early years education, health, nutrition and child protection, with collaboration across key government agencies including MoES, the Ministry of Health, and the Ministry of Labour and Social Welfare.

Within this context, MoES will promote the development, piloting and scaling-up of education parenting programmes, prioritizing parents of children of ECE and primary school age. Key aspects of the programmes will be to support parents in creating a supportive home environment for learning, including learning through play for pre-school ages and reading-at-home initiatives for primary school children. Parents benefitting from ECE and primary education parenting programmes will have skills and capacity to continue to support their children's learning through secondary education.

4.1.1.2. Early Childhood Education Plan

1) Outcomes for 2026-2030

"Increased number of children participate in ECE and are ready to start primary school at age 6"

The strategic focus on expanding Early Childhood Education (ECE) enrollment is central to preparing children for formal schooling and ensuring they are ready to commence primary education at age six. This effort extends beyond merely improving equitable access to emphasize the enhancement of education quality and the holistic development of children. The approach is grounded in a curriculum that strengthens all five key developmental domains physical, cognitive, linguistic, socio-emotional, and approaches to learning with targeted emphasis on foundational literacy, numeracy, and emotion

intelligent. By establishing these critical early building blocks, the initiative aims to significantly increase the likelihood of children successfully completing primary education, thereby contributing to the comprehensive development of all children in the Lao PDR.

The plan recognizes the multi-sectoral nature of early childhood development; in particular the need address health, nutrition and WASH, in addition to educational aspects, to ensure that all children, regardless of geography, ethnicity, or gender, will enter primary school healthy, well-nourished, developmentally on track, and ready to learn.

2) Indicators and targets

Table 2: Early Childhood Education Indicators (2026-2030)

	Indicator		Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verification
1.	ECE 3-5 year-old enrolment rate	National	64.4%	65.1%	65.9%	66.6%	67.3%	68%	EMIS
		45 DDs ⁶	47.4%	49.5%	51.6%	53.7%	55.9%	58.0%	
		GPI ⁷	1.006	0.97 – 1.03					
2.	ECE 5 year-old enrolment rate	National	84.7%	85.8%	86.8%	87.9%	89.0%	90.1%	EMIS
		45 DDs	74.6%	76.9%	79.1%	81.4%	83.7%	86.0%	
		GPI	0.998	0.97 – 1.03					
3.	% of Primary G1 students attending ECE	National	71.3%	71.5%	72.7%	73.3%	74.9%	75.9%	EMIS
		45 DDs	59.1%	60.0%	61.9%	63.1%	65.4%	67.2%	
		GPI	1.020	0.97 – 1.03					
4.	% of primary schools with a pre-primary class	National	25.9%	26.1%	26.2%	26.4%	26.5%	26.6%	EMIS
		45 DDs	30.4%	31.3%	32.0%	32.6%	33.1%	33.7%	
5.	% of public Kindergartens with basic WASH facilities meeting standards		78.0%	82.4%	85.9%	88.7%	91.0%	92.8%	EMIS
6.	Percentage of ECE teachers accessing CPD (Indicator is also included in <i>Teacher Education Sub-Sector Plan, 4.1.1.5.</i>)		-	20%	20%	20%	20%	20%	DTE
7.	% of pre-schools and Kindergartens receiving CPD		-	5%	5%	5%	5%	5%	DTE

3) Strategies and Activities

Equitable Access

⁶ 45 Priority District of Education Sector

⁷ Gender Parity Index

Strategies	Main Activities
1.1. Implement one-year school readiness program to ensure all children, with particular attention to gender equality, ethnic groups, and children with disabilities, development growth	1.1.1. Conduct a comprehensive evaluation of existing one-year pre-primary program models to identify the most effective and cost-efficient approaches. 1.1.2. Deliver pre-primary lessons prioritizing access for 3-5-year-old children such as multigrade pedagogical instruction, pre-primary classes, community-based school readiness, 10 weeks summer program and other locally relevant and effective formats. 1.1.3. Establish robust data collection systems within the LESMIS database to accurately track and monitor children's participation across all early childhood education modalities, ensuring complete enrollment data for precise rate calculations.
1.2. Enhance the safety and attractiveness environments for all children	1.2.1. Construct new and renovate existing buildings for Pre-primary schools and public early childhood education facilities, with a specific focus on ensuring safe, accessible, and hygienic sanitation facilities, inclusivity for children with disabilities. 1.2.2. Sustain and expand the provision of school lunch programs for children in primary school preparatory classes, targeting priority primary schools as identified in the Primary Education sub-sector plan.

Quality and Learning

Strategies	Main Activities
2.1 Ensure the provision of high-quality, age-appropriate teaching and learning tools and materials	2.1.1. Conduct a comprehensive review and systematic update of all teaching and learning materials for primary preparatory classes, play-based learning groups, and the 10-week summer preparatory program to ensure alignment with national early learning standards and primary Grade 1 curriculum 2.1.2. Provide and distribute developmentally appropriate educational tools and materials for different type of ECE. Provide basic digital media and equipment to enhance teachers' professional capabilities and school management
2.2. Enhance the quality of learning readiness, health, and nutrition for children aged 3-5 years	2.2.1. Conduct specialized training programs for educators on the effective implementation of all early childhood education types 2.2.2. Deliver targeted training for educators on implementing evidence-based reading readiness programs specifically designed for 5-year-old children 2.2.3. Strengthen multi-sectoral collaboration to systematically integrate health promotion, hygiene education, and nutrition programs within early childhood education settings, including the implementation of robust child protection policies.

Strategies	Main Activities
2.3. Strengthen the continuous professional development system for early childhood education teachers	2.3.1. Establish and operationalize a management system to support the continuous professional development of early childhood educators, recognizing this as a fundamental driver for improving learning outcomes <i>(The strategic framework and specific focus areas for teacher continuous professional development, including pre-service teacher education, are detailed in the Teacher Education Sub-Sector Plan under Section 4.1.1.5.)</i>

Administration

Strategies	Main Activities
3.1 Enhance the planning, management, and leadership capabilities of early childhood education facilities	3.1.1. Build the capacity of provincial, district, and pre-school institutions to utilize the Fundamental Quality Standard (FQS) to improve the quality and efficiency. 3.1.2. Implement professional development programs for administrators and directors of both public and private. 3.1.3. Integrate gender-parity, mother-child, climate change adaptation and disaster risk reduction measures.
3.2 Guarantee the predictable provision of adequate budget and qualified teachers for early childhood education	3.2.1. Implement financial management improvement strategies for educational institutions, (See HLO4, 4.1.4.2) 3.2.2. Conduct a comprehensive review and reform of the teacher allocation and contract teacher system (See HLO4, 4.1.4.3)
3.3 Develop and expand training on ECE school-based management, incorporating principles of gender equality, in close coordination with IFEAD	3.3.1. Develop and implement training curricula and instructional materials for educational management to strengthen the capacity of early childhood education administrators. 3.3.2. Design and deploy a comprehensive guideline to systematically support, monitor, mentor, and guide early childhood education directors.
3.4 Promote active parental and community participation in initiatives aimed at increasing enrollment and enhancing the quality of early childhood education	3.4.1. Develop and pilot a structured Parenting Programme, focused on enrollment, quality improvement, foundational learning, and school management. Pilot was supported by DPs. 3.4.2. Implement a comprehensive, multi-channel public awareness campaign on the critical importance of early childhood education 3.4.3. Strengthen the capacity and mandate of Village Education Development Committees to actively participate in school development planning and mobilize parental and community engagement in school activities.

Strategies	Main Activities
3.5 Encourage and facilitate investment from individuals, legal entities, and organizations both domestic and international	3.5.1 Improve and Develop relevant legislation for the management of early childhood education and private sector investment in early childhood education development Taking into account gender and ethnic equality 3.5.2 Encourage private early childhood education institutions to invest in each level, training and development of teachers and staff both domestically and internationally with the educational institution's own funds, taking into account gender and ethnic equality
3.6 Establish effective inspection, monitoring, and evaluation systems for early childhood education, focusing on child development and continuous quality improvement.	3.6.1 Establish and strengthen systems for the inspection, monitoring, and evaluation of child development, while building the capacity of central and local levels to use assessment tools for improving the quality of early childhood education. 3.6.2 Conduct a systematic evaluation of the implementation and impact of the Decree on Early Childhood Education.

4.1.1.3. Primary Education Plan

1) Outcomes for 2026-2030

“All primary school aged children complete primary school and achieve minimum learning standards”

During the 2026-2030 period, the Ministry of Education and Sports will focus on strengthening the reading, writing, and arithmetic foundations of primary students (Grades 1-3) in line with national standards. Key priorities include supporting low-performing students particularly non-Lao-Tai speakers and children with disabilities reducing barriers to learning, building teacher capacity, and engaging parents, communities, and village committees in the educational development process.

2) Indicators and targets

Table 3: Primary Education Indicators (2026-2030)

	Indicator		Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verifica tion
1.	Primary Education net enrolment rate	Nationwide	99.3%	99.4%	99.5%	99.7%	99.8%	99.9%	EMIS
		45 DDs	97.2%	97.7%	98.2%	98.7%	99.2%	99.7%	
2.	Primary Education drop-out rate	Nationwide	4.5%	4.0%	3.6%	3.1%	2.7%	2.2%	EMIS
		45 DDs	7.8%	7.0%	6.3%	5.5%	4.7%	3.9%	
3.	Primary net cohort completion rate	Nationwide	70.7%	73.3%	76.0%	78.8%	81.6%	84.6%	EMIS
		45 DDs	51.5%	55.4%	59.5%	63.9%	68.5%	73.4%	

	Indicator		Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verifica tion
4.	Number of primary school students receiving scholarship		5,539	6,800	8,800	12,100	17,600	27,300	DGE
5.	Number of primary school students receiving school lunches		254,481	265,210	276,470	288,290	300,710	313,750	DGE
6.	% of primary schools with basic WASH facilities meeting standards		81.1%	84.0%	86.4%	88.4%	90.1%	91.6%	EMIS
7.	Percentage of primary teachers accessing CPD (Indicator is also included in <i>Teacher Education Sub-Sector Plan</i> , 4.1.1.5.)		-	20%	20%	20%	20%	20%	DTE
8.	Percentage of primary school principals accessing CPD		-	10%	10%	10%	10%	10%	DTE
9.	% of primary schools with over 80% compliance with teacher allocation guidelines (Indicator is also included in <i>Human Resources Management Plan</i> , 4.1.4.2.)	All teachers	70.2%	70.6%	70.9%	71.3%	71.7%	72.0%	DoOP
		Government teachers	76.5%	76.9%	77.2%	77.6%	78.0%	78.3%	
10	% of students passing the standard of SDG4.1.1b in reading (complete grade 5)	All	11% ⁸ (2023-24)	-	-	-	Increased	-	SEA-PLM
		Female	14% (2023-24)						
		Male	7% (2023-24)						
11	% of students passing the standard of SDG4.1.1b in Mathematic (complete grade 5)	All	33% ⁹ (2023-24)	-	-	-	Increased	-	SEA-PLM
		Female	34% (2023-24)						
		Male	29%						

⁸ Band 5 and above

⁹ Band 5 and above

	Indicator		Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verifica tion
			(2023- 24)						

3) Strategies and Main Activities

Equitable Access

Strategies	Main Activities
1.1. Reduce financial barriers to primary education to increase enrollment and reduce school dropout	1.1.1. Expand scholarship provision for targeted poor and disadvantaged students, including students with disabilities. Create incentives to promote students who have good and excellent academic results 1.1.2. Improve legislation that helps reduce household expenses related to schooling, including mechanisms for selecting target groups and the implementation of stipend/scholarship programs 1.1.3. Maintain the school lunch program in targeted schools. Strengthen data collection, monitoring and analysis, and evaluate the educational outcomes and cost-effectiveness of the programme 1.1.4. Create system to track students at risk of dropping out from school
1.2. Establish safe, healthy, and inclusive learning environments to foster effective education for all students	1.2.1. Supply and improve facilities for school access; supply necessary teaching and learning equipment, including assistive devices for students with disabilities. 1.2.2. Improve legislation for developing "Green Schools" and encourage and promote schools to become green schools. 1.2.3. Strengthen the capacity of district and provincial education administrators in promoting health, hygiene, disaster response and climate change and nutrition, including school lunch programs. 1.2.4. Promote knowledge and skills for students on sex education, gender roles, unexploded ordnance (UXO), violence, inclusive education, and drug prevention in schools. 1.2.5. Monitor the assessment of effective school health programs based on the "3 Stars" model.
1.3. Promoting lifelong learning in primary education	1.3.1. Promote a culture of lifelong learning by supporting diverse and flexible learning pathways for all citizens. 1.3.2. Establish systematic linkages and partnerships between formal school-based education and community-based learning opportunities. 1.3.3. Recognize, validate, and leverage skills and teaching that occur outside the formal school system.

Quality and Learning

Strategies	Main Activities
2.1. Enhance curriculum delivery and student assessment to improve learning outcomes.	2.1.1. Review the continuous progression policy to ensure alignment with the new revised primary education curriculum. 2.1.2. Strengthen formative assessment to improve teaching and learning, and self-assessment based on the fundamental quality standards. 2.1.3. Develop Multigrade Teaching Guidelines and information for primary teachers for nationwide use starting in SY 2026-27. 2.1.4. Implement and evaluate school self-assessment based on the Fundamental Quality Standards (FQS), with an emphasis on Part 3: Learning. 2.1.5. Encourage, promote, and monitor the examinations for outstanding students, while also improving the quality of progression and completion exams. 2.1.6. Monitor the implementation of the students award winning in each subject and the primary education grade 5 graduation examination 2.1.7. Assess the learning achievement of primary education students (SEA-PLM in 2029 and Grade 3 in 40 districts).
2.2. Develop and supply quality teaching and learning materials and equipment sufficiently, aiming to improve the quality of education.	2.2.1. Support the teachers in teaching materials 2.2.2. Provide schools with ICT equipment and media to support teacher professional development and management at the school. 2.2.3. Promote the use of digital learning and ICT in teaching (using digital platforms and the Laos Knowledge Repository), including inclusive education through digital transformation and artificial intelligence. 2.2.4. Develop curricula, textbooks, and teacher guides for primary education, including inclusive education, in line with the education system reform. 2.2.5. Promote the establishment of libraries as reading and learning centres. 2.2.6. Promote the teaching and learning of science, sports, and arts.
2.3. Develop high-quality continuous professional development for primary education teachers to enhance teacher capacity and improve teaching performance.	2.3.1. Align all continuous teacher professional development with the strategies outlined in the Teacher Education Sub-Sector Plan (4.1.1.5). 2.3.2. Monitor, encourage, assist, and evaluate the performance of education development workers, school cluster supervisors, principals, classroom teachers, multi-grade classroom teachers, and teachers who have received teaching positions, including those in inclusive education. <i>(The strategic framework and specific focus areas for teacher continuous professional development, including pre-service teacher</i>

Strategies	Main Activities
	<i>education, are detailed in the Teacher Education Sub-Sector Plan under Section 4.1.1.5.)</i>
2.4. Improve the learning of literacy and numeracy in the early primary grades	2.4.1. Continue implementing the Lao language teaching support program, including development and distribution of Lao language teaching and learning materials, and provision of training for newly recruited teachers. 2.4.2. Strengthen the capacity of Lao language and Mathematics teachers in the early primary grades. 2.4.3. Strengthen the capacity of teachers to provide remedial support for students with low learning outcomes in Lao language and Mathematics and monitoring this activity 2.4.4. Continue implementing Spoken Lao Programme for non-Lao speakers from ethnic communities to enable them to acquire the necessary Lao language skills to participate fully in the education system

Administration

Strategies	Main Activities
1.1. Strengthen the planning, management, and leadership capabilities of primary schools	1.1.1 Improve legislation for the management of primary schools and the use of ICT in school management. 1.1.2 Strengthen the capacity of school principals in technical, policy, anti-human trafficking work, and school management areas, including expansion programs and school lunch provision. 1.1.3 Promote knowledge for schools and localities in all forms of agricultural production for school lunch provision; including promoting knowledge on nutritious food and safe food management in schools. 1.1.4 Prepare for the improvement of the primary education system from 5 years to 6 years. 1.1.5 Enhance the efficiency of the internal supervision system, school clusters, and the district education office. 1.1.6 Establish policies to promote the recognition of teachers, students, model schools, and model school clusters. 1.1.7 Provide continuous professional development for school principals, including capacity building in SBM and FQS. <i>(Details regarding continuous professional development for education administrators will be in the Human Resource Management Plan, point 4.1.4.3)</i> 1.1.8 Develop and improve legislation and the system for the selection and appointment of female primary school principals

Strategies	Main Activities
1.2. Ensure the adequate and equitable allocation of budgetary and human resources	1.2.1 Monitor and evaluate the disbursement and utilization of school block grants, and the school lunch programs. (Specific strategies for improving educational institution finances are detailed in the Financial Management Plan, Section 4.1.4.2)
1.3. Disaster and Climate Change Risk Management in the Education Sector	1.3.1 Strengthen the capacity of education administrators at the central, provincial, and district levels in school disaster prevention, disaster response and climate change. 1.3.2 Develop and implement systems for monitoring and strengthening disaster risk management and climate change inschools.
1.4. Promote active parental and community participation in initiatives aimed at increasing enrolment and improving the quality primary education.	1.5.1 Develop and pilot a structured Parenting Programme, focused on primary education enrollment, quality improvement, foundational learning, and school management, with an evaluation for national scale-up in 2027. 1.5.2 Conduct targeted outreach and enrollment campaigns to highlight the value of education. 1.5.3 Strengthen the capacity of Village Education Development Committees, community and parents for effective school planning and management. 1.5.4 Closely support the Village Education Development Committees in the implementing process

4.1.1.4. Lower Secondary Education Plan

1) Outcomes for 2026-2030

“All lower secondary aged children complete lower secondary school with basic life-skills and satisfactory learning outcomes”

Over the next five years (2026-2030), the core focus of the Education, Science and Sports Sector will be to reverse declining enrollment and significantly reduce dropout rates in lower secondary education, thereby ensuring the equitable completion of quality compulsory education for all.

2) Indicators and targets

Table 4: Lower Secondary Education Indicators (2026-2030)

	Indicator		Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verification
1.	Primary (G5) to Lower Secondary (G6) transition rate	National	89.1%	90.3%	91.6%	92.8%	94.0%	95.2%	EMIS
		45 DDs	78.8%	81.2%	83.6%	85.9%	88.3%	90.7%	
		GPI	0.98	0.98-1.02					
2.		National	72.5%	73.1%	74.4%	75.3%	77.6%	80.3%	EMIS

	Indicator		Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verification
	Lower Secondary gross enrolment rate	45 DDs	53.0%	53.4%	54.7%	56.1%	59.6%	63.9%	
		GPI	0.99	0.98-1.02					
3.	Lower Secondary Education drop- out rate	National	12.5%	11.7%	10.8%	9.9%	9.0%	8.1%	EMIS
		45 DDs	18.0%	16.8%	15.6%	14.3%	13.1%	11.8%	
		GPI	0.98	0.98-1.02					
4.	Lower secondary net cohort completion rate	National	35.4%	39.0%	42.9%	47.1%	51.6%	56.6%	EMIS
		45 DDs	17.6%	20.9%	24.7%	29.1%	34.3%	40.2%	
		GPI	1.1	0.97-1.03					
5.	Number of lower secondary students receiving scholarships		14,567	16,400	19,600	24,600	32,700	44,400	DGE
6.	% of lower secondary schools with basic WASH facilities meeting standards		83.8%	83.8%	86.2%	88.6%	90.7%	92.4%	EMIS
7.	Percentage of lower secondary teachers accessing CPD (Indicator is also included in <i>Teacher Education Sub- Sector Plan, 4.1.1.5.</i>)		-	20%	20%	20%	20%	20%	DTE
8.	Percentage of lower secondary school principals accessing CPD (Indicator is also included in <i>Human Resources Management Plan, 4.1.4.2.</i>)		-	5%	5%	5%	5%	5%	DTE
9	Average Learning Outcomes in Lao Language	Average	500.75 ¹⁰ (2018- 2019)	-	Increased	-	-	-	ALSO
		Female	517.2						
		Male	484.3						
10	Average Learning Outcomes in Mathematics	Average	501.1 (2018- 2019)	-	Increased	-	-	-	ALSO
		Female	506.2						
		Male	496						
11		Average	499.65	-	Increased	-	-	-	ALSO

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	Indicator		Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verification
	Average Learning Outcomes in Sciences		(2018-2019)						
		Female	505.6						
		Male	493.7						

3) Strategies and Main Activities

Equitable Access

Strategies	Main Activities
1.1. Reduce financial barriers to lower secondary education to promote enrollment and prevent dropout.	1.1.1. Expand scholarship provision for targeted poor and disadvantaged students, including students with disabilities. Expansion will be subject to review of existing scholarship provision, evidence of effectiveness, and strengthening planning, targeting, selection, implementation, disbursement, and monitoring and evaluation systems. 1.1.2. Create incentives to encourage students with good and excellent academic performance. 1.1.3. Build and provide facilities for students in dormitories.
1.2. Review and revise legislation to ensure the transition of all Grade 5 graduates into quality lower secondary education.	1.2.1. Review and improve school management and inclusive education. 1.2.2. Conduct a feasibility study on expanding the school lunch program to lower secondary grades in targeted schools. 1.2.3. Provide facilities and resources that support school attendance and co-curricular activities. 1.2.4. Establish Fundamental Quality Standards for lower secondary education
1.3. Promote public awareness on the importance of secondary education, and provide information and guidance to vulnerable students.	1.3.1. Design and implement secondary education awareness campaigns through digital channels targeting parents in rural areas and students in urban communities. 1.3.2. Disseminate materials and information focusing on safe migration, anti-human trafficking and scam awareness, targeted to students at risk of dropping out of lower secondary or in the transition to upper secondary/TVET.
1.4. Strengthen the role of parent associations, village education development committees, and	1.4.1. Involve the community participation in the creation and implementation of school development plans. 1.4.2. Systematically monitor and support the activities of Parents' Associations, Village Education Development Committees, and community partners.

Strategies	Main Activities
communities in school development.	
1.5. Establish safe, healthy, and inclusive learning environments to foster effective education.	1.5.1. Improve infrastructure, environment, and facilities to meet the Fundamental Quality Standards for lower secondary education (electricity, clean water, toilets [separated by gender], etc.), including for inclusive education. 1.5.2. Supply teaching and learning equipment (textbooks, notebooks, blackboards, ICT equipment, storybooks, supplementary readers, and others) and assistive devices for students with disabilities. 1.5.3. Develop, update, and disseminate comprehensive school health promotion policies. 1.5.4. Integrate key life skills education into the curriculum, covering comprehensive sexuality education, UXO awareness, drug prevention, and anti-violence. 1.5.5. Strengthen collaboration with local health authorities to implement integrated school health, nutrition, and child protection programs. 1.5.6. Support diverse extracurricular activities, such as girls' clubs, and programs in sports, arts, and sciences.
1.6. Foster a foundation for lifelong learning at the lower secondary education level	1.6.1. Provide guidance to lower secondary education students on career pathways, including further education and training through TVET, and employment opportunities. 1.6.2. Develop a national framework for the Recognition of Prior Learning to validate competencies gained through all forms of lifelong learning. 1.6.3. Promote diverse and flexible learning pathways to foster a culture of lifelong learning. 1.6.4. Establish systematic linkages between formal schooling and non-formal, community-based education. 1.6.5. Build the capacity of non-formal educators and community facilitators.

Quality and Learning

Strategies	Main Activities
2.1. Enhance curriculum delivery and student assessment	2.1.1. Evaluate the implementation of vocational education programs at both lower and upper secondary levels.

Strategies	Main Activities
to improve learning outcomes.	2.1.2. Develop a strategic plan for expanding vocational education in lower secondary schools, based on the evaluation results. 2.1.3. Finalize, disseminate, and monitor the nationwide implementation of the Formative Assessment manual and remedial catch-up manuals for low-performing students. 2.1.4. Conduct a national assessment of student learning outcomes (ASLO) 2.1.5. Establish a national system to track the pathways of secondary school graduates (employment, further education, training). 2.1.6. Develop and administer national final examinations for upper secondary students. 2.1.7. Promote the integration of ICT, science, and foreign language instruction in lower secondary schools. 2.1.8. Research, develop, and refine curricula, textbooks, and teacher guides for the transition to a 3-year lower secondary system, incorporating inclusive education principles
2.2. Ensure the provision of quality teaching and learning materials, equipment and facilities	2.2.1. Ensure the provision of sufficient textbooks, teacher guides, supplementary reading materials, and teaching media to all schools. Develop and promote the use of e-textbooks, particularly in urban areas, while ensuring sufficient supply of textbooks to schools and students that cannot access e-books 2.2.2. Equip schools with specialized learning facilities, including science laboratories, ICT and language classrooms, vocational training rooms, and libraries. 2.2.3. Supply basic ICT equipment and digital learning resources to support teacher professional development and classroom instruction in targeted schools.
2.3. Expand high-quality, continuous professional development to build teacher capability and improve performance.	2.3.1. Align all continuous teacher professional development with the strategic framework outlined in the Teacher Education Sub-Sector Plan (4.1.1.5). 2.3.2. Monitor, support, and evaluate the performance of guidance counselors, school cluster leaders, principals, and teachers, including their work in inclusive education. <i>(The strategic framework and specific focus areas for teacher continuous professional development, including pre-service teacher education, are detailed in the Teacher Education Sub-Sector Plan under Section 4.1.1.5.)</i>
2.4. Improve the quality of teaching, learning, and the learning of science,	2.4.1. Strengthen capacity regarding classroom-based learning assessment.

Strategies	Main Activities
21 st century skills, digital literacy, and the use of ICT in schools.	2.4.2. Encourage and promote remedial teaching for students with low learning outcomes. 2.4.3. Promote, encourage, and support the teaching and learning of foreign languages, 21st century skills, ICT, science, sports, and arts, including inclusive education 2.4.4. Monitor the implementation of the curriculum and the assessment of teaching and learning outcomes.

Administration

Strategies	Main Activities
3.1. Strengthen the planning, management, and leadership capabilities of schools and school clusters.	3.1.1. Review and update legislation governing the management of lower secondary schools. The use of ICT in the management of both public and private schools. 3.1.2. Provide continuous professional development for school principals in educational leadership and management, including training on inclusive education. 3.1.3. Reform the selection and appointment system for secondary school principals to promote gender equality, including targeted measures to increase the proportion of female principals. 3.1.4. Equip secondary schools with foundational ICT equipment for school administration and management, and training on ICT skill 3.1.5. Develop and implement systems for monitoring and strengthening disaster risk management and climate change in schools. 3.1.6. Establish and develop high school clusters and model school clusters to enhance educational quality and efficiency. 3.1.7. Conduct a comprehensive study on reforming the education structure from a 5+4+3 to a 6+3+3 model. 3.1.8. Enhance the efficiency of the internal supervision system, school clusters, and the District Education Bureau. 3.1.9. Establish policies to promote the recognition of teachers, students, model schools, and model school clusters.
3.2. Ensure the adequate and equitable allocation of budgetary and human resources.	3.2.1. Monitor the utilization and management of school block grants (see HLO4, 4.1.4.2) 3.2.2. Review and optimize teacher allocation and staffing models for lower secondary schools to ensure equity and adequacy (see HLO4, 4.1.4.3)

Strategies	Main Activities
3.3. Mobilize and strengthen the role of parents' associations, village education development committees, and communities in school development.	3.3.1. Develop, revise, and disseminate legislation that mandates and guides community participation in the creation and implementation of school development plans. 3.3.2. Systematically monitor and support the activities of Parents' Associations, Village Education Development Committees, and community partners

4.1.1.5. Upper Secondary Education Plan

1) Outcomes for 2026-2030

“Increased number of youth complete upper secondary school with strong 21st Century Skills, well prepared for employment or further education”

Upper secondary education will be systematically improved and developed by setting clear policies and strategies to ensure continuity of education from lower secondary school level to upper secondary education and reduce the dropout rate. This will ensure that learners have the knowledge, skills and academic skills in line with the national curriculum, with an emphasis on STEM (Science, Technology, Engineering, and Mathematics) subjects, 21st century skills, and the integration of general education with vocational education. Increase the use of information and communication technology (ICT) in the teaching and learning process, improve the curriculum to ensure alignment with lower secondary education, develop all personnel through mechanisms for continuous professional development, and strengthen the guidance system for education and career development for learners to provide them with understanding and readiness to enter the world of work or continue their studies at a higher level. In addition, the Ministry of Education will also conduct a feasibility study on the differentiation of study pathways at the upper secondary level (natural sciences, social sciences, (and general studies, which will require a comprehensive impact study to ensure consistency.

2) Indicators and targets

Table 5: Upper Secondary Education Indicators (2026-2030)

	Indicator		Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verifica tion
1.	Lower secondary (G9) to Upper Secondary (G10) transition rate	National	77.3%	78.6%	80.0%	81.4%	82.7%	84.1%	EMIS
		45 DDs	65.0%	67.1%	69.2%	71.3%	73.4%	75.5%	EMIS
		GPI	0.96	0.97-1.03	0.97-1.03	0.97-1.03	0.97-1.03	0.97-1.03	EMIS
2.		National	38.4%	37.3%	37.0%	37.9%	39.8%	42.5%	EMIS
		45 DDs	20.7%	19.7%	18.9%	19.1%	19.8%	21.2%	EMIS

	Indicator		Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verifica tion
	Upper Secondary gross enrolment rate	GPI	0.95	0.97-1.03	0.97-1.03	0.97-1.03	0.97-1.03	0.97-1.03	EMIS
3.	Upper Secondary Education drop-out rate	National	13.5%	12.8%	12.2%	11.4%	10.5%	9.8%	EMIS
		45 DDs	18.2%	17.3%	16.6%	15.5%	14.3%	13.3%	EMIS
		GPI	0.98	0.98-1.02	0.98-1.02	0.98-1.02	0.98-1.02	0.98-1.02	EMIS
4.	Number of students receiving scholarships		10,543	11,100	11,800	12,600	13,500	14,600	EMIS
5.	Percentage of upper secondary teachers accessing CPD (Indicator is also included in <i>Teacher Education Sub-Sector Plan, 4.1.1.5.</i>)		-	20%	20%	20%	20%	20%	DTE
6.	Percentage of upper secondary school principals accessing CPD (Indicator is also included in <i>Human Resources Management Plan, 4.1.4.2.</i>)		-	5%	5%	5%	5%	5%	DTE
7.	Achieve HOT (High Order Thinking) in Lao Language		43% (2017-2018)	-	Increase d	-	-	-	ALSO
8.	Achieve HOT (High Order Thinking) in Mathematic		23% (2017-2018)	-	Increase d	-	-	-	ALSO
9.	Achieve HOT (High Order Thinking) in Sciences		21% (2017-2018)	-	Increase d	-	-	-	ALSO

3) Strategies and Activities

Equitable Access

Strategies	Main Activities
1.1. Increase enrollment rate for Upper secondary level	1.1.1. Expand scholarship provision for targeted poor and disadvantaged students, including students with disabilities. 1.1.2. Expansion will be subject to review of existing scholarship provision, evidence of effectiveness, and strengthening planning, targeting, selection, implementation, disbursement, and monitoring and evaluation systems. 1.1.3. Develop legislation which encourages students who have completed lower secondary education to continue to upper

Strategies	Main Activities
	secondary education with an emphasis on reducing family .expenses 1.1.4. Providing scholarships for both domestic and international education for outstanding national students 1.1.5. Provide school travel expenses for schools far from home, under .appropriate conditions
1.2. Promote public awareness on the importance of secondary education, and provide information and guidance to vulnerable students.	1.2.1. Design and implement secondary education awareness campaigns through digital channels targeting parents in rural areas and students in urban communities. 1.2.2. Disseminate materials and information (already developed by MoLSW and MoES) in upper secondary schools, focusing on safe migration, anti-human trafficking and scam awareness, targeted to students at risk of dropping out (or in the transition to TVET/higher education).
1.3. ,Promote a safe healthy, attractive and conducive school environmentfor effective learning, including inclusive education.	1.3.1. Provide clean water, facilities, school buildings, student dormitories (separate for boys and girls), toilets (separate for boys (and girls, safe toilets (separate for boys and girls), to schools i.ncluding students in remote areas 1.3.2. .Provide assistive devices for students with disabilities 1.3.3. Promote a variety of extracurricular activities such as establishment of girls' clubs, and participation in sports and the arts competitions.
1.4. Foster a foundation for lifelong learning at the upper secondary education level	1.4.1. Provide guidanceto upper secondary education students on career pathways, including further education and training through TVET, and employment opportunities. 1.4.2. Develop a national framework for the Recognition of Prior Learning to validate competencies gained through all forms of lifelong learning. 1.4.3. Promote diverse and flexible learning pathways to foster a culture of lifelong learning.

Quality andlearning

Strategies	Main Activities
2.1. Strengthen curriculum implementation and student assessment to improve learning outcomes	2.1.1. Review upper secondary and general vocational curricula to ensure consistency with the needs of each locality. 2.1.2. Strengthen internal guidance, general vocational classroom management, and assessment to improve teaching and learning and create a system to monitor students at risk of dropping out of secondary school.

Strategies	Main Activities
	2.1.3. Incorporate STEM learning, inclusive education, and teaching and learning foreign languages and ICT (Digital and Artificial Intelligence) into the teaching-learning. 2.1.4. Follow and evaluate the teaching and learning outcomes of STEM, inclusive education, ICT use, and foreign languages. 2.1.5. Promote the teaching and learning of 21st century skills across the curriculum, such as critical thinking, creativity, communication, and collaboration. 2.1.6. Monitor, inspect, evaluate and quality assure curriculum implementation secondary education. 2.1.7. Develop and implement a national coordination system to implement a survey of secondary school graduates (lower and upper secondary) to track the employment, further education or training of graduates.
2.2. Providing teaching and learning materials, equipment and facilities	2.2.1. Provide textbooks, teacher guides, equipment, and teaching materials based on identified needs. 2.2.2. Develop and promote the use of e-textbooks, particularly in urban areas, while ensuring sufficient supply of textbooks to schools and students that cannot access e-books 2.2.3. Provide ICT equipment, computers, testing tools, science laboratories, libraries, ICT classrooms, foreign language classrooms, practical training rooms, etc., as well as inclusive education. 2.2.4. Create digital learning management system.
2.3. Increase the continuous professional development of higher secondary school teachers to develop teachers' capabilities and improve their work efficiency.	2.3.1. Strategies and focus areas for continuous teacher professional development, including teacher education, are outlined in the Teacher Education Sub-Sector Plan (4.1.1.5). 2.3.2. Strengthening school clusters, principals, teachers, and pedagogy advisor including inclusive education <i>(The strategic framework and specific focus areas for teacher continuous professional development, including pre-service teacher education, are detailed in the Teacher Education Sub-Sector Plan under Section 4.1.1.5.)</i>
2.4. Create conditions for secondary schools to become model schools	2.4.1. Improve and develop legislation and regulations standards for establishing model schools and model public school clusters 2.4.2. Provide infrastructure and equipment what is needed for secondary schools to become model schools. 2.4.3. Strengthening high school clusters to develop high school clusters into model high school clusters.

Strategies	Main Activities
	2.4.4. Monitor, inspect, and evaluate model schools and secondary school clusters.

Administration

Strategies	Main Activities
3.1. Strengthening school planning, management, and leadership	3.1.1. Create and develop legislation for the management of public schools 3.1.2. Create and develop legislation on teacher positions 3.1.3. Continuous professional development for school administrators on administration and management and teaching leadership 3.1.4. Follow up ,encourage ,support and e.valuate school administrators 3.1.5. Develop and implement systems for monitoring and strengthening disaster risk management and climate change inschools. 3.1.6. Strengthen the capacity of administrators to provide knowledge to students on anti-human trafficking work in schools.
3.2. Adequate and equitable provision and allocation of budgetary and human resources	3.2.1. Monitor the use of educational institution management funds (see HLO4, 4.1.4.2) 3.2.2. Review and improve the supply, allocation and integration of teachers according to the courses taught in secondary education. (see HLO4, 4.1.4.3)
3.3. Promote the participation of 'parents associations, village education development committees, and communities in school development	3.3.1. Strengthening the Parents' Association to encourage children to complete upper secondary pursue further studies in vocational/higher education 3.3.2. Monitor and evaluate the effectiveness of the Parents' Association activities.

4.1.1.6. Teacher Education Plan

1) Outcomes for 2026-2030

“Increased number of skilled, knowledgeable and motivated teachers who are able to provide inclusive and equitable good quality education for learners and who are actively engaged in their own professional development”

Many policies and mechanisms to support teacher education have been developed to serve as a foundation for continuous professional development of teachers. The focus for the next five years is to continue emphasizing CPD for teachers, administrators, and pedagogical advisors in early childhood

education, general education, and teacher training institutions on subject-specific knowledge, pedagogy, and skills in the use of ICT and AI, in order to enable teachers to effectively deliver quality and equitable education for all learners. It will also encourage teachers to take an active role in their own professional growth in line with teaching standards. In addition, the CPDMIS will also be developed to ensure effective data collection, monitoring, and capacity development in response to changes over time.

2) Indicators and targets

Table 6: Teacher Education Indicators (2026-2030)

	Indicator		Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verification	
	Pre-Service Teacher Education									
1.	Pre-service teacher training curricula updated/ revised to align with school curricula	ECE	-	Diploma and Bachelors	-	-	-	-	DTE	
		Primary	Diploma	Bachelors	-	-	-	-		
		Secondary	Bachelors (Lao, English, Maths, Physics, Chemistry, Biology)	Bachelors (Geography, History, French, ICT, PE, Arts)	-	-	-	-		
	Teacher Continuous Professional Development									
2.	% of teachers accessing CPD	ECE	20%	20%	20%	20%	20%	20%	DTE	
		Primary	20%	20%	20%	20%	20%	20%		
		LSE	20%	20%	20%	20%	20%	20%		
		USE	20%	20%	20%	20%	20%	20%		
	Management & Administration									
3.	Number of TTCs upgraded to Teacher Training Institutes (TTIs)	All 8 TTCs have been evaluated		3 TTCs	3 TTCs	2 TTCs	-	-	DTE	

3) Strategies and Activities

➤ Pre-Service teacher education

Strategies	Main Activities
1.1. Ensure sufficient production of newly qualified teachers according to teacher demand	1.1.1. Implement a detailed teacher training plan and create a system for estimating teacher training numbers based on the 10-year teacher training and demand plan (2026-2035)
	1.1.2. Mobilize local authorities and parents to encourage and guide secondary school graduates to pursue careers in teaching.

Strategies	Main Activities
	1.1.3. Promote enrollment in teacher education programs in areas with teacher shortages (disadvantaged, rural, and remote areas) to increase teacher recruitment and retention in such areas. 1.1.4. Promote enrollment in secondary education teacher education programs in areas with subject shortages (particularly science subjects) to increase teacher recruitment in such subjects. 1.1.5. Set up conditions and qualification students in teacher education. Provide allowances to student teachers at each teacher education institution according to the specified number and condition. 1.1.6. Monitor and support the implementation of comprehensive academic tasks to enhance teacher capacity in teacher education institutions.
1.2. Ensure the provision of pre-service teacher training curricula for all levels and streams aligned with the ECE and general education curricula.	1.2.1. Review and improve the upgrading curricula (continuous system) for the ECE and primary education to align with the ECE and general education curricula. 1.2.2. Strengthening teachers in teacher training colleges in implementing improved bachelor and upgrading curricula, which cover both content and teaching methods, including teaching methods that use ICT and AI.
1.3. Review and improve legislation to upgrade the status of teacher training institutions and prepare for upgrading to a national teacher training university.	1.3.1. Review the scope, roles, and action plans to elevate the status of Teachers College as a teacher training institution. 1.3.2. Comprehensively survey and analyze feasibility data related to merging the Teacher Training Institute and the Faculty of Education into a National Teacher Training University. 1.3.3. Develop, disseminate and implement legislation and processes regarding the establishment of the National Teacher Training University.

Continuing Professional Development (CPD)

Strategies	Main Activities
2.1. Strengthening and modernizing continuous professional development (CPD) at each level effectively	2.1.1. Review and develop legislation and guidelines on CPD for teachers, including calculating credits for various training courses under CPD at all levels and in all streams, in line with teacher education curricula at all levels. 2.1.2. Develop guideline of CPD for teachers in ECE and general education. 2.1.3. Strengthen the implementation of the CPD network together with provinces, districts and school clusters at all levels; 2.1.4. Strengthen the capacity of TTCs and Teacher Development Centers (Provincial) TDCs to become centers of teacher professional development by focusing on:

Strategies	Main Activities
	- Develop training manuals and build capacity for teachers in teacher training institutions as needed, in line with teacher teaching standards, including ICT and AI skills in media development and teaching and learning. - Review and improve the work manual of the TDCs, including strengthening management and specialized skills. - Establish a support network between TTIs and PTDCs 2.1.5. Establish mechanisms and provide necessary technical support and Strengthening school clusters and schools for CPD work in TTIs and PTDCs across the country 2.1.6. Establish a teacher education forum and review the implementation of the Teacher Education Council 2.1.7. Develop an online training system for primary school teachers.
2.2. Review and improve the professional development support system for Pedagogical advisory work at all levels.	2.2.1. Develop a system for monitoring the performance of PA staff at all levels; 2.2.2. Assess the professional development needs of PA staff at all levels ; 2.2.3. Strengthen support for teachers and educational workers, both internal and external.
2.3. Provide sufficient and equitable access to good quality teacher CPD	2.3.1. Expand the provision of flexible, needs-based and cost-effective school-based CPD 2.3.2. Develop and provide CPD guidelines for districts and schools. 2.3.3. Increase capacity of school principals and school clusters leaders to ensure access to quality CPD in schools and school clusters 2.3.4. Expand the use of ICT for teacher CPD to the extent feasible 2.3.5. Prioritize primary education to ensure access to school CPD in all districts 2.3.6. Develop financing mechanisms to provide funds to districts/schools for implementation of school and cluster-based CPD (details will be provided in section 4.1.4.2)
2.4. Design and implement CPD according to priorities and needs	2.4.1. Design and implement effective CPD delivery mechanisms, including specific school and cluster-based approaches, and self-access to resources through ICT. 2.4.2. Priorities for the focus of CPD include the following: - Content knowledge and pedagogy aligned to revised curricula at all levels - Inclusive education in all grades through gender-sensitive teaching principles, special needs identification, classroom adaption, and support for students with disabilities

Strategies	Main Activities
	- Implementing Lao language support in early primary grades, including assisting target groups of students who do not speak Lao at home - Multi-grade teaching in primary education - Formative assessment and remedial support in primary and lower secondary - Classroom management - Skills in using ICT and AI in teaching and learning and assessment processes - Gender-sensitive STEM teaching and learning in secondary schools - Integration of 21st century skills across the curriculum, such as critical thinking, creativity, communication, and collaboration - Strengthening school principals to implement curriculum effectively

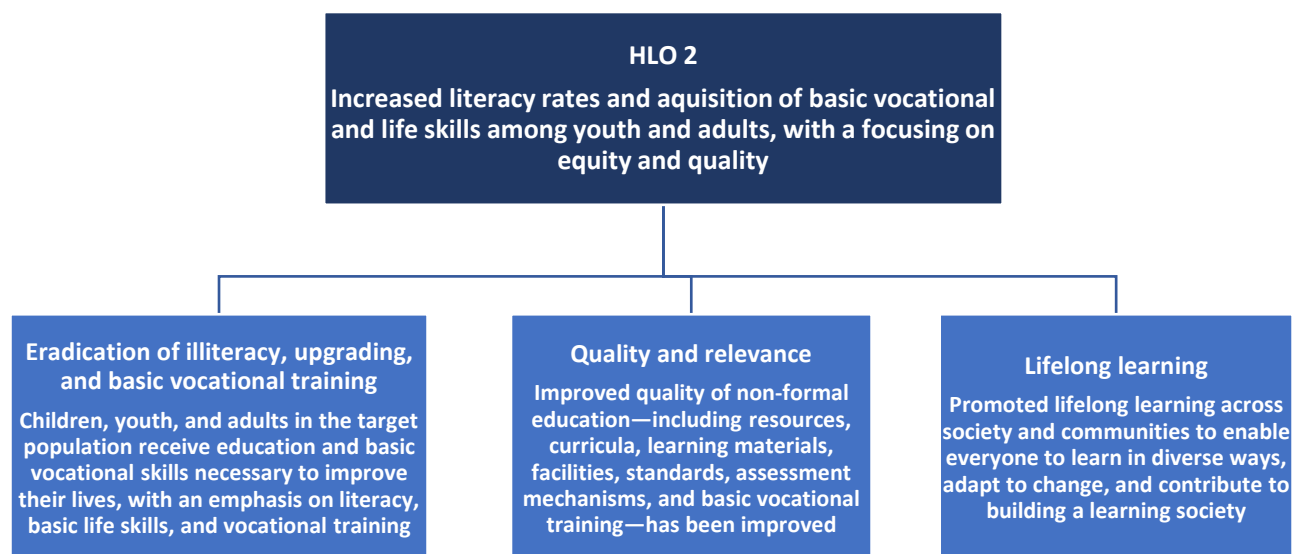
Management and Administration

Strategies	Main Activities
3.1. Promote the implementation of teaching standards for teachers at all levels to be consistent with Lao teacher standards.	3.1.1. Develop ECE teaching standards. Disseminate teaching standards nationally, apply to teacher recruitment processes, teacher performance evaluation, career progression and design of teacher professional development 3.1.2. Improve teaching standards for secondary school teachers and in TTIs. Conduct nationwide dissemination to be applied to teacher recruitment processes, teacher performance evaluation, and teacher professional development.
3.2. Strengthen and implement teacher performance evaluation systems to improve teacher performance	3.2.1. Review and revise teacher performance evaluation systems for all levels, aligned to teaching standards, and ensure nationwide implementation. (Implemented by the Department of Organization and Personnel, included in the Human Resources Management Plan 4.1.4.2) 3.2.2. Review and develop the licensing of teachers in TTIs, ECE, and general education, both public and private. 3.2.3. Review and develop a framework for monitoring and evaluating the development of continuous teacher training from ECE, general education, and TTIs

Strategies	Main Activities
3.3. Strengthen planning, management and quality assurance in Teacher Training Colleges	3.3.1. Develop a comprehensive support system and build capacity for TTIs in planning, resource management, monitoring and evaluation, and quality assurance to support the performance of teacher training institutions. 3.3.2. Conduct testing, monitoring, and evaluation of curriculum implementation in TTIs and student teacher learning outcomes according to teacher training curriculum standards.
3.4. Strengthen information management for teacher education institutions (TEMIS) to be integrated with the system (LESMIS) and learning information resources in a modern format for the teacher education sector, including CPDMIS	3.4.1. Improve, develop and create a database system to manage and evaluate teacher training, education personnel and student teachers at all levels including credits accumulation; 3.4.2. Develop a system for monitoring student teachers in their careers after graduating from teacher education institutions; 3.4.3. Develop electronic learning information resources and improve implementation mechanisms to serve teacher education; 3.4.4. Provide modern facilities for teaching and learning and management of teacher education institutions; 3.4.5. Strengthen management and use of database systems for responsible parties.

4.1.2. Higher Level Outcome 2 – Increased literacy rates and aquisition of basic vocational and life skills among youth and adults, with a focusing on equity and quality

Figure 5: High Level Outcome 2 Structure



4.1.2.1. Main HLO2 Strategies

- 1) Children and youth are educated and equipped with essential vocational skills that enable them to improve their quality of life, with a strong focus on literacy, basic vocational training, and lifelong learning.
- 2) Communities and society increasingly recognize the value and importance of education, particularly the significance of literacy for children, youth, and adults.
- 3) The number of non-formal education personnel and teachers with adequate knowledge and skills has increased, strengthening the delivery of education services.
- 4) The quality of non-formal education has improved, including advancements in resources, curricula, learning materials, facilities, standards, and assessment mechanisms for teaching, learning, and basic vocational training.
- 5) Lifelong learning is actively promoted across society and within communities, enabling people to learn through diverse methods, adapt to change, and contribute to building a learning society

4.1.2.2. Non formal education

1) Outcomes for 2026-2030

“Increase literacy rates and enhance basic vocational and life skills among youth and adults, with a focus on equity and quality”.

Non-formal education plays an essential role in the national education system. It aims to create conditions and opportunities for individuals, target groups, and communities who have missed out on or are disadvantaged in education to have a second chance to learn through various flexible and appropriate forms that meet their needs. At the same time, it provides a foundation for lifelong learning, helping people build professional and labor skills to improve their quality of life and contribute to the development of a learning society in Laos. Priority objectives for 2026-2030 are as follows:

2) Indicators and targets

Table 7: Non-Formal Education Indicators (2026-2030)

	Indicator		Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verificati on
1.	Number of students participating in NFE equivalency programmes	Primary (6-14 year olds)	1,869	5,800	5,500	5,300	5,000	4,500	NFE
		Primary (15-40 year olds)	6,940	6,500	5,900	5,900	5,500	5,200	
		Lower secondary (15-35 year olds)	18,310	18,800	18,000	17,000	16,500	16,000	
		Upper secondary (15-35 year olds)	2,083	4,600	4,600	4,600	4,600	4,600	
2.	Number of youth and adults participating in adult literacy programme (15-40 year olds)		2,088	4,000	4,000	4,000	4,000	4,000	NFE
3.	Number of youth and adults participating in basic vocational programmes		3,480	3,000	3,000	3,000	3,000	3,000	NFE

3) Strategies and Activities

Access

Strategies	Activities
1.1. Expand opportunities for children, youth, and adults to access non-formal education	1.1.1. Empower personnel to use tools to collect data on the dropout of target groups who are not enrolled in school; 1.1.2. Collect data on illiteracy rates in the age groups of 6-14 years , 15-35 years, and 40 years and above and provide education; 1.1.3. Study, analyze, and research to develop and improve Non-formal education

Strategies	Activities
1.2. Ensure equal access to non-formal education for children, youth and adults, taking into account gender diversity and a variety of options.	1.2.1. Encourage and support communities, civil society organizations, local authorities, and other parties to take ownership of teaching and learning of equivalency programmes; 1.2.2. Encourage and support target groups to receive education and training to improve their education without discrimination based on gender, ethnicity, economic status, and geographical location; 1.2.3. Develop action plan for improving education for target groups of children, youth and adults by considering gender parity.
1.3. Encourage and motivate target groups to enrol in NFE	1.3.1. Develop teaching and learning tools using online applications to reach a wider target group

Quality and Learning

Strategies	Activities
2.1. Develop quality standards and assessment tools for transferring and lifelong learning, and implement lifelong learning initiatives within adult and Non-Formal education nationwide.	2.1.1. Create regulations, conditions and mechanisms for recognizing , approving and transferring equivalence of formal and non-formal education; 2.1.2. Establish a research committee to endorse and validate lifelong learning outcomes 2.1.3. Create a system for monitoring, inspecting, and evaluating lifelong learning; 2.1.4. Encourage and promote the implementation of lifelong learning activities throughout society; 2.1.5. Encourage and promote ethnic people to receive continuing education and lifelong learning through a variety of learning options, such as flexible learning, informal learning, distance learning, and other forms of education ; 2.1.6. Develop regulations, standards, quality assurance, recognition , certification, equivalence, transfer of learning outcomes and assessment of lifelong learning quality.
2.2. Promote training in a variety of formats and in line with the needs of learners.	2.2.1. Promoting basic vocational skills in conjunction with improving education; 2.2.2. Develop teaching and learning materials for basic vocational training and professional skills to suit the local context (develop local curricula). Promote and disseminate basic vocational training in conjunction with education upgrading through various media, both online and in print. 2.2.3. Create opportunities for young people and adults to receive basic vocational training that is appropriate to the needs and in line with

Strategies	Activities
	the socio-economic potential of the local area and can be connected, comparable and transferable to vocational education. 2.2.4. Encourage and coordinate with both public and private sectors, both domestic and foreign, to contribute to basic vocational work according to the needs of the labor market. 2.2.5. Strengthening basic vocational trainers in non-formal education
2.3. Improve policies, legislation, educational facilities, and equipment to ensure quality and consistency	2.3.1. Create policies, regulations, and standards to transform non-formal education centers into learning centers; 2.3.2. Create and improve non-formal education facilities as a source of information and learning for the community and society; 2.3.3. Develop regulations and mechanisms for managing teaching and learning to eradicate illiteracy and improve education through community learning centers for non-formal education; 2.3.4. Develop regulations and mechanisms for establishing centers as a source of basic vocational training and providing effective skills to the labor market; 2.3.5. Create facilities and provide equipment to organize teaching and learning , basic vocational training, and improve the environment of out-of-school education centers. 2.3.6. Improve Non-Formal Education Standard to be more suitable to current society and needs
2.4. Develop curricula , teaching materials, and basic vocational training in NFE and coordinate with relevant ministries.	2.4.1. Create and develop vocational curricula for non-formal education to compare and transfer vocational skills and labor skills to be linked to the national educational framework; 2.4.2. Create regulations to integrate non-formal education in line with the National Education Framework; 2.4.3. Develop basic vocational quality assurance in collaboration with the Education Quality Assurance Center and relevant parties; 2.4.4. Strengthening the professional skills of basic vocational training teachers and vocational skills in various fields 2.4.5. Strengthen teachers capacity with skills to eliminate illiteracy and for educational upgrading
2.5. Expand opportunities for children, youth, and adults to access education with a variety of options that are in line with the new era and	2.5.1. Improve and develop curricula , ICT and provide textbooks in line with the needs of learners and basic vocational training 2.5.2. Improve the quality of teaching and learning at all levels according to the curriculum standards set by the Ministry of Education and Sports 2.5.3. Create mechanisms and rules to promote and upgrade education in various forms; Harnessing and adapting the potential of ICT

Strategies	Activities
future developments.	advancement to help NFE target groups to have access to education widely 2.5.4. Organize teaching and learning to upgrade the education of youth , civil servants , workers , soldiers , and police officers to complete Lower and upper secondary education
2.6. Study the feasibility of building a learning city	2.6.1. Create and set standards for building a learning city 2.6.2. Research and analyse of infrastructure in the selection of learning cities 2.6.3. Collect relevant information, resource allocation, and other data.

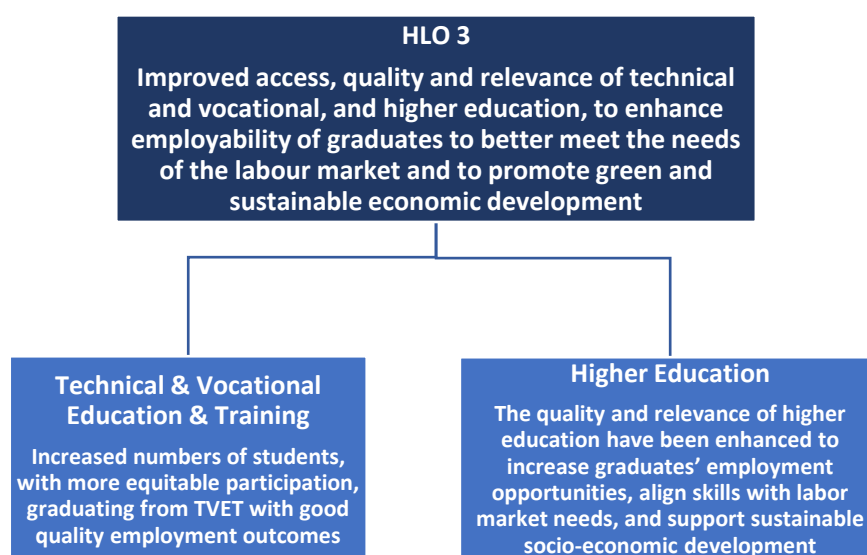
Administration

Strategies	Activities
3.1. Review and update policies, regulations, professional standards and professional skills as needed to ensure that the national qualifications framework is consistent with the ASEAN qualifications framework.	3.1.1. Develop standards for vocational skills, non-formal education and informal learning in accordance with the National Qualifications Framework to enable equivalence, transferability, recognition and integration with the ASEAN Qualifications Framework 3.1.2. Create an action plan to promote basic vocational education and training for employment in line with labor market conditions in the era of the 4th Industrial Revolution (IR 4.0) for the target group of NFE 3.1.3. Develop a skilled workforce by utilizing existing recognition , certification, and accreditation frameworks to strengthen the nation's socio-economic growth and regional integration 3.1.4. Create and improve legislation to provide increased subsidy policies for volunteer teachers in NFE 3.1.5. Create an action plan to develop modern data collection methods and calculate literacy rates for youth and adults enrolled in primary and secondary education refresher courses
3.2. Strengthen personnel in using statistical data as a basis for monitoring and evaluation, organizing strategic implementation, and integrating the monitoring and evaluation system of the NFE into the EMIS.	3.2.1. Plan and develop a data collection system using ICT to be linked to the inspection, monitoring and evaluation system to assess the results of the implementation of NFE activities and integrate it with the annual Education Information Statistics (EMIS) reporting system 3.2.2. Create a tool to collect data on dropouts of the target groups who are not attending school; analyze the data to find the reasons for children not attending school 3.2.3. Strengthen personnel in the use of new ICT tools to collect and manage statistical data for NFE and regular reporting

Strategies	Activities
3.3. Improve cooperation between the NFE and development partners to support the work of the NFE.	3.3.1. Strengthening the capacity of administrators , academics, and teachers to collaborate and share resources with relevant departments and development partners 3.3.2. Create and improve cooperation policies between the non-formal education sector, the vocational education sector , the general education sector, and others
3.4. Improve the structure and infrastructure of NFE facilities in accordance with the NFE policy to be more efficient.	3.4.1. Build and improve non-formal education facilities to meet standards 3.4.2. Provide the necessary equipment to reorganize the structure of NFE centers to become NFE institutions 3.4.3. Create and develop pilot classrooms and public libraries in NFE centers at each level 3.4.4. Improve the administrative and management procedures and services of NFE centers at various levels to ensure that communities and society are aware of them 3.4.5. Strengthening management and personnel in non-formal education facilities
3.5. Develop and improve curricula and teaching materials for environment and climate change for NFE	3.5.1. Develop and improve curricula and teaching materials on the environment and climate change for NFE 3.5.2. Develop and improve curricula and teaching materials for NFE 3.5.3. Monitor, inspect, evaluate and report.
3.6. Raising public awareness about the environment and climate change.	3.6.1. Develop and improve the content and mechanisms of mass communication through television, radio, newspapers, magazines, and others 3.6.2. Develop and promote mechanisms to mobilize public participation such as: outstanding works, posters, messages, slogans, and others 3.6.3. Develop and improve awareness-raising processes through government and civil society organizations.

4.1.3. High Level Outcome 3 - Improved access, quality and relevance of technical and vocational, and higher education, to enhance employability of graduates to better meet the needs of the labour market and to promote green and sustainable economic development

Figure 6: High Level Outcome 3 Structure



Summary of Key Challenges

The following is a summary of key challenges, related to issues outlined in Section I.

Access

- Significant reductions in both TVET and higher education enrolment as a result declining demand
- Significant inequity in the participation of females in TVET, and limited TVET and higher education opportunities for disadvantaged groups

Quality & Relevance

- Diversification of curricula, and teacher experience and skills, have not kept pace with changing technological developments and skills requirements in the world of work
- Development and implementation of institutional and programme quality assurance systems is limited

Management

- Lack of data on employment outcomes of TVET and higher education, and limited labour market information, is a constraint on effective policy and strategy development
- Oversight and regulation of private sector TVET and higher education provision is not well developed, and the depth and quality of cooperation with industry/business is limited

4.1.3.1. Main HLO 3 Strategies

A high priority is to improve the evidence-base to inform TVET and higher education policy making, strategic and operational planning. Currently, little or no information on the outcomes of TVET and higher education is collected or analyzed, and labour market analysis is very limited. It is necessary to develop and strengthen these systems for the purpose of improving demand driven responses to course development and provision. MoES will coordinate closely with MoLSW on improving labour market information systems and analysis to inform human resource development strategy.

For both TVET and higher education, a key focus is to incentivize increased enrolment to reverse the substantial declines in recent years. In addition to increasing equitable access, increasing enrolment is necessary to address increasing inefficiency and to ensure the viability of the systems.

There is significant provision of student scholarships/stipends, both through the MoES quota system, and also TVET scholarships provided by development partners. However it is reported that scholarships are significantly under-utilized (scholarships not taken up by prospective students). Scholarship provision will therefore be reviewed, and informed by evidence from labour market and employment information (outlined above). This will include review and strengthening of the MoES scholarship quota system. Targeted scholarships/stipends will continue to be provided, informed by the review, to reduce cost barriers, prioritizing poor and disadvantaged students. MoES will also implement public awareness campaigns on the importance of TVET and higher education, and improve the availability of information for secondary education students on further education pathways.

Development of flexible courses, including modular and online approaches, with transferrable credit towards qualifications, will improve accessibility and responsiveness to needs of students and employers.

It is also recognized that improving quality (and therefore value) is a key factor in increasing demand for TVET and higher education. The main strategies to improve both TVET and higher education quality and relevance are to diversify curricula in response to labour market demand, to improve the quality of teaching/training, and to strengthen quality assurance systems (particularly external quality assurance systems).

A high priority is to further develop and strengthen implementation of systems for cooperation between MoES and industry/business. The focus of engagement includes alignment of programme standards with industry standards, involvement in curriculum design, and practical training to ensure job-focused pedagogies and skills development.

Key management strategies include operationalizing the TVET Development Fund for improved financing, implementation of higher education institutional autonomy, and strengthening revenue generation and management systems to promote financial self-sufficiency.

4.1.3.2. Technical and Vocation Education and Training Plan

1) Outcomes for 2026-2030

“Increased numbers of students, with more equitable participation, graduating from TVET with good quality employment outcomes”

Priority objectives for 2026-2030 are as follows:

1. The number of graduates from vocational education institutions with appropriate qualifications in agriculture , industry and services has increased, along with improved academic results;
2. There are more than 50,000 students with good academic results and working in vocational education and training programs in the agriculture, processing industry, energy, transportation, industry, trade, local government, ICT, hotels and restaurants sectors. Modern information from vocational education and training institutions is relevant and relevant to the needs of various sectors and is increasingly accepted by employers.

2) Indicators and Targets

Table 8: TVET Indicators (2026-2030)

	Indicator		Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verifi- cation
1.	Total number of students enrolled in public TVET Female enrolment increasing to 45% by 2029-30	All	16,708	16,800	16,830	17,580	18,270	18,640	TVET
		Female	5,437 32.5%	5,550 33%	5,700 34%	6,680 38%	7,670 42%	8,390 45%	
2.	Number of new entrants to public TVET		7,979	8,200	9,000	9,200	9,500	9,800	TVET
3.	Number of TVET students receiving scholarships (public)		10,000	10,000	10,000	10,000	10,000	10,000	TVET
4.	At least 50 TVET curriculum developed		-	10	10	10	10	10	TVET
5.	Percentage of public TVET courses conducted through DCT		10%	20%	20%	20%	30%	30%	TVET
6.	Number of TVET teachers, passing the assessment of standards, awarded academic positions/titles		20	20	20	20	20	20	TVET
7.	Number of TVET teachersupgraded	Under-graduates	15	62	62	63	63	63	TVET
		Masters Degrees	5	5	5	5	10	10	
		Doctoral Degrees	-	1	1	1	2	2	
8.		Centre to vocational	-	-	-	1	1	1	TVET

	Indicator		Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verifi- cation
	Number of TVET institutions with upgraded status	school status							
		Vocational school to TVET college	-	-	-	1	1	1	

3) Strategy and Main activities 2026-2030

Access

Strategies	Main activities
1.1. Expand opportunities and promote equal access to TVET for employment	1.1.1 Promote the value of TVET through nationwide public awareness and promotional campaigns to improve the image and understanding of TVET (including information and guidance in secondary schools) 1.1.2 Promote equitable access to TVET, and create conditions for inclusive learning and employment, including for students with disabilities 1.1.3 Review and establish policies to facilitate and broaden access to vocational education. 1.1.4 Promote the implementation of a standardized vocational curriculum at the secondary education level. 1.1.5 Assess the environment and facilities of vocational education institutions, and establish model and specialized TVET institutions. 1.1.6 Systematically and comprehensively improve TVET institutions based on the results of needs assessments. 1.1.7 Establish business incubators within TVET institutions. 1.1.8 Upgrade the status of centers to schools, and upgrade vocational schools to technical and vocational colleges

Quality and Relevance

Strategy	Main activities
2.1. Improve the quality and relevance of TVET in response to labour market needs	2.1.1. Develop, review, update and implement occupational standards for priority vocational fields and for new occupations, in cooperation with industry/business through Trade Working Groups.

Strategy	Main activities
	2.1.2. Develop, review, update and implement market driven competency-based TVET curricula and related student assessment, aligned to occupational standards, in cooperation with industry/business through Trade Working Groups. 2.1.3. Review, improve, and establish examination standards, sets of vocational skill tests, and the issuance of learning certificates. 2.1.4. Promote the implementation of innovative approaches for the delivery of TVET programmes to supplement classroom teaching, including online learning, and Dual Cooperation Training and other forms of work-based training, assignments, visits and related approaches. 2.1.5. Integrate digital skills and competencies in TVET programmes and support the use of digital tools in TVET teaching and learning to adapt and remain relevant to the world of work. 2.1.6. Organize the implementation of teaching and learning in multiple formats and in formats suitable for TVET institutions 2.1.7. Develop and implement a quality assurance system for TVET in accordance with national education standards and framework, including institutional assessments and accreditation/certification of qualifications 2.1.8. Establish and implement a system for the Recognition of Prior Learning and past experiences. 2.1.9. Develop and supply tools, machinery, and equipment for teaching and learning. 2.1.10. Study, evaluate, create, and utilize tools for monitoring the management of teaching and learning in vocational education institutions.
2.2. Increase access to good quality TVET teacherprofessional development	2.2.1. Review and improve the system and standards for the pre-service training and in-service professional development of vocational teachers. 2.2.2. Formulate and implement a plan for the pre-service training and in-service professional development of vocational teachers. 2.2.3. Monitor and evaluate the pre-service training and professional development of vocational teachers. 2.2.4. Provide training for specialized vocational teachers and instructors from business establishments. 2.2.5. Upgrade the qualification levels of vocational teachers by assessing their performance of duties, along with planning for improvement and providing monitoring and support.

Strategy	Main activities
	2.2.6. Strengthen the Vocational Education Development Institute by improving its environment and facilities.
2.3. Promote the transformation and modernization of TVET into digital, green, sustainable and lifelong learning.	2.3.1. Promote and encourage the learning and application of digital tools in teaching and learning. 2.3.2. Build the capacity of vocational education personnel to create innovations using digital technology. 2.3.3. Develop vocational education and training in line with green and sustainable directions. Promote the establishment of green TVET institutions that use alternative energy and are environmentally friendly. 2.3.4. Promote lifelong learning by encouraging skills-based learning and professional development within TVET institutions, and enhance the capacity of vocational education personnel to access information sources.

Administration

Strategy	Main activities
3.1. Strengthen the management and financing of TVET	3.1.1. Operationalize the TVET Development Fund in 2026 as a mechanism for increasing sustainable financing of skills development, and also improving the policy orientation, results and efficiency of financing. Support capacity building in TDF management. 3.1.2. Strengthen and modernize the collection of data needed for analysis and in the management of vocational education 3.1.3. Promote access to and use of digital tools by vocational education personnel to support the performance of their duties. 3.1.4. Develop legislation, guidelines, and actions plans for income generation and financial self-reliance for TVET institutions. Pilot in at least two institutions and build capacity for implementation.
3.2. Promote public-private sector cooperation both domestically and internationally.	3.2.1. Strengthen coordination and networking with private TVET providers as a basis for improved cooperation, regulation and quality assurance to support increased private sector provision complementary to public provision. 3.2.2. Expand cooperation between the public and private sectors domestically and internationally. 3.2.3. Build the capacity of TVET institutions to engage with the private sector (business/ industry) to expand provision, improve relevance and promote innovation. 3.2.4. Strengthen the operations of the Secretariat of the National Vocational Education Advisory Council, the Provincial Vocational

Strategy	Main activities
	Education Advisory Councils, Trade Working Groups, and the industry sector units

4.1.3.2 Higher Education Plan

1) Outcomes for 2026-2030

“The quality and relevance of higher education have been enhanced to increase graduates’ employment opportunities, align skills with labor market needs, and support sustainable socio-economic development.”

The outcomes were developed to ensure equitable access to higher education, enhance the quality and inclusiveness of higher education, and strengthen governance and management systems. The aim is to increase student enrollment in higher education each year, particularly in STEM fields. Policies have been set to promote access for women, disadvantaged groups, ethnic minorities, and people with disabilities, while curricula are being modernized to align with labor market needs.

Efforts also focus on improving education quality to meet regional and international standards, fostering innovation, and applying scientific research to benefit higher education institutions, communities, society, and the country. Collaboration between higher education institutions and the private sector ensures that graduates possess employable skills aligned with labor market demands and the national human resource development plan. At the same time, emphasis is placed on strengthening administrative and management systems, including organizational structure, personnel management according to government guidelines, and developing legislation to create a comprehensive framework. Effective data and statistics management ensures coordination among higher education institutions, while improving facilities and enhancing international quality cooperation further supports these goals.

2) Indicators and Targets

Table 9: Higher Education Indicators (2026-2030)

	Indicator		Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verification
1.	Transition rate from upper secondary to higher education	All	26%	26.4%	26.8%	27%	27.6%	28%	DHE
		GPI	0.96	0.97-1.03					
2.	% of students studying STEM fields domestically and abroad	Domestic	27%	29%	31%	34%	37%	40%	DHE
		Female	47%	47.6%	48.2%	48.8%	49.4%	50%	

	Indicator		Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verification
	% of female among all students studying STEM fields	Abroad	21%	25%					DSA
		Female	12%	15%					
3.	Number of students going to study, research, or train abroad will increase by 10% per year. 50% will be female.	All	2,488	2,736	3,009	3,309	3,639	4,002	DSA ¹¹
		Female	1,256	1,381	1,500	1,654	1,819	2,001	DSA
4	% of academic programmes revised in alignment with the National Curriculum Standards			40%	50%	60%	75%	100%	
5	Annual growth rate of published academic research in local and international journals Number of products derived from the application of research findings by higher education institutions			20% 1 product per department	20% 1 product per department	20% 1 product per department	20% 1 product per department	20% 1 product per department	DHE
6.	Number of courses in higher education programmes uploaded to digital teaching and learning systems		5	6	7	8	9	10	DHE
7.	Number of international curricula in Higher Education (cumulative)		8 courses	10 courses	12 courses	14 courses	17 courses	20 courses	DHE
8.	Number of times implemented for activities related to gender equality, mother and child affairs, anti-corruption, sex education and the reduction of discrimination against people living with HIV/AIDS, and climate change and disaster			1 event/year and at least 80% attendance of total relevant personnel	1 event/year and at least 80% attendance of total relevant personnel	1 event/year and at least 80% attendance of total relevant personnel	1 event/year and at least 80% attendance of total relevant personnel	1 event/year and at least 80% attendance of total relevant personnel	DHE

¹¹ Department of Students Affair

	Indicator	Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verification
	management in higher education institutions							
9.	Existence of legal frameworks and facilities regarding Micro-credentials to meet the needs of learners, employers, and lifelong learning.			A Concept Note on Micro-credentials in Lao PDR developed.	A Collaboration with relevant stakeholders regarding Micro-credentials established	A Guideline on Micro-credentials developed.	A digital platform for Micro-credential and a unified national certification format developed.	DEQA/ DHE
10.	% of academic programme undergone internal and external quality assurance, starting with STEM programmes	internal external	legal frameworks adopted and disseminated for the pilot implementation of programme-level quality assurance.	10% 10 %	30% 20%	50% 30 %	80% 40 %	DEQA/ DHE
11.	% of HE education institutions certified quality assurance standards	40%	50%	60%	70%	75%	80%	DEQA/ DHE
12.	Number of legal documents developed and revised to ensure that the management and administration of higher education institutions are modernized, systematic, and efficient.		1 legal document	1 legal document	1 legal document	1 legal document	1 legal document	DHE
13.	Number of higher education institutions submitting the monitoring and evaluation reports			4 institutions	4 institutions	4 institutions	4 institutions	DHE
14.	Number of times higher education institutions have			1	1	1	1	DHE

	Indicator	Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verification
	been selected as excellent institutions at national level							

3) Strategies and Activities

Access

Strategies	Main activities
1.1. Expanding equitable access to higher education	1.1.1. Promote admission policies for the poor, disadvantaged individuals, women, ethnic groups, and persons with disabilities in an equitable and fair manner. 1.1.2. Publicize and disseminate the importance of higher education and establish policies by promoting students to enroll in higher education programs equitably and fairly
1.2. Expand opportunities for enrollment in higher education.	1.2.1. Revise admission policies for priority fields of study, both domestically and abroad, particularly in STEM fields 1.2.2. Create and develop legislation to manage Lao citizens going to study, pursue education, conduct research, and undergo training abroad 1.2.3. Strengthen the service work related to international education

Quality and Relevance

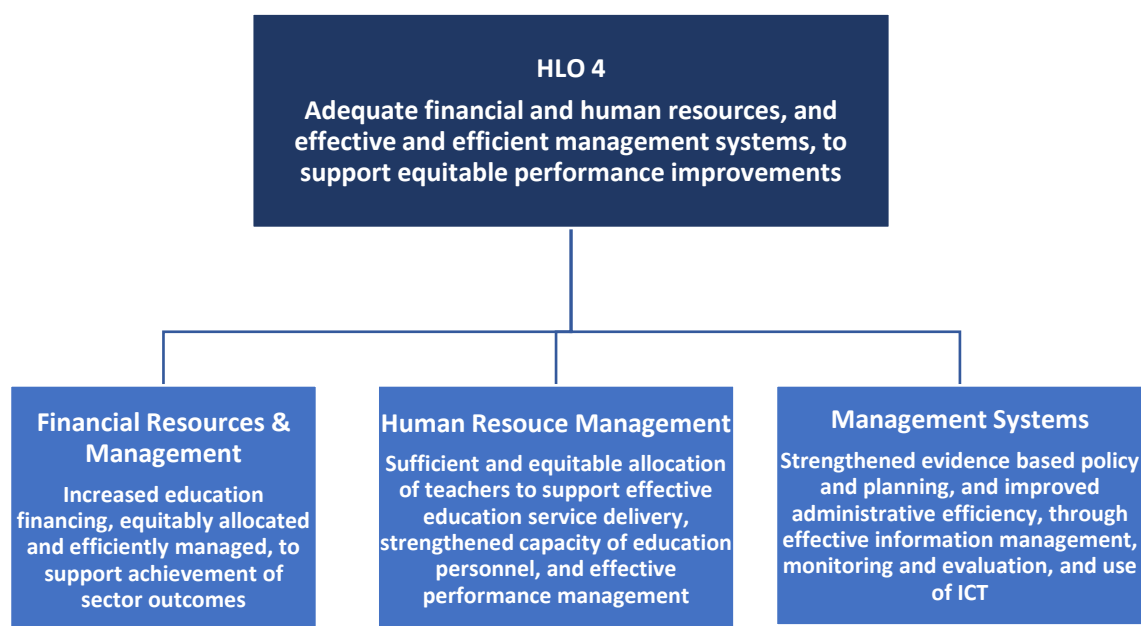
Administration

Strategies	Main activities
3.1. Improving the management, organization, and administration of higher education institutions	3.1.1. Improve the organizational structure and personnel management of the 04 universities under the Ministry of Education and Sports to be more efficient. 3.1.2. Strengthen administration and management in higher education institutions to be modern, in order to gradually move towards financial autonomy. 3.1.3. Manage higher education information systematically and integrate it with the national education information system (LEMIS). 3.1.4. Strengthen monitoring and evaluation work. 3.1.5. Develop a modern database system for managing students going and returning from abroad.

Strategies	Main activities
	3.1.6. Develop a modern website 3.1.7. Develop tools to monitor the employment of returning students from abroad 3.1.8. Strengthen personnel to use tools to monitor the employment of returnees from abroad 3.1.9. Conduct a study on social needs and utilize the data to plan human resource development abroad. 3.1.10. Improve legislation regarding the selection of overseas scholarship candidates in alignment with the National Human Resource Development Strategy. 3.1.11. Strengthen monitoring and evaluation (M&E) activities.

4.1.4. High Level Outcome 4 – Adequate financial and human resources, and effective and efficient management systems, to support equitable performance improvements

Figure 7: High Level Outcome 4 Structure



4.1.4.1. Main HLO 4 Strategies

1. Financial Resources

Strategies focus on increasing the volume of education financing to contribute towards achieving priority sector outcomes, supported by improved results-based budgeting and allocative efficiency. Key aspects include better prioritization of expenditures, strengthening systems for targeted financing to improve equity, and strengthening the effectiveness of external assistance to education.

It is important that **education budget increases** are real increases, above inflation, to enable increased provision of key inputs (including new teachers), expansion of key priority programmes, and funding for scaling-up selected new initiatives that are demonstrated as effective. Without real budget increases it will not be feasible to recover and to improve education performance and outcomes. Planned budget increases will enable increases in non-salary budgets to support key education quality improvement expenditures, scaling up of successful pilot interventions funded by development partners, and at the same time maintain sufficient budgets for the teacher workforce required to deliver quality education services. Specific areas where significant budget increases are envisaged include scholarships for disadvantaged students to support increases in education access, and teacher CPD to support improved teaching and learning.

ESSSDP 2026-30 assumes incremental increases in the national education budget from 2026 with a target of 15% share of the state budget by 2030. Section V, ESSSDP 2026-30 Financing Plan, outlines this increased financing scenario (above the 2025 baseline) including an expenditure policy framework and priority expenditure programmes. If increased financing is not realized then many strategies and activities will not be able to be implemented

A key strategy is to improve **education financing mechanisms** to ensure that financial resources are effectively targeted to support equity in policy implementation and service delivery. There are large and increasing geographical disparities in education performance (varying across sub-sectors) and current subnational budget allocation mechanisms do not effectively address this. Therefore, a high priority is to review and adjust mechanisms for provincial and district education budget allocations to support better alignment to needs. In addition, MoES will review and improve its mechanisms for targeting budgets to districts and schools, and increase funding through these mechanisms to support increased local level management of initiatives to support key priorities. A specific priority is to establish a financing mechanism to provide funds to districts/schools for implementation of school and cluster based teacher CPD (as it is rolled-out nationally).

The share of education Official Development Assistance (ODA), **external assistance to education**, in the education budget is around 18.5% in 2025. ODA is an important source of education finance, particularly given the relatively high budget share and significant reliance on external support for key education sector programmes and inputs. While external assistance has been important in supporting education sector development, there is a need to improve its effectiveness and efficiency. It is necessary to ensure that external assistance is not only aligned with high-level sector priorities, but that specific technical and project support is aligned and coordinated with available government resourcing and capacity that will support institutionalization, scaling-up, better results and sustainability. This suggests a need to better prioritize the planning of external assistance. It is also necessary to strengthen coordination to improve complementarities and to reduce duplication of assistance. MoES will therefore, in cooperation with education development partners, strengthen monitoring, evaluation, strategic review and decision-making on planning and implementation of external assistance.

2. Human Resources

The highest priority is to develop and implement strategies to support sufficient and equitable allocation of teachers to support adequate provision of education services (prioritizing basic education) and improvements in quality and learning. Other key strategies include strengthening implementation of HRM systems, and development and expansion of CPD for non-teaching staff.

Teacher allocation strategy focuses on increasing the annual teacher quota and more effectively allocating it. Continued reductions in the teacher quota will be unsustainable, with significant net annual teacher losses (due to attrition) leading to increased shortages of primary education teachers. In addition to allocating more new teaching positions it is critical that teachers are allocated to where they are most needed. The teacher quota allocation system will therefore be strengthened, informed by DoOP central analysis of national data, to ensure that provincial and district allocations address teacher shortages and are consistent with sub-sector priorities. A key issue is to ensure that new teachers are not allocated to oversupplied areas. Given that redeployment of existing teachers is very challenging a key objective is to gradually reduce surpluses of teachers through attrition in oversupplied areas and to reduce shortages of

teachers through efficient allocation to undersupplied areas. Thus teaching positions that become vacant in oversupplied areas will be relocated to undersupplied areas.

The teacher allocation strategy will aim to help manage the level of primary education multi-grade classes by identifying schools where it is feasible to reduce multi-grade teaching through additional teacher allocation that will not result in high inefficiency (very low PTRs). However, it is acknowledged that with a high prevalence of small schools, multi-grade teaching will always be a feature of the system and that teacher development and guidance on implementing multigrade teaching will be the main strategy to effectively manage it. An important aspect of teacher allocation strategy will be to implement multi-subject teaching in small lower secondary schools to reduce inefficiency. A strategy for merging small schools will be developed, ensuring that closures/mergers will not result in non-enrolment/drop-out. Teacher allocation to ECE will also take into account efficiency acknowledging that it is not possible to significantly increase the allocation of teachers to pre-schools given the small size of the majority of pre-school classes (if they were to be established). Allocation will therefore prioritize ECE multi-age teaching models.

To support improved teacher allocation, a new contract teacher system will be developed and implemented for all new teacher recruitment. The system will establish flexibility in teacher workforce planning and management including deployment and redeployment, thus increasing teacher mobility to help improve equity in teacher distribution. At the same time, current civil servant teacher terms and conditions of service will be reviewed in respect to more effectively supporting teacher redeployment.

Teacher allocation strategies, including processes for allocating the teacher quota and introduction of a contract teacher system, will be aligned with the government public service employee policies including the Public Service Employee decree.

The highest priority for **human resource management systems** is to finalize and nationally implement teacher performance evaluation systems, aligned to teaching standards, to support improved teacher performance and career progression. Implementation of primary teacher education performance evaluation is the highest priority. In addition, MoES will complete the roll-out of new job descriptions and job specifications for non-teaching staff to support improved organizational performance.

Capacity development for non-teaching staff, in the area of management and administration, is limited, and significantly reliant on support from development partners. MoES will establish a systemic approach to the provision of CPD for non-teaching staff at central and subnational levels as a basis for increasing access to good quality needs-based capacity development.

3. Information Management

To strengthen evidence-based policy and planning and improve administrative efficiency, the education sector must address fragmentation in information systems and ensure better use of data at all levels. The Digital Strategy for Education 2025–2035 (DSE) and Digital Education Action Plan 2026–2030 (DEAP) outline a clear direction to unify parallel platforms, develop digital governance structures, and embed data into planning processes. Aligning with this, the ESSSDP 2026–2030 will pursue a coherent set of strategies to transform education management systems into a more integrated, efficient, and sustainable architecture.

A key priority is to establish a **digital governance framework** to guide system development, custodianship, and interoperability across the Ministry. This will involve forming a cross-departmental mechanism or

strengthening existing structures to set and enforce standards, clarify responsibilities, and oversee budgeting for related initiatives. Given the proliferation of externally funded and department-specific platforms, such a framework is essential to avoid fragmentation, promote accountability, and ensure alignment with national sector priorities.

In line with the DSE and DEAP, MoES will provide clear directive and mandates regarding common data formats and open API protocols, to ensure that information systems can be integrated into a unified national data warehouse. Migration of systems to the National Data Centre will reduce duplication, enhance security, and enable real-time data flows. Department-specific dashboards and functionalities will be maintained, while ensuring compatibility with the sector-wide backbone.

To enable these reforms, the ESSSDP will support the introduction of a **dedicated budget line for ICT system operations and maintenance**, within the MoES core budget. This fund will cover recurring costs such as hosting, cybersecurity, API maintenance, and phased migration expenses. Without a visible and protected line item, digital systems may lack adequate prioritization in constrained funding environments. Development partner contributions will also be aligned and pooled to avoid fragmented system financing.

In parallel, MoES will take steps to **strengthen analytical and technical capacity** to implement and sustain these systems and make use of data. A core team of ICT specialists will be expanded at the central level and supported by trained provincial and district office staff. At the sub-national level, new ICT roles and responsibilities will be introduced, and incentives provided to attract and retain qualified staff. To improve the use of data in decision-making, training on data analysis and use will be expanded for planners, administrators, and school leaders. This shift from data entry to data use is expected to improve both the quality of planning and the responsiveness of education service delivery.

4.1.4.2. Financial Resources and Management Plan

1) Outcomes for 2025-2030

“Increased education financing, equitably allocated and efficiently managed, to support achievement of sector outcomes”

2) Indicators and Targets

Table 10: Financial Management Indicators (2026-2030)

	Indicator	Baseline 2025	Target 2026	Target 2027	Target 2028	Target 2029	Target 2030	Means of Verifi- cation
1.	Share of the Education Budget in the State Budget	10.7%	11%	12%	13%	14%	15%	MOF

3) Strategies and Activities

At the central level, the Department of Finance within the Ministry of Finance holds primary responsibility for formulating and implementing financial resource strategies. Other departments may be involved in a coordinating or supporting role.

Strategies	Main Activities
1. Increase state budget allocations for education, science, and sports to achieve sectoral goals and enhance operational efficiency	1.1. Advocate for a progressive increase in the state budget allocation to the education, science, and sports sectors, aiming to reach 15% of the total state budget by 2030, as outlined in the ESSSDP 2026-30 (Part 5, Assumption 2: "Increased budget to improve sector efficiency") 1.2. Develop and operationalize a performance-based budgeting framework to align state budget allocations with the strategic objectives of the Education and Sports Sector Development Plan.
2. Enhance the equity and efficiency of the fund allocation system for central, provincial, and district-level units under the Ministry	2.1. Review and revise the budget formulation, provision, and allocation formulas for central, provincial, and district units to better align funding with operational needs, close resource gaps, and improve implementation efficiency. 2.2. Develop and scale targeted funding mechanisms to channel resources directly from the ministry's budget to districts and schools. A key priority is to establish a dedicated and efficient fund for school-based and cluster-based teacher professional development.
3. Optimize the management and impact of Official Development Assistance (ODA) within the sector	3.1. Enhance the ODA data collection and reporting process within the ODAMIS system to effectively monitor, evaluate, and report on ODA results, providing a reliable evidence base for future planning. The Department of Planning (DoP) will lead this effort. 3.2. Systematically share key ODA information with the Education and Sports Sector Working Group (ESSWG) to enhance coordination and effectiveness. Furthermore, the DoP will produce an annual ODA report for the education sector, starting in 2026, to inform strategic reviews and investment decisions.
4. Strengthen financial management and accountability through robust financial information systems	4.1. Evaluate the pilot project on financial autonomy for academic units to assess its effectiveness in revenue generation, with the goal of scaling the model to other eligible institutions and strengthening the existing pilots at Pak Pasak Technical College and the National University. 4.2. Implement a new program-based budget accounting system (by 2027) to enhance the quality, clarity, and analytical value of financial planning and reporting, thereby strengthening fiscal transparency and accountability. 4.3. Upgrade and integrate central and local financial database systems using modern software solutions to improve data integrity and usability. 4.4. Modernize financial management systems across the education and sports sector, including budgeting, accounting, asset management, and procurement, to improve efficiency and oversight.

4.1.4.3. Human Resources Management Plan

1) Outcomes for 2025-2030

“Sufficient and equitable allocation of teachers to support effective education service delivery, strengthened capacity of education personnel, and effective performance management”.

2) Indicators and Targets

Table 11: Human Resource Management Indicators (2026-2030)

	Indicator		Baseline 2024-25	Target 2025-26	Target 2026-27	Target 2027-28	Target 2028-29	Target 2029-30	Means of Verification
1.	% of primary schools with over 80% compliance with teacher allocation guidelines	All teachers	70.2%	70.6%	70.9%	71.3%	71.7%	72.0%	DoOP
		Govt teachers	76.5%	76.9%	77.2%	77.6%	78.0%	78.3%	
2.	Percentage of school principals accessing CPD (Indicator is also included in relevant sub-sector plans in section 4.1)	Primary	10%	10%	10%	10%	10%	10%	DTE
		Lower secondary	5%	5%	5%	5%	5%	5%	
		Upper secondary	5%	5%	5%	5%	5%	5%	

3) Strategies and Main Activities

Strategies	Main Activities
1. Provide sufficient teachers, allocated equitably, to support education service delivery and improvements in teaching and learning	1.1. Advocate for an increase in the national quota for teaching staff. 1.2. Recruit and finance volunteer teachers through the Ministry of National Defense as a measure starting in 2026, to help address teacher shortages. 1.3. Update the 10-year teacher demand forecast and establish a rolling 3-5 year Teacher Demand Plan (TDP), reviewed annually. 1.4. Allocate annual teaching positions based on verified needs and continuous assessment of staffing gaps. 1.5. Reform the teacher allocation system to ensure evidence-based, equitable distribution of teachers to provinces and districts, managed centrally by the MoES Teacher Allocation Committee. 1.6. Establish a data-driven system for determining new teacher positions by tracking annual teacher supply and demand. 1.7. Develop a regulated contract teacher system with time-bound appointments and clear transfer policies to provide allocation

Strategies	Main Activities
	flexibility and improve equity (aligned with government public employee policies). 1.8. Review and develop comprehensive legislation for the management, motivation, and professional development of education and sports personnel. 1.9. Conduct a feasibility study on school consolidation to address inefficient teacher utilization in small schools, ensuring it does not negatively impact student access, particularly at the primary level.
2. Strengthen organizational and staff performance through the creation and improvement of legislation, improvement of organizational mechanisms, job descriptions and performance management.	2.1. Review and optimize the organizational structure across all administrative levels (central, provincial, district) to eliminate redundancy, ensure coherence, and streamline workflows. 2.2. Develop comprehensive job descriptions for all administrative staff, detailing tasks, specifications, staffing levels, and linking them to recruitment, performance evaluation, and professional development systems. 2.3. Establish and implement a legislative framework for personnel performance management, aligned with teaching standards for educators, to ensure accountability and quality service delivery.
3. Develop an Education Personnel CPD system (non-teaching staff), and provide sufficient good quality CPD, to improve education management and administration	3.1. Enhance the Personnel Management Information System (PMIS) to ensure interoperability with other key databases and build capacity for its effective management and utilization. 3.2. Design a Continuing Professional Development Management Information System (CPD-MIS) for planning, managing, and tracking CPD activities across all administrative levels, ensuring full integration with the core PMIS. 3.3. Develop and curate a comprehensive suite of high-quality CPD courses and resources, ensuring equitable and prioritized access for all administrative staff based on identified needs.

4.1.4.4. Management Systems Plan

1) Outcomes for 2025-2030

“Strengthened evidence-based policy and planning, and improved administrative efficiency, through effective information management, monitoring and evaluation, and use of ICT”

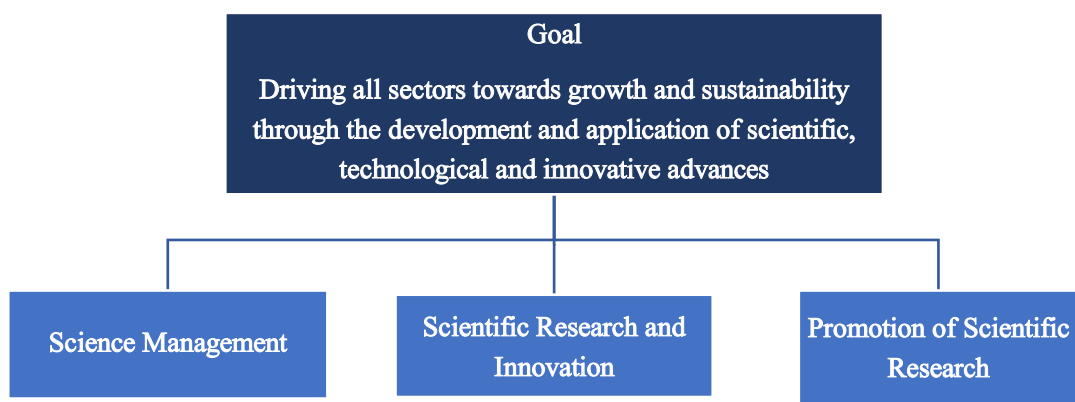
2) Strategies and Main Activities

Strategy	Implementation and main activities
1. Strengthen Information Management Systems to improve education planning and administration	1.1. Establish and implement a comprehensive digital governance framework to standardize system development, maintenance, and interoperability across the ministry. 1.2. Secure a dedicated and sustainable budget line within the MoES core budget for the ongoing operation and maintenance of critical ICT systems. 1.3. Strengthen the central ICT unit with specialized expertise and build foundational ICT capacity at provincial and district levels. 1.4. Consolidate and integrate statistical database systems across the sector to create a centralized, uniform data repository in compliance with the National Law on Statistics. 1.5. Digitize and modernize administrative workflows and records management in alignment with the government's digital transformation agenda. 1.6. Equip the Educational Science Research Institute with digital tools and artificial intelligence capabilities to advance its research and development functions.
2. Develop and implement an effective monitoring and evaluation (M&E) system that is integrated with the processes of planning, prioritization, and policy implementation to achieve the targets of the education, science, and sports sector at all level	2.1. Develop and improve legislation, tools, and mechanisms for monitoring, inspection, and evaluation of the Education, Science, and Sports Sector Development Plan in each phase, emphasizing the utilization of LESMIS, PBMIS, and other data sources to integrate monitoring and evaluation (M&E) results into the processes of planning, budget allocation, and prioritization at all levels. 2.2. Strengthen the capacity for monitoring, inspection, and evaluation at both central and sub-national levels, with a focus on the analysis and practical application of M&E findings. 2.3. Implement the monitoring and evaluation framework, while providing annual progress reports and presenting findings at the annual meeting of the Education, Science, and Sports sector <i>(For more on monitoring and evaluation, see Section VI)</i>
3. Strengthening disaster risk response and coping with climate change in education, science and sports	3.1. Develop systems for monitoring and strengthening disaster risk management and climate change in the education, science and sports sectors. 3.2. Integrate disaster risk reduction and climate change adaptation into education, science and sports sector planning from central to local level. 3.3. Strengthen the capacity of education administrators at the central, provincial, and district levels in school disaster prevention and climate change.

Strategy	Implementation and main activities
	3.4. Strengthen the capacity of school principals and teachers at all levels in disaster response and climate change. 3.5. MoES will develop a Disaster/ Emergency and Climate Change Contingency Plan.
4. Strengthen planning and cooperation with all sectors, both domestic and international	4.1. Strengthen the capacity for sector-wide development planning and the management of public investment projects across all administrative levels. 4.2. Strengthen the role of ESSSWG, and particularly the Post-Basic Education Focal Group. 4.3. Optimize the coordination of development partner support and the provision of targeted allowances/scholarships to boost enrolment and enhance the quality of teacher training, TVET, and higher education. 4.4. Enhance international cooperation through diversified partnerships to effectively advance sector priorities and fulfill international commitments

4.2. Science Sector Plan

Figure 8: Science Sector Structure



4.2.1. Science Management Plan

1) Outcomes for 2026-2030

Building capacity to manage , promote and systematically promote scientific research and technological development is an important step in managing and promoting science, technology and innovation. By promoting the administration and management of research and development of science, technology and

innovation to have a comprehensive mechanism and system, creating and improving more than 10 approved legal acts, promoting more cooperation with industry or the private sector, with investment from the private sector, both domestic and foreign, in research and development of science, technology and innovation to reach 40 % or more, to be achieved in 5 strategies: (1. Strengthening the administrative and management system of science, technology and innovation; 2. Developing human resources in science , technology and innovation; 3. Strengthening scientific research capacity and infrastructure; 4. Researching and developing science, technology and innovation in socio-economic development; 5. Increasing the creation of a network of cooperation and participation of relevant sectors in science, technology and innovation).

2) Indicators and targets 2026-2030

Table 12: Science Management Indicators (2026-2030)

	Indicator	Baseline 2025	Target 2026	Target 2027	Target 2028	Target 2029	Target 2030	Means of Verification
1.	Increase Gross Domestic Expenditure on Research from public sources to 0.12% of GDP by 2030	0.02%	0.04%	0.06 %	0.08 %	0.1%	0.12%	Department of Science Management

3) Strategies and Activities

Strategies	Main Activities
1. Strengthen the service system and management of science, technology and innovation	1.1.Create and improve policies , strategies and legislation related to scientific management , radiological-nuclear safety management and management of the use of genetic resources 1.2. Create a national strategy and action plan for science, technology and innovation 2026-2040 1.3.Create a national program for technical-scientific cooperation with the International Atomic Energy Agency (IAEA) 2026-2030 1.4.Draft a decree on sharing benefits from the use of genetic resources 1.5.Create an agreement on celebrating National Science Week 1.6.Create an agreement on standards for scientific research institutions 1.7.Create an agreement on conducting science and technology enterprises.
2. Develop human resources in science, technology and innovation	2.1 Develop human resources in scientific, radio-nuclear and genetic resource utilization 2.2 Raise awareness in society about scientific work, radio-nuclear work, and the use of genetic resources.

Strategies	Main Activities
3. Strengthening scientific research capacity and infrastructure	3.1. Create infrastructure for scientific, radio-nuclear and genetic resource utilization; 3.2. Create a database management mechanism related to scientific, radiological-nuclear work and the use of genetic resources.
4. Research and develop science, technology and innovation in socio-economic and environmental development	4.1. Study and define legislation related to research and development of science, technology and innovation;
5. Strengthening the network of cooperation and participation of relevant sectors in science, technology and innovation	5.1 Strengthen the framework for cooperation within the country and with regional and international countries on science, technology and innovation, especially with development partners in the field of science.

4.2.2. Science Research and Innovation Plan

1) Outcomes for 2026-2030

The development and application of science, technology and innovation have created strength, with potential research results, research and creation of prototype products that can be certified to quality standards to be a driving force for socio-economic development, green development and the country's sustainable development goals, along with the development of scientific human resources, research, development and application of science and innovation can be transformed into services.

2) Indicators and targets 2026-2030

Table 13: Science Research and Innovation Indicators (2026-2030)

	Indicator	Baseline 2025	Target 2026	Target 2027	Target 2028	Target 2029	Target 2030	Means of Verification
1.	Achieve a national density of 5 researchers in science and technology per 10,000 people by 2030	-	1	2	3	4	5	Department of Science Management

3) Strategies and Activities

Strategies	Main Activities
1. Strengthening the service system and management of science,	1.1. Create and improve policies, strategies and legislation related to the work of scientific research and innovation institutes

Strategies	Main Activities
technology and innovation	
2. Develop human resources in science, technology and innovation	2.1. Create a plan to upgrade science, technology and innovation, scientific research and innovation institutes and scientific sub-sectors by 2030 2.2. Plan to strengthen laboratory infrastructure development and Necessary equipment for scientific research and innovation institutes 2.3. Create a training plan for science, technology and civil servants Innovation for staff responsible for scientific work by 2030 2.4. Create a training plan for science, technology and civil servants Innovation for staff responsible for scientific work by 2030 2.5. Research Study, create and develop curricula and teaching methods in technology and Innovation 2.6. Research Educate and promote student activities (caravans) as models in science, technology and innovation, identifying the central region as a model
3. Strengthening scientific research capacity and infrastructure	3.1. Build and improve laboratories to meet domestic and international standards to be able to access the service 3.2. Research and study the potential of science, technology and innovation across the country 3.3. Increase the capacity to improve and develop the Lao PDR's science and technology database system to modernize and integrate data to create a nationwide research network
4. Research and develop science, technology and innovation in socio-economic and environmental development	4.1. Research prototype products that can meet food and pharmaceutical quality standards 4.2. Study and review previous research on the living things and geology of the Lao PDR 4.3. Research capacity building for publication in international journals: https://doi.org/10.11646/phytotaxa.531.2.5; 4.4. Study and review previous research on the living things and geology of the Lao PDR 4.5. Study and create a dictionary on the correct use of Lao words in geological research 4.6. Study, research and develop mechanisms for evaluating and managing the intellectual property of the institution's research work.
5. Strengthening the network of cooperation and participation of relevant sectors in science, technology and innovation	5.1. Regional and international collaborative networks to strengthen research in life sciences, chemistry and the environment, such as networks of laboratories and researchers.

4.2.3. Promotion of Scientific Research Plan

1) Outcomes for 2026-2030

Building capacity in the management and promotion of scientific research, development and application of science, technology and innovation in socio-economic development to be highly effective. Therefore, five strategies have been identified for implementation.

2) Indicators and targets 2026-2030

Table 14: Promotion of Scientific Research Indicators (2026-2030)

	Indicator		Baseline 2025	Target 2026	Target 2027	Target 2028	Target 2029	Target 2030	Means of Verification
2.	Number of cooperations in the management and promotion of scientific research with the public and private sectors	Domestic	-	2	2	2	2	2	Cabinet of National Science Council
		International	-	2	2	2	2	2	

3) Strategies and Activities

Strategies	Main Activities
1. Strengthening the service system and management of science, technology and innovation	1.1 Create an agreement on the creation of sources of income for the fund 1.2 Create and improve the legislation of the Science and Technology Development Fund 1.3 Create an agreement on awarding scientific researchers 1.4 Amend the National Council of Sciences Decree 1.5 Revise the decisions of the National Council of Sciences 1.6 Revised the Agreement on Ethics and Conduct for Scientific Researchers 1.7 Revise the Science and Technology Development Fund Agreement 1.8 Update the recommendations of the National Council of Sciences 1.9 Revise the recommendations of the Science and Technology Development Fund 1.10 Create Strategy for managing and promoting national research and technology development and Vision 2040

Strategies	Main Activities
	1.11 Create Scientific Research Program 2026-2030 of the Science and Technology Development Fund
2. Develop human resources in science, technology and innovation	2.1 Create and develop human resources for the management and administration. 2.2 Create and develop human resources who conduct research, develop science, technology, innovation, and local intellectual products. 2.3 Raise awareness and build capacity in science, technology, and innovation research
3 Strengthening scientific research capacity and infrastructure	3.1 Create a national scientific research database 3.2 Create and develop scientific research databases
4 Research and develop science, technology and innovation in socio-economic and environmental development	4.1 Support scientific research and strengthen science , technology and innovation 4.2 Publish , disseminate scientific research results
5 Strengthening the network of cooperation and participation of relevant sectors in science, technology and innovation	5.1 Cooperate with the Vietnam Science and Technology Development Fund in building capacity in fund management 5.2 Cooperate with the Vietnam Academy of Sciences and Technology in exchanging experiences on scientific research promotion work 5.3 Exchange experiences in management and research promotion with Thailand 5.4 Exchange experiences with funds, research institutes, universities and research units, and entrepreneurs who conduct scientific research.

4.3. Sports Sector Plan

Figure 9: Sports Sector Structure



4.3.1. Sports for All, Physical and Art Education

1) Outcomes for 2026-2030

Lao citizens are physically and mentally healthy, personnel in mass sports and physical education, sports and physical education for the disabled, physical education, and art education meet quality standards, contributing to enhancing the nation's position on the international stage, creating pride for the Lao people, preserving local and national arts and culture, students are knowledgeable and aware of education and training for national defense and security, and creating drug-free departments, educational institutions, and sports facilities .

2) Indicators and targets 2026-2030

Table 15: Sports For All, Physical and Art Education Indicators (2026-2030)

	Indicator		Baseline 2025	Target 2026	Target 2027	Target 2028	Target 2029	Target 2030	Means of Verification
1.	Percentage of people of all genders and age participating in physical education, exercise, and sports on a regular basis, from the national population aged 3 years and over (%)		5%	5%	5%	5%	5%	5%	Department of Sports for All Physical and Art Education
2.	The percentage of schools that have organized the	Religious Studies	94.05%	94.64 %	95.23 %	95.82 %	96.41 %	97 %	

	Indicator		Baseline 2025	Target 2026	Target 2027	Target 2028	Target 2029	Target 2030	Means of Verification
	teaching and learning of general education subjects nationwide	Music	93.83%	94.26 %	94.69 %	95.13 %	95.56 %	96 %	
		Arts	89.90%	90.52 %	91.14 %	91.76 %	92.38 %	93%	
3.	Rate of organization of teaching and learning of - basic self-defense and defence security education	Upper secondary	76.39%	77.11 %	77.83 %	78.55 %	79.27 %	80%	
		TVET and Higher Education	-	9.6 %	19.22 %	28.8 %	38.4 %	48%	
4.	Participation in sub-national, regional, and international level sports competitions		-	1 Para Games	1 Student Games			1 Student Games	

3) Strategies and Activities

Strategies	Main Activities
1. Promote the creation of infrastructure, sports units, clubs, venues and facilities for mass sports, arts and education.	1.1 Encourage, build and improve places and parks for healthy exercise, training facilities, training camp facilities and venues for student sports and sports for the disabled to prepare for competitions both domestically and internationally. 1.2 Encourage the establishment of physical education units, various types of physical education clubs at the village, commune, district, city, province/capital level, offices-organizations, companies, factories-factories and organizations at various levels, both public and private. 1.3 Encourage the establishment of various sports and physical education clubs for people with disabilities, from the central to local levels. 1.4 Encourage educational institutions Create and design media and teaching materials for basic education and arts education according to the curriculum. 1.5 Create a plan to provide teaching and learning materials and training in the arts and education in educational institutions. 1.6 Build and improve infrastructure and facilities for teaching and learning at the College of Education and the College of Arts and Sciences
2. Strengthening sports for all, physical and arts education from the center to the local level.	2.1 Encourage and promote the public of all ages and disabled people in Laos, provinces/capitals, districts, villages, offices-organizations, companies, factories-factories and organizations at various levels, both public and private, to practice physical exercise, play sports, organize annual sports competitions, traditional sports competitions, and sports competitions to celebrate important national and international days.

Strategies	Main Activities
	2.2 Encourage districts, provinces, capitals, ministries, and organizations to participate in friendly sports competitions with provinces and districts of neighboring countries. 2.3 Strengthening the management of mass sports, arts and education across the country.
3. Organize domestic competitions and participate in student sports and sports for the disabled at sub-regional , regional and international levels.	3.1 Organize the National High School Sports Championships twice, organize the National Indigenous Sports Championships once, organize the National Disabled Sports Championships twice, and host the ASEAN Student Sports Championships once 3.2 Participate in the ASEAN Student Games under the ASEAN Student Sports Council Charter 5 times, participate in the ASEAN Para Games 3 times, participate in the Asian Para Games 2 times, participate in the Paralympic Games 1 time, participate in the ASEAN Deaflympics 2 times, participate in the Asian Deaflympics 2 times, participate in the Deaflympics 2 times, and participate in sports competitions for the disabled to accumulate points (Qualification) abroad.
4. Develop and upgrade personnel in sports for all, physical and arts education from the central to local levels	4.1 Encourage and support teachers of education and art education at the administrative level and in educational institutions to continuously upgrade their knowledge and skills both domestically and internationally 4.2 Develop curricula and teaching materials at the University of Education and the College of Arts and Sciences. 4.3 Create and train teachers of education and art education according to the shared plan of the Ministry of Education and Sports 4.4 Create and develop quality personnel, referees, sports scientists, doctors who classify disabilities, coaches , and serve in mass sports, sports and arts education at home and abroad 4.5 Encourage students , alumni, and athletes with disabilities who are talented in sports and physical education to attend classes, train, compete, and exchange experiences both domestically and internationally
5. Organize and implement teaching and learning curricula and activities in martial arts, arts education, basic self-defense, and national defense and security education in educational institutions to ensure universal access.	5.1 Encourage and promote the teaching and learning of religious studies, music, fine arts, basic self-defense subjects in general education and religious studies, and national defense and security subjects in vocational education and higher education. 5.2 Encourage and promote cultural activities, music, and visual arts in educational institutions. 5.3 Open the National Defense and Security Training Center to serve the management of teaching and learning in vocational education and higher education in Vientiane Capital. 5.4 Improve curricula and teacher guides for vocational education and higher education.

Strategies	Main Activities
6. Preventing and solving drug problems in the education and sports sectors	6.1 Promote anti-drug activities in military units, educational institutions, and sports facilities 6.2 Create campaigns and campaigns about the harmful effects of drugs 6.3 Disseminate and implement various laws on preventing and solving drug problems from the center to the local level.
7. Domestic and foreign cooperation on sports for all, physical and arts education	7.1 Cooperate with domestic and foreign partners in raising funds to develop mass sports, arts and education; 7.2 Collaborate with regional and international development partners of member countries on ASEAN Sports Seniors' work
8. Management , inspection, monitoring and evaluation of sports for all, physical and arts education activities from the center to the local level	8.1 Create and improve legislation under the Law on sports for all, physical and arts education; 8.2 Monitor, monitor and evaluate the results of mass sports , cultural and educational activities; 8.3 Collect statistics on sports for all, physical and arts education activities.

4.3.2. Elite Sports

1. Outcomes for 2026-2030

"Improve and develop the quality of high-level sports activities to be strong, able to win more medals and awards in international sports competitions and rank higher, bringing honor and recognition to the nation."

1. Enhance the knowledge and skills of high-level sports personnel (administrators, coaches, referees, sports scientists and sports technicians) and athletes (talented players and national teams) to develop and advance to a career in accordance with international standards;
2. Improve and manage existing sports infrastructure so that it can be used effectively, as well as provide necessary and standardized sports equipment and sports teaching materials for the development of high-level sports activities;
3. Develop a strong system for the administration and management of high-level sports activities nationwide;
4. Encourage and promote public and private organizations and the Lao people to contribute to the development of high-level sports.

2. Indicators and targets 2026-2030

Table 16: Elite Sports Indicators (2026-2030)

	Indicator	Baseline 2025	Target 2026	Target 2027	Target 2028	Target 2029	Target 2030	Means of Verification
1.	Number of internationally (ASEAN, ASIAN, International) recognized sports referees (additional each year)	45	6	6	6	6	6	Elite Sports Department
2.	Number of talented athletes, national team athletes and professional athletes created and developed	-	1,398	250-300	250-300	250-300	250-300	Elite Sports Department
3.	Number of central and local sports administrators and technical staff trained and upgraded	-	3,290	800-900	800-900	800-900	800-900	Elite Sports Department
4.	Number of gold medals and rankings in the SEA Games	-	5 gold medals and 9th place	-	3 gold medals and 9th place	-	3 gold medals and 9th place	Elite Sports Department

3. Strategies and Activities

Strategies	Main Activities
1. Expand the talent base, enhance development and create value for national and professional athletes	1.1 Expand the talent class Sports - Gymnastics and Training center for potential provinces Also create appropriate curricula and Can be implemented in each grade level . 1.2 Improve training curricula, use sports science, and hire outstanding coaches to enhance athlete development. 1.3 Send targeted athletes to train and study abroad. 1.4 Develop popular sports into careers and encourage professional players to play abroad. 1.5 Promote the participation of successful athletes in business and media activities to create added value and social recognition. 1.6 Expand the talent class Sports - Gymnastics and Training center for potential provinces Also create appropriate curricula and Can be implemented in each grade level

Strategies	Main Activities
	1.7 Targeting talented athletes and Prioritize Create a long-term development plan within and Foreign countries
2. Raise the quality of high-level sports personnel to match international standards	2.1 Encourage and Promote the federations organize training to strengthen the sports personnel of various parties systematically. Sustainable continuity and Improve education within and Foreign countries 2.2 Training sports administrators under the Olympic Solidarity program: OS organized by the Lao National Olympic Committee 2.3 Create and Improve curricula at various levels to develop sports and physical education 2.4 Create training curricula for all groups of sports personnel according to the needs needed to develop high-level sports work and careers
3. Promote competition and participation in competitions to transform them to new quality	3.1 Encourage the National Sports Federation to organize annual competitions and Host sub-regional and regional sports competitions and International. 3.2 Upgrade competition management to meet international standards by linking it to valuable benefits and the economy 3.3 The project involves participating in domestic sports competitions and participating in sports competitions at sub-regional, regional and international levels as follows: Olympic Games, World Games, Asian Games, SEA Games, Youth Olympic Games, Asian Indoor & Martial Arts Games, Asian University Games and other events upon invitation. 3.4 Single Event: World Championships, Asian Championships, ASEAN Championships, and other events related to scoring in important events. 3.5 Comprehensive preparations are underway to host the 36th SEA Games, hosted by the Lao PDR.
4. Improve sports infrastructure, provide sports equipment and teaching materials	4.1 Establish a unit responsible for the stadiums created by the government to manage and administer them and gradually open them to self-sufficient services 4.2 Renovate existing sports fields to make them usable and turn them into athletic training centers 4.3 Assemble and maintain training and competition equipment and teaching media to ensure long-term use 4.4 Build and improve the infrastructure and classroom conditions of sports and physical education institutions to meet the standards of higher education 4.5 Build Lao sports heritage halls at the central and local levels at sports stadiums used to organize national, sub-regional, regional and international sports competitions.
5. Increase the use of science and	5.1 Create research articles on sports science and technology on various topics that are useful and applicable

Strategies	Main Activities
technology in the development of high-level sports and careers	5.2 Applying science and technology to sports In preparing for and participating in various sports competitions both domestically and internationally. 5.3 Provide equipment, testing and analysis of athletes' training and competitions, and provide ongoing training
6. Strengthening the management and administration of high-level sports activities	6.1 Create and Improve Law To serve sports and physical education work as well as to organize dissemination to all relevant parties 6.2 Revise regulations on organizing national sports events 6.3 Create regulations and management models for national sports federations 6.4 Create and Improve the database to serve high-level sports activities 6.5 Continue to improve the organizational mechanisms of some national sports federations that are well-established and pay attention to encouraging and developing some federations that are not yet strong 6.6 Support the budget of the National Sports Federation for priority categories (winning medals and having regular activities) 6.7 Establish a system for monitoring, reporting, and evaluating the implementation of high-level sports activities.
7. Strengthen cooperation with friendly countries and international organizations	7.1 Meet and exchange experiences with friendly countries and sign cooperation agreements on the development of high-level sports 7.2 Together with the Lao National Olympic Committee, coordinate and seek support from sub-regional, regional and international sports organizations. 7.3 Continue to implement the Lao-Thai cooperation project, phase 3 (2026-2028) to develop human resources in sports.
8. Strengthen and allocate budget for sports and physical education funds in a consistent and appropriate manner.	8.1 Research, propose and mobilize public and private funding for the Sports and Physical Education Development Fund; 8.2 Allocate and support the budget for the development of sports and physical education in accordance with the fund's regulations and in a reasonable manner.
9. Business development related to sports and physical education is part of building the country's economy.	9.1 Monitor and collect data of fitness business 9.2 Create legislation on the management and promotion of sports and physical education

Strategies	Main Activities
10. Encourage and promote the National Sports Federation to become a member of the regional and international sports governing body	10.1 Coordinate with the Olympic Committee, encourage national sports federations to join the governing bodies of ASEAN, Asian and international sports 10.2 Create referees for certain sports Serve as an international referee

Section V - Financial Plan

1.1. Education financing during the 9th ESSDP (2021-2025)

This section begins by reviewing budget developments under the 9th ESSDP (2021–2025), then outlines the objectives and principles of expenditure policy for the education sector under the 10th ESSDP (2026–2030), including the expenditure priority framework. It concludes with the 10th ESSDP financing plan, presented under two scenarios: *Steady-State (Scenario 1)* and *Enhanced Education Sector Performance (Scenario 2)*.

1.1.1. Budget developments during the 9th ESSDP (2021-2025)

The implementation of the 9th ESSDP (2021–2025) was heavily affected by the COVID-19 pandemic and the subsequent economic slowdown, marked by kip depreciation, high inflation, low tax revenues, and rising public debt. The currency's depreciation sharply increased the cost of servicing foreign debt, crowding out spending in other sectors, including education. At the same time, the government's "right-sizing" policy remained in force, leading to a further reduction in education staff numbers.

As shown in Table 17 below, the share of education in total state budget primary expenditure declined from 12.7% in 2021 to 9.1% in 2024, before rebounding to 10.4% in the 2025 budget, as the government sought to adjust education allocations to account for past inflation. The impact of the kip's depreciation is even more evident when examining the education budget in US dollar terms: it shrunk from USD 370 million in 2021 to USD 194 million in 2024, before recovering to USD 279.2 million in 2025.

Table 17: Education Budget 2021-2025

	Budget 2021 (actual)	Budget 2022 (actual)	Budget 2023 (actual)	Budget 2024 (plan)	Budget 2025 (Revised Plan)
State Budget (primary expenditure)	28,510,442	30,994,059	37,863,743	45,919,000	57,950,000
Education budget (in LAK mln)	3,612,304	3,798,834	3,710,901	4,187,790	6,031,256
Exchange rate (annual average)	9,754	14,294	18,701	21,586	21,600
Education budget (in USD mln)	370.3	265.8	198.4	194.0	279.2
Education share of State Budget	12.7%	12.3%	9.8%	9.1%	10.4%
Education share of GDP	2.00%	1.75%	1.33%	1.43%	1.61%

Sources: Budget execution reports for FY 2021-2023; State Budget Plans 2024 and 2025

In terms of GDP share, education spending declined from 2% in 2021 to 1.33% in 2023, and then up to 1.61% in 2025, which is still well below the Global Partnership for Education (GPE) recommendation of 4% and the lower-middle-income countries' average of 3.5% (2022).

1.1.2. The financing gap in 2021-2025

Between 2021 and 2024, annual budgets allocated to the education sector consistently fell short of the Steady State scenarios outlined in the ESSDP 2021-2025.

Table 18: Financing gap 2021-2025

(mln Kip)	2021	2022	2023	2024	2025	2021-2025
Original ESSDP (steady state scenario)	4,275,245	4,323,027	4,369,580	4,572,124	4,675,478	22,215,454
ESSDP projections (steady state) adjusted to inflation	4,437,704	5,519,381	7,319,409	9,343,598	9,937,005	36,557,097
Inflation rate (annual average)	3.8%	23.0%	31.2%	22.0%	4.0%	
Education budget	3,612,304	3,798,834	3,710,901	4,187,790	6,031,256	21,341,085
Gap to original ESSDP adjusted to inflation (mln Kip)	(825,400)	(1,720,547)	(3,608,508)	(5,155,808)	(3,905,749)	(15,216,012)
Gap (mln USD)	(84.62)	(120.37)	(192.96)	(238.85)	(180.82)	(818)

Note: 2025 inflation is a projection based on most recent CPI Reports from Lao Statistics Bureau (LSB)

The table above presents the original ESSDP 2021-2025 financing requirements (estimated in 2020, i.e. prior to the Covid-19 crisis and the 2022-2024 inflation surge), adjusted for inflation over the period 2021-2025. As shown, the efforts made under Budget 2025 to offset cumulative inflation have not been sufficient to close the overall financing gap, which reached USD 818 million over the period, or around USD 160 million per year in average. For reference, average annual ODA during that period amounted to around USD 40 million.

The main factor behind this shortfall has been the continued decline in the number of teachers, whereas the ESSDP 2021-2025 had anticipated a stabilisation of the teaching workforce. These constraints have led to substantial reductions in key quality programmes, including in-service teacher training, pedagogical support, textbook replenishment, school block grants, and buildings maintenance and construction.

1.2. Objectives and principles of expenditure policy for 2026-2030

This section outlines the education sector's spending policy for 2026-2030, which will be updated during the ESSDP Midterm Review in 2028. The goals are to:

- Align with the National Socio-Economic Development Plan (NSED) and its financing strategy.
- Secure a fair share of the State Budget for education to ensure the system can operate and develop sustainably.
- Improve strategic allocation of resources within the education sector through the implementation of a budget prioritisation framework to achieve maximum improvement in education quality within the budget constraint and to reduce disparities.

To achieve these goals, MoES will continue to strengthen the role of the Planning and Budgeting Committee as the main body responsible for guiding spending policy.

1.2.1. Aligning with the 10th NSED's Financing Strategy

The financing plan of the 10th ESSDP is designed to remain consistent with the macro-fiscal and financing framework of the 10th National Socio-Economic Development Plan (NSED). The NSED financing strategy places strong emphasis on restoring fiscal stability, improving domestic resource mobilisation, maintaining debt sustainability, and promoting a more balanced mix between public and private financing sources.

The ESSSDP therefore aligns its two financing scenarios (*Steady-State* and *Enhanced Education Sector Performance*) with the overall fiscal parameters of the NSEDP, ensuring that education spending ambitions remain realistic and fiscally sustainable. Within this framework, the ESSSDP seeks to secure a fair share of the State Budget for education, while improving allocative efficiency through stronger prioritisation of non-wage and investment budgets that directly impact education quality and equity. It also reflects the NSEDP's broader reform agenda on planning-budgeting integration, public financial management, and domestic revenue expansion.

Both strategies recognise the need to diversify financing by leveraging ODA, climate funds, and private investment to close remaining gaps, while ensuring a more equitable allocation of resources across provinces and districts. In this context, the ESSSDP also foresees a modest increase in private education provision at all levels (early childhood, primary, secondary, TVET, and higher education) in line with the NSEDP's call for greater private-sector participation in public service delivery.

Overall, the ESSSDP translates the NSEDP's vision of inclusive and sustainable growth into a concrete financing framework for human capital development, underpinned by performance, efficiency, and equity.

1.2.2. Securing a fair share of State Budget

Securing a fair share of the State Budget relates to the process of allocation of national resources across sectors. The process is guided by the NSEDP, which sets the country's priorities for a period of 5 years. However, as the plan does not clearly define budgetary priorities, allocations to each sector are ultimately determined through the annual budget planning process led by the Ministry of Finance.

Article 74 of the Education Law (Revised version 2024) mentions that *The state ensures that the education and sports sectors are prioritized, with allocations of no less than 18 percent of total annual state expenditure*. As shown in Table 19 below, this target has not been reached, and the education sector budget has received an average of only 10.9% of the State budget during 2021-2025.

Table 19 also shows the education sector has received 15.1% of the national *recurrent* budget (excluding debt service) in average during 2021-2025, and only 5.2% of the investment budget (including ODA). While education receives a large share of the national wage and allowances envelope, it captures only a limited portion (5.7%) of national funds for technical and operational activities (Chapter 63). These cover essential inputs such as textbooks, teacher training, and pedagogical support, all of which are critical for improving learning quality.

Table 19: Share of Education Budget (detailed by budget chapters)

	2021 (actual)	2022 (actual)	2023 (actual)	2024 (budget)	2025 (revised)	2021-2025 average
Education share of State Budget (primary expenditures)	12.7%	12.3%	9.8%	9.1%	10.4%	10.9%
Education share of national recurrent (excl debt service)	15.8%	14.5%	13.9%	13.8%	17.4%	15.1%
Education share of national Chapter 60 (wages)	22.0%	21.1%	19.1%	17.6%	16.2%	19.2%
Education share of national Chapter 61 (allowances)	15.9%	15.7%	15.3%	15.7%	24.4%	17.4%
Education share of national Chapter 62 (operational)	10.5%	9.6%	8.3%	7.9%	7.8%	8.8%
Education share of national Chapter 63 (technical activities)	5.3%	8.2%	4.7%	5.3%	5.1%	5.7%
Education share of national Chapter 66 (equipment)	2.0%	12.0%	0.7%	1.9%	2.0%	3.7%
Education share of national Chapter 67 (investment)	6.3%	7.2%	3.5%	3.3%	5.5%	5.2%
Education share of national ODA	9.4%	9.3%	3.4%	3.6%	6.3%	6.4%
Education share of national domestic investment	1.3%	4.2%	3.8%	2.4%	3.4%	3.0%

Sources: Budget execution reports for FY 2021-2023; State Budget Plans 2024 (original) and 2025 (revised)

This narrow allocation pattern highlights the structural imbalance in education financing, where recurrent wage pressures crowd out investment in quality-enhancing measures. The non-wage and investment budget share for education has been too low, especially given that the education sector is the largest and most decentralised public service in the country, with thousands of schools and offices to maintain. Addressing this imbalance and closing these gaps will be essential to sustain progress in learning outcomes and for Lao PDR to achieve SDG4: Access to Quality Education.

Over the past few years, the education sector has had to cope with civil service reforms reducing drastically the number of teachers. With the 10th ESSDP, the focus should be stabilizing or increasing teacher workforce and on improving its effectiveness. This will require more funding for training and support, especially under the technical activities budget, to help teachers develop their skills and be deployed where they are most needed.

1.2.3. Improving allocative efficiency

It is important to view this objective in the context of ongoing PFM reforms, in particular in the way the annual budget will be prepared, structured and negotiated with the Ministry of Finance. Assuming there will be a gradual increase in the education sector budget, the key question is: *where should any available additional resources be allocated to achieve maximum improvement in education quality?* An equally important question is: *how can resources be distributed more fairly across provinces, districts, and schools to reduce disparities?*

The identification and prioritisation of cost-effective interventions with the highest impact on learning outcomes and on reducing disparities will take place during the planning stage (Annual Costed Sector Plans-ACSEP), using ESSDP policy targets as planning parameters, and during the annual budget formulation process when the sector expenditure ceilings are issued by the Ministry of Finance.

Priority expenditure programmes will be ranked according to three main criteria:

- Criterion 1: Improves the efficiency or effectiveness of existing resources (for example improves the management of existing staff or effectiveness of the SBGs), as demonstrated by cost-benefit studies.
- Criteria 2: Priority sub-sector: the ESSDP 2026-2030 prioritizes improving the quality of primary and lower secondary education.
- Criteria 3: Reduces disparities, with a focus on the disadvantaged groups, gender and inclusion.

Any additional financial resources should be allocated first to the identified programmes. Whereas it is crucial to ensure a fair share of the national budget to the education sector, it is equally important to ensure that funds are efficiently allocated within the education sector.

Allocation to provinces: During the 9th ESSDP, the Ministry of Education and Sports (MoES) issued a *Manual on the Allocation of Operational Budgets for PESSs*, introducing a multi-indicator formula to promote equitable distribution. In the 10th ESSDP, MoES will continue working with the Ministry of Finance to ensure provincial education budgets are allocated in ways that narrow gaps between provinces. At the same time, it is important to strengthen the role of education in discussions with provincial governors, as they are responsible for executing these budgets.

Allocation to districts: District Education and Sports Bureaus (DESBs) are at the heart of efforts to improve education quality at the local level. Under the 9th ESSDP, MoES nearly doubled the funding DESBs received

from PESSs. These funds are used mainly to support schools through teacher mentoring, classroom monitoring, organising Grade 5 and Grade 9 exams, and conducting training and workshops for teachers and administrators. Increasing district allocations will remain a priority for improving quality. MoES will continue to ensure that PESSs use an allocation formula that favours disadvantaged districts, with regular reviews to measure impact and adjust the allocation formula as needed.

Allocation to schools: During the 9th ESSDP, MoES revised the formula for School Block Grants to make them more responsive to individual school needs, with the aim of reducing disparities and linking funding to Early Childhood Education (ECE) and Primary Education Fundamental Quality Standards (FQS). Both the grants and the allocation formula will be regularly reviewed to ensure they remain effective and relevant.

1.3. Financial costs of ESSDP 2026-2030

The financial costs of the 10th ESSDP have been calculated under two scenarios: the *Steady-State* scenario (Scenario 1) and the *Enhanced Education Sector Performance* scenario, hereby referred to as the *Performance* scenario (Scenario 2).

The *Steady-State* scenario represents the medium-term budget needed to maintain the education, science and sports sector under current policies and practices, with no change in service coverage, quality, or equity. It assumes civil service staffing policies (replacing only one in two leaving staff), minimal operating budget increases to match 5% annual inflation, the current textbook policy, limited in-service training (enough to maintain rather than improve skills), and no new programme interventions. This scenario serves as a baseline against which performance can be measured, as key sector indicators are expected to remain largely unchanged.

The *Performance* scenario, in turn, is based on full implementation of the 10th ESSDP's policy targets and programmes. Its aim is to improve education outcomes and ensure sufficient investment in the country's future in line with SDG4 commitments. It assumes 100% replacement of retiring staff and includes more ambitious targets as can be seen in Table 20 below.

Any additional budget (above the *Steady-State* level) will be allocated in line with the sector expenditure policy and be used to improve education services and raise sector performance indicators towards the *Performance* scenario targets. This approach will allow for a clearer assessment of sector performance in relation to available resources.

Table 20: Key parameters under the two scenarios

Item	Scenario 1 (Steady-State)	Scenario 2 (Performance)
Inflation	5%	idem
Teacher recruitment quota (percentage replacement of leaving staff)	50%	100%
ECE Enrolment	- For the 3-5 y/o: from 64.4% in SY 2024/25 to 68% in 2030 - For the 5 y/o: from 84.7% in SY 2024/25 to 90.1% in 2030	Idem
PE Enrolment	- NIR: from 99.3% in 2025 to 99.9% in 2030	Idem

Item	Scenario 1 (Steady-State)	Scenario 2 (Performance)
	- Net Primary Cohort Completion Rate (NPCCR): from 70.7% in SY 2024/25 to 84.6% in 2030 - Cohort Completion Rate: from 79.2% in SY 2024/25 to 89.2% in 2030	
LSE Enrolment	- Transition rate (Graduates G5 to M1): from 88.1% in SY 2024/25 to 95.2% in 2030	Idem
USE Enrolment	- Transition rate (Graduates M4 to M5): from 71.5% in SY 2024/25 to 80.1% in 2030	Idem
TVET Enrolment	- From 16,737 students in SY 2024/25 to 22,348 in 2030	Idem
HE Enrolment	- 3% yearly increase (from 38,841 students in 2025 to 45,026 in 2030)	Idem
School Block Grants	16.5% increase in unit cost per student in 2026 ¹² , then 3% per year	Idem in 2026, then 5% per year
Scholarships	Annual increase of the number of beneficiaries (starting in 2027): - PE: 10% - LSE: 20% - USE: 10%	Annual increase of the number of beneficiaries (starting in 2027): - PE: 50% - LSE: 50% - USE: 20%
Textbooks	- PE: Textbook per Pupil Ratio: 1:1; Replenishment rate: 33.3% per year - LSE: Textbook per Pupil Ratio: 1:1; Replenishment rate: 20% - Unit cost 2026: 40,000 kip (incl. printing and delivery to district/school)	Idem
Continuous Professional Development (CPD)	- ECE/PE: 20% of teachers receive a 3-day training annually - LSE/USE: 20% of teachers receive a 3-day training annually - TVET: 10% of teachers receive a 10-day training annually	- ECE/PE/LSE/USE: idem except 5-day training - TVET: 20% of teachers receive a 10-day training annually
Pedagogical advisory service	- Each school (ECE/PE/LSE/USE) is visited by a Pedagogical Advisor for an average of 4 days per year	Idem
Pupil-Teacher Ratio (PTR) ¹³	Based on 50% replacement quota: - ECED = decrease from 27.9 (2025) to 25.7 (2030) - Primary = increase from 24.9 (2025) to 25.5 (2030)	Based on 100% replacement quota: - ECED = decrease from 27.9 (2025) to 24.6 (2030) - Primary = decrease from 24.9 (2025) to 24.1 (2030)

¹² In line with EU Budget Support commitment

¹³ In the ESSSDP costing model, the pupil–teacher ratio (PTR) is not set as a policy target that drives teacher numbers. Instead, teacher numbers (determined by the replacement quota) dictate the resulting PTR.

Item	Scenario 1 (Steady-State)	Scenario 2 (Performance)
	- LSE = increase from 18.7 (2025) to 22.7 (2030) - USE: increase from 13.7 (2025) to 16.1 (2030)	- LSE = increase from 18.7 (2025) to 21.4 (2030) - USE: increase from 13.7 (2025) to 15.2 (2030)
WASH schools	- ECE: 15% annual reduction of the number of schools without WASH facilities - PE, LSE, USE: 10%	- ECE: 20% annual reduction of the number of schools without WASH facilities - PE, LSE, USE: 15%
Construction of dormitories (LSE/USE)	- LSE: 9 per year - USE: 5 per year	Idem
Construction of labs (LSE/USE)	- LSE: 9 per year - USE: 2 per year	- LSE: 18 per year - USE: 5 per year

1.3.1. Costs of Scenario 1 (Steady-State)

The *Steady-State* scenario projects a steady, moderate increase in the overall education budget over the five years of the 10th ESSDP.

Table 21: Costs of Scenario 1 (Steady-State) in LAK and USD million

	Revised Budget (2025)	ESSDP 2026	ESSDP 2027	ESSDP 2028	ESSDP 2029	ESSDP 2030
<i>(million Kip)</i>						
Total	6,031,256	6,619,120	7,050,183	7,562,376	7,822,682	8,171,395
Chapter 60 (wages)	3,290,242	3,844,230	4,158,978	4,499,718	4,647,221	4,799,642
Chapter 61 (allowances)	806,420	997,635	1,052,452	1,165,237	1,227,303	1,359,121
Chapter 62 (operational)	349,789	368,153	398,300	416,799	436,591	457,456
Chapter 63 (technical activities)	219,590	254,738	264,695	279,395	290,473	306,553
Chapter 66 (equipment)	5,874	23,900	25,095	26,350	27,667	29,051
Chapter 67 (investment)	1,359,341	1,130,465	1,150,662	1,174,877	1,193,426	1,219,571

	Revised Budget (2025)	ESSDP 2026	ESSDP 2027	ESSDP 2028	ESSDP 2029	ESSDP 2030
<i>(million USd)</i>						
Total	281	308	328	352	364	380
Chapter 60 (wages)	153	179	193	209	216	223
Chapter 61 (allowances)	38	46	49	54	57	63
Chapter 62 (operational)	16	17	19	19	20	21
Chapter 63 (technical activities)	10	12	12	13	14	14
Chapter 66 (equipment)	0	1	1	1	1	1
Chapter 67 (investment)	63	53	54	55	56	57

As can be seen in Table 22 below, the most noticeable budget expansion would be required in the non-wage recurrent budget, mainly because of allowances, school feeding, scholarships, operational and further catching up with inflation.

Table 22: Budget increases required by main category of spending (Scenario 1)

	Revised Budget (2025)	ESSSDP 2026	% variation	ESSSDP 2027	% variation	ESSSDP 2028	% variation	ESSSDP 2029	% variation	ESSSDP 2030	% variation
Wage	3,290,242	3,844,230	16.8%	4,158,978	8.2%	4,499,718	8.2%	4,647,221	3.3%	4,799,642	3.3%
Non-wage	1,381,673	1,644,425	19.0%	1,740,543	5.8%	1,887,781	8.5%	1,982,034	5.0%	2,152,182	8.6%
Capital (including ODA)	1,359,341	1,130,465	-16.8%	1,150,662	1.8%	1,174,877	2.1%	1,193,426	1.6%	1,219,571	2.2%

1.3.2. Costs of Scenario 2 (Performance)

The 'Performance' scenario shows a larger increase of the education budget every year as compared to the 'Steady-State' scenario above.

Table 23: Costs of the Performance scenario (Scenario 2) in LAK and USD million

	Revised Budget (2025)	ESSSDP 2026	ESSSDP 2027	ESSSDP 2028	ESSSDP 2029	ESSSDP 2030
<i>(million Kip)</i>						
Total	6,031,256	6,709,838	7,211,595	7,817,595	8,183,531	8,666,867
Chapter 60 (wages)	3,290,242	3,844,230	4,220,204	4,633,227	4,855,557	5,088,815
Chapter 61 (allowances)	806,420	996,099	1,066,004	1,202,362	1,297,072	1,481,477
Chapter 62 (operational)	349,789	369,503	400,013	420,736	443,144	466,815
Chapter 63 (technical acti	219,590	269,662	280,070	296,527	308,080	326,009
Chapter 66 (equipment)	5,874	23,900	25,095	26,350	27,667	29,051
Chapter 67 (investment)	1,359,341	1,206,445	1,220,209	1,238,394	1,252,011	1,274,701

	Revised Budget (2025)	ESSSDP 2026	ESSSDP 2027	ESSSDP 2028	ESSSDP 2029	ESSSDP 2030
<i>(million USD)</i>						
Total	281	312	335	364	381	403
Chapter 60 (wages)	153	179	196	215	226	237
Chapter 61 (allowances)	38	46	50	56	60	69
Chapter 62 (operational)	16	17	19	20	21	22
Chapter 63 (technical acti	10	13	13	14	14	15
Chapter 66 (equipment)	0	1	1	1	1	1
Chapter 67 (investment)	63	56	57	58	58	59

As can be seen in Table 24 below, the most noticeable budget expansion in average would be required in the non-wage recurrent budget, mainly because of allowances, school feeding, scholarships, operational and further catching up with inflation. The wage bill also grows significantly due to integration of the volunteer teachers and salary increases.

Table 24: Budget increases required by main category of spending (Scenario 2)

	Budget Plan (2025)	ESSSDP 2026	% variation	ESSSDP 2027	% variation	ESSSDP 2028	% variation	ESSSDP 2029	% variation	ESSSDP 2030	% variation
Wage	3,290,242	3,844,230	16.8%	4,220,204	9.8%	4,633,227	9.8%	4,855,557	4.8%	5,088,815	4.8%
Non-wage	1,381,673	1,659,164	20.1%	1,771,182	6.8%	1,945,974	9.9%	2,075,963	6.7%	2,303,351	11.0%
Capital (including ODA)	1,359,341	1,206,445	-11.2%	1,220,209	1.1%	1,238,394	1.5%	1,252,011	1.1%	1,274,701	1.8%

1.4. Financial resources required under the two scenarios

In 2025, the economic environment is gradually improving. The Kip/USD exchange rate has stabilised, and inflation has fallen sharply (to 4% year-on-year in October 2025). The Government is pursuing a macroeconomic policy focused on stability, and domestic revenues are expected to strengthen over the next few years. Despite this, it is still unclear how much overall public spending, and education spending

in particular, will grow. For this reason, the Financing Plan will need to be reviewed and updated regularly to take into account changes in the wider fiscal situation and actual budget limits.

At this stage, there are no official medium-term macro-fiscal projections to 2030. This makes it impossible to estimate what share of the future State Budget will go to education. Instead, the Financing Plan presents the funding needs under the two scenarios and calculates how much the domestic education budget would need to increase (in percentage terms) in order to meet those needs. Because development partners' support (ODA) is expected to stay roughly at its 2025 level (i.e. about 50M\$ per year), the required increases are calculated only for the domestically financed part of the budget.

Looking ahead, the Ministry of Education and Sports will continue to argue for an education budget that is large enough to fully implement the plan and contribute to Lao PDR's long-term development. In parallel, MoES will continue to advocate for higher levels of ODA to support priority reforms, and will also explore opportunities to mobilise global climate finance for education-related investments that contribute to resilience and sustainability. Ongoing dialogue with the Education Sector Working Group and key ministries will remain essential throughout the plan period to strengthen the chances of securing higher budget allocations for education.

1.4.1. Financing Plan under Scenario 1 (Steady-State)

Table 25 below presents the 2025 Education Budget as the baseline, followed by the total annual funding requirements for 2026-2030. After deducting projected ODA from these totals, the remaining amount represents the domestic financing to be provided by the Government. The required annual growth rate of this domestic budget is then calculated to ensure full financing of the plan (i.e. no funding gap).

Table 25: Financing Plan under Scenario 1 in Kip and USD

Million Kip	2025	2026	2027	2028	2029	2030	Average 2026-2030
Education budget (excluding ODA)	4,883,208	5,519,120	5,950,183	6,462,376	6,722,682	7,071,395	6,345,151
Annual rate of increase required to cover the gap		13.02%	7.81%	8.61%	4.03%	5.19%	7.73%
ODA	1,148,048	1,100,000	1,100,000	1,100,000	1,100,000	1,100,000	1,100,000
Total education budget (projection)	6,031,256	6,619,120	7,050,183	7,562,376	7,822,682	8,171,395	7,445,151
Financing requirements		6,619,120	7,050,183	7,562,376	7,822,682	8,171,395	7,445,151
Financing gap/surplus		0	0	0	0	0	0

USD million	2025	2026	2027	2028	2029	2030	Average 2026-2030
Education budget (excluding ODA)	226	256	275	299	311	327	294
Annual rate of increase required to cover the gap		13.02%	7.81%	8.61%	4.03%	5.19%	7.73%
ODA	53	51	51	51	51	51	51
Total education budget (projection)	279	306	326	350	362	378	345
Financing requirements	0	306	326	350	362	378	345
Financing gap/surplus		0	0	0	0	0	0

Following the substantial adjustment needed in 2026 (+13%), both to compensate for several years of underfunding and to integrate 2,000 volunteer teachers, the Steady-State scenario would require more moderate annual increases thereafter. On average over 2026-2030, the domestic education budget would need to grow by 7.7% per year to avoid a financing gap.

1.4.2. Financing Plan under Scenario 2 (Performance)

Scenario 2 requires a higher level of investment. As shown in Table 26, the domestic education budget would need to increase by 14.9% in 2026, and by 9.2% per year on average over 2026-2030 to fully meet the financing requirements and avoid a funding gap.

Table 26: Financing Plan under Scenario 2 in Kip and USD

Million Kip	2025	2026	2027	2028	2029	2030	Average 2026-2030
Education budget (excluding ODA)	4,883,208	5,609,838	6,111,595	6,717,595	7,083,531	7,566,867	6,617,885
Annual rate of increase required to cover the gap		14.88%	8.94%	9.92%	5.45%	6.82%	9.20%
ODA	1,148,048	1,100,000	1,100,000	1,100,000	1,100,000	1,100,000	1,100,000
Total education budget (projection)	6,031,256	6,709,838	7,211,595	7,817,595	8,183,531	8,666,867	7,717,885
Financing requirements		6,709,838	7,211,595	7,817,595	8,183,531	8,666,867	7,717,885
Financing gap/surplus		0	0	0	0	0	

USD million	2025	2026	2027	2028	2029	2030	Average 2026-2030
Education budget (excluding ODA)	226	260	283	311	328	350	306
Annual rate of increase required to cover the gap		14.88%	8.94%	9.92%	5.45%	6.82%	9.20%
ODA	53	51	51	51	51	51	51
Total education budget (projection)	279	311	334	362	379	401	357
Financing requirements	0	311	334	362	379	401	357
Financing gap/surplus		0	0	0	0	0	0

1.5. Conclusion

Post-pandemic recovery in Lao PDR has been hindered by ongoing economic challenges and a currency exchange crisis that drove inflation and public debt to high levels. Although both the economy and the exchange rate began to stabilise in 2025, there remains significant uncertainty about future financing for the education sector, both domestic and external. The MoES will account for these evolving economic conditions when regularly updating the Financing Plan for the 10th ESSDP.

Of the two scenarios presented, the Steady-State scenario is the more affordable option. However, it shows that even maintaining current levels of education service delivery would require an increase in the education sector's share of the State Budget and would not lead to significant improvements in learning outcomes.

By contrast, the Enhanced Education Sector Performance scenario is more expensive, but it is the one that would enable full implementation of the 10th ESSDP's policy targets and programmes, improving education outcomes and ensuring adequate investment in the country's future, in line with its SDG4 commitments.

Section VI - Monitoring and evaluation

6.1. Monitoring and evaluation process

ESSSDP 2026-2030 monitoring and evaluation processes are summarized as follows:

1. Education, Science and Sports Sector Annual Reports (ESSSAR)

ESSSARs follow the structure of the ESSSDP 2026-2030, reporting performance against priority policy objectives, HLOs, implementation of sub-sector strategies and activities, and the ESSSDP Results Framework (see below). Each year, the sector performance annual reports will be developed twice:

- **Annual report (ESSSAR - by Academic year):** This is a summary of the evaluation, achievements and challenges of the implementation of the targets, strategies and key actions for the academic year and the plan and targets for the next academic year. The summary will be basically approved at the annual conference of education, science and sports administrators nationwide held in August and published in September of each year. The Annual report by academic year will draw on central MoES departmental reporting and also on PESS annual reports.
- **Annual report (by Fiscal year):** This is a summary of the implementation of the annual plan, as well as key activities and challenges of each sub-sector. The summary covers the fiscal year (January-December) of each year and plans activities for the following year. The summary will be basically approved at the annual meeting of the National Education, Science and Sports Administrators held in January-February of the following year and published in March-April. The annual summary will be compiled from the summary of the implementation of the plan of each sub-sector.

2. Academic and annual meetings of education, science and sports administrators

As mentioned above, the annual National Education, Science and Sports Administrators' Conference is held twice a year, once during the school year and once every year. The main purpose of the MoES Annual Conference is to review performance and to develop and propose future policy directions and specific actions. A document outlining official conference resolutions is produced. Each department is requested to disseminate the resolution to all parties under its management for information and implementation along with specific tasks in its plan.

The main source for review is the findings of the ESSSAR. Other important reports will be reviewed including from the Planning and Budgeting Committee (PBC), from the Teacher Allocation Committee (TAC), and reports of Joint Sector Review Missions (JSRMs) and the ESSSDP Mid-Term Review (MTR) for years when these reports are available. Other specific thematic reports or studies related to key priorities will be reviewed as appropriate.

3. Education and Sports Sector Working Group (ESSWG)

The ESSWG, a joint MoES/development partner mechanism, chaired by the Minister and co-chaired by designated DPs, has a key role in monitoring and evaluation. The ESSWG, through its high-level forums and its thematic focal groups, facilitates regular performance review and dialogue on priority issues. In addition to facilitating review and feedback on key reports (outlined above) it provides a mechanism for dissemination, presentation and discussion of specific studies and evaluations on key issues.

The ESSWG also has a key role in planning and supporting JSRMs and the MTR, including identifying scope and focus, and in review and endorsement of these report's findings and recommendations. The ESSWG

is also a mechanism for facilitating review and recommendations on the effectiveness of Official Development Assistance (ODA).

4. Joint Sector Review Missions (JSRMs)¹⁴

JSRMs are designed to provide more targeted and in-depth monitoring and evaluation of specific themes to determine the underlying causes of identified key challenges and to develop recommendations to address them. JSRMs will often, although not necessarily, include data collection through field visits. JSRMs will be implemented every 2-3 years.

The focus of JSRMs is informed by ongoing reporting, for example challenges identified in ESSSARs and annual conferences, and are agreed through the ESSSWG. Findings and recommendations from JSRMs will be widely disseminated, endorsed by ESSSWG, and used to inform ongoing policy and strategy development, and specific plans.

5. Mid-term and Final ESSSDP 2026-2030 Reviews

A mid-term review of ESSSDP 2026-2030 will be conducted in 2028, to evaluate progress in achieving results and implementing strategies. It will include updating of the financing plan and also targets if required, and recommendations for any significant adjustments to policy priorities and strategies.

The final review of the ESSSDP 2026-2030 will be conducted in 2030 to assess and evaluate the overall impact of the program and review how effectively and efficiently the program has contributed to the outcomes and goals of the 10th National Socio-Economic Development Plan (2026-2030). The final review will also be used to guide development and provide lessons for the next 5-year development plan, namely the 2031-2035 plan .

6.2. ESSSDP 2026-30 Indicators

The ESSSDP 2026-2030 includes performance indicators and targets that will be used to assess progress in achieving the intended results of the plan. Indicators are outlined in sub-sector plans in Section IV. It is emphasized that indicator targets are based on budget allocations according to the second financing scenario (increased performance), outlined in Section V. Without increases in education financing it is unlikely that many of these targets will be achieved, further declines may be observed.

A key lesson learned from ESSDP 2021-2025 is that many of the indicators could not be measured. This is because these indicators were not clearly defined and there was no methodology to objectively measure the achievement of indicator targets. This was predominantly for indicators focused on assessment of quite complex processes with no means of measurement. Therefore, at ESSDP MTR there was no measurement, or the measurement was very simplistic and inaccurately reported achievement.

To address this, all indicators specify a means of verification (Data Source) that is objectively measurable. This is not only specifying a departmental responsibility but specifying the assessment methodology (detailed methodologies are referenced, not included in the plan). The inclusion of this not only ensures that all indicators can be measured, it also helps to ensure that M&E is properly and systematically implemented.

A key challenge is a lack of education outcomes indicators because of a lack of systems to measure outcomes. This is a major gap and a constraint on effective education policy and planning. While access

¹⁴External financing from the GPE Systems Capacity Grant will support JSRMs.

outcomes are measured by enrolment rate indicators (and related indicators such as student drop-out) through the EMIS/LES MIS, there is very limited reliable assessment of learning and the outcomes of learning (the most important purposes of an education system). For TVET and higher education there are no measures of employment outcomes (or employment or transition to further education/training).

A high priority in ESSSDP 2026-2030 is therefore to develop, establish and implement systems for measuring education outcomes across levels of education. Development of specific systems are included in relevant sub-sector plans. If any specific systems are established during the early years of the plan they may be incorporated in ESSSDP 2026-2030 at the time of the ESSSDP MTR.

6.3. Monitoring and Evaluation Main Responsibilities

ESSSDP 2026-2030 monitoring and evaluation main responsibilities are as follows:

	Main duties
Central MoES	The MoES takes the lead in sector-wide performance monitoring and evaluation. • The Department of Planning (DoP) produces the ESSSAR with inputs from technical departments • The DoP manages the ESSSDP MTR • The Department of Inspection (DoI) manages JSRMs • The DoI reports on achievement of the ESSSDP Results Framework indicators • The DoI oversees and advises on ongoing M&E, supporting technical departments • Technical departments undertake ongoing M&E according to their specific mandates, to support implementation of their plans and to support the ESSSAR • The Statistics Centre, DoP, manages core education data through the LES MIS, including data collection, analysis and reporting.
Provincial Education and Sports Service (PESS)	The PESS are responsible for producing its annual reports and to monitor and evaluate according to its role. Monitor and evaluate district-level plans and affiliated educational institutions
District Education and Sports Bureau (DESB)	• The DESBs are responsible for producing district-level annual plans and submitting them to the PESS. • DESBs provide M&E support to schools, including through pedagogical advice and inspection. • DESBs also support specific M&E processes, for example collection and analysis of the school census, and reporting on FQS (development and roll-out is in progress)
Educational institution	Educational institutions have specific M&E processes according to the type and level of institution. For example:

	Main duties
	• General education schools complete and submit the annual school census report to DESBs. Schools assess progress against FQS and submit reports to DESBs (development and roll-out is in progress). • TVET colleges and universities undertake institutional self-assessments. TVET colleges and universities will be subject to external assessments (development and roll-out is in progress)

Section VII - Risks and risk mitigation strategies

Risk	Probability	Impact	Mitigation
Financing			
Sufficient domestic financing (government budget) to enable effective implementation of ESSSDP is not allocated to the education sector. Insufficient domestic financing is a major contributory factor to non-achievement of ESSSDP objectives and targets. Lack of finance will likely result in continued declines in education sector performance.	High	Very high	The ESSSDP financing plan and expenditure policy outlines the implications of insufficient finance and advocates for gradually increased education sector budgets, to at least 15% share of the state budget by 2030. The plan includes an ‘increased financing scenario’. In the event that budget allocations fall below this level, the ESSSDP priority expenditure programmes provides the basis for determining which education sector services will be ‘protected’ and therefore which ones will need to be cut.
Education sector government budgets are not sufficiently allocated in accordance with ESSSDP priorities (for example, improving foundational learning, improving equity, ensuring sufficient teacher allocation). If budgets are not allocated in accordance with priorities then key objectives and targets will not be achieved.	Medium	Very high	As above, the ESSSDP financing plan, expenditure policy, and priority programmes outline a hierarchy of priorities for funding and where budgets will be cut if funding is insufficient. Annual and medium term budget planning and review systems have been strengthened in recent years, including the operationalization of the Planning and Budgeting Committee and more active MoES budget dialogue with MoF. This will assist in ensuring that budget allocations and budget revisions are made in an informed manner that reflect priorities.
Official Development Assistance (ODA), 18.5% of the education sector budget in 2025, is not well allocated and implemented. If ODA is not effectively and efficiently planned and allocated according to ESSSDP sub-sector and priority strategies, and in the	Medium	High	Broad alignment of ODA with the ESSSDP is insufficient, it is important that ODA is planned and allocated to specific key priorities in the context of limited resources, and that it is designed to be sustainable through government systems.

Risk	Probability	Impact	Mitigation
context of government financing and implementation capacity, this will undermine progress in achieving ESSSDP objectives. Experience shows a number of challenges with effective provision of ODA, for example: - External financing often supports reforms/ programmes that cannot be sufficiently supported through the government budget. High recurrent costs legacies can render investments unsustainable and/or distort current and future priorities and budget allocations. - Investments in new innovations, systems and programmes, often through pilots and limited geographical targeting, cannot be scaled-up nationally due to limited financing and/or capacity. - Duplication of investments in similar areas through different approaches and with limited coordination remains a challenge.			All new development partner programmes will be subject to assessment on alignment and sustainability, taking into account recurrent financing liabilities and government capacity to implement. MoES will improve the utilization of the ODA MIS for monitoring ODA performance and to inform planning of future ODA. MoES will produce Annual Education ODA Reports starting in 2026, shared with ESSSWG, to facilitate strategic dialogue and review on the effectiveness of ODA, and improved decision-making on the planning and use of ODA.
Scope of the Sector Plan			
The scope of the 10th ESSSDP in terms of policies, reforms and strategies, is too demanding, resulting in weak implementation, and resources and capacity spread too thinly. A key lesson learned from the 9th ESSDP is that it planned to do too much. As a result, many policy actions, strategies, systems development and programme expansion were unable to be implemented or scaled-up and objectives were not achieved.	High	High	The 10th ESSDP prioritises fewer new policies, strategies and activities in order to focus resources and capacity on effective and sustainable implementation of key initiatives to better achieve results. Externally funded interventions that propose the introduction of reforms and new approaches will be subject to assessment on MoES capacity to implement and likelihood of sustainability.

Risk	Probability	Impact	Mitigation
Significant resources and capacity were utilized on such initiatives. Technical and financial capacity of MoES (central, subnational, and educational institutions) to effectively implement reforms, new policies and strategies is limited.			
Teacher Supply and Allocation			
Teacher shortages (related to insufficient finance) and inequitable teacher allocation result in inadequate provision of basic education services resulting in reduced access and poor quality of education (that will contribute to low student learning outcomes). Insufficient and inequitable teacher allocation will affect disadvantaged areas most. Ensuring adequate and equitable teacher allocation, particularly in primary and lower secondary education, is a critical issue that if not addressed will undermine achievement of objectives across the whole sector.	High	Very high	The ESSSDP financing plan ‘increased financing scenario’ assumes sufficient budgets to increase annual teacher quotas to ensure adequate supply. However, sufficient finance and allocation of civil servant staff quotas, are the responsibility of other government agencies (The Party Committee and MoF). MoES will undertake evidence-based dialogue within government to advocate for sufficient teacher quotas. ESSSDP includes strategies for strengthening teacher allocation including: review and revision of the annual teacher quota allocation system to ensure that allocations address teacher shortages and are consistent with sub-sector priorities; development of a contract teacher system to enable more flexibility in the deployment and management of teachers; review teacher terms and conditions of service, including provisions for mobility/redeployment, and incentives for redeployment; develop and implement a School Merger Plan to help address inefficient teacher utilization through reducing the numbers of small schools. In the short-term, MoES will deploy military personnel as teachers as a temporary measure to alleviate teacher shortages.

Risk	Probability	Impact	Mitigation
Equity			
Inequities in education access and learning for disadvantaged groups and communities (mainly in rural and remote areas) persist or worsen. Inequity is observed across a number of aspects (often combined) including, gender, disability, ethnic/language groups and socioeconomic groups, and in the provision of various key inputs including teacher supply, infrastructure, provision of quality improvement inputs, and financing. Significant levels of poverty and food insecurity, particularly in rural and remote areas, exacerbates the effect of inequity. Economic constraints on families results in increasing numbers of youth opting to work, leading to declining demand for education and training, even when supply is locally available.	High	High	ESSSDP includes a number of strategies to address equity including: significant expansion of targeted scholarships for the poor to reduce cost barriers to access and to stimulate demand; improved primary school feeding programme; targeted expansion of community-based ECE in disadvantaged areas; Lao language support for primary early grades to improve literacy for non-Lao speaking children; strengthening teacher allocation and contract systems to improve teacher deployment to under-served areas. The formula for provincial and district education budget allocations will be reviewed to improve alignment of funding to needs, to reduce disparities in resourcing and performance. MoES will increase funding to districts and schools through its central financing mechanisms, prioritizing basic education and targeted to disadvantaged districts. External funding will continue to be prioritized to be targeted to the 45 disadvantages districts.
Climate Change/Emergencies			
The impact of climate change, natural disasters and other emergencies undermines education service delivery and sector performance. Lao PDR is vulnerable to flooding that can destroy school infrastructure and other resources, and food insecurity that is detrimental to effective participation in education. These, and other disaster/ emergency	Medium	Medium	The unforeseen nature of natural disasters/ emergencies presents a challenge to the development of approaches and systems that mitigate this risk. MoES will develop a Disaster/ Emergency and Climate Change Contingency Plan.

Risk	Probability	Impact	Mitigation
risks, may be exacerbated by climate change. Viruses and disease (such as COVID-19) can pose significant threats to society and national development. This includes threats to the economic systems underpinning the provision of public services, and to the public accessing services, including education.			

Annex 1 – Results of implementation of indicators for each sub-sector plan

Table 28: Results of implementation of indicators for each sub-sector 5 years

No .	Indicators	Unit	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	Target for 2025 (National Assembly No. 20/NA)
1	The enrolment rate of 5-year-old children in ECE	%	82,7%	82.9	80.2	81.9	83.8	84.7	86
2	The Net Intake Rate grade 1 in primary education	%	98.5%	98.5	97.9	98.3	99.1	99.3	98
3	The Gross Intake Rate in grade 5 in primary education	%	100.4%	97.4	97.7	96.2	96.4	95.5	99
4	Dropout Rate in Primary Grade 1	%	6,4%	5.4	6.5	4.8	6	5.9	4
5	Dropout rate in primary education	%	4.3%	4.1	4.9	4.4	4.7	4.6	2
6	Primary Completion Rate	%	92.6%	93	92.7	93.1	92.9	93.3	95
7	Transition Rate from Primary (Grade 5) to Lower Secondary level (M1)	%	85.1%	85.5	82.4	84.5	84.9	85.6	90
8	The gender parity index (GPI) of the transition rate from grade 5 to M. 1	%	0.99	0.99	0.99	0.99	0.99	0.99	0,97-1,03
9	The gross intake rate in M.4 (grade 9)	%	71.6%	70.1	68.1	65.3	63.9	61.4	74
10	The lower secondary education drop-out rate	%	10.3%	10.3	11	11.2	12.4	12.4	8
11	Percentage of youth and dropouts receiving Non-Formal Education (NFE) and Vocational Training.	Students		33,284	43,154	36,121	34,068	30,093	150,000

12	Percentage of primary and secondary teachers to receive in-service training not less than 10% of the total number of teachers	%		31	28.3	34.5	41.0	22.67	10
13	University students to enroll in the STEM program	Number of Students		4,189	3,250	3,243	2,536	3,147	12,500
14	Percentage of lower secondary graduates continue their studies in vocational education	%	3.8%	4.3	2.3	1.4	2	5.7	5
15	Percentage of population of all genders and ages to participate in physical exercise and sports for health	%	30.0%	31.7	35	40.39	46.06	50	50
16	Encourage and promote scientific research to reach not less than 40 topics each year	Topic				38	215	225	40

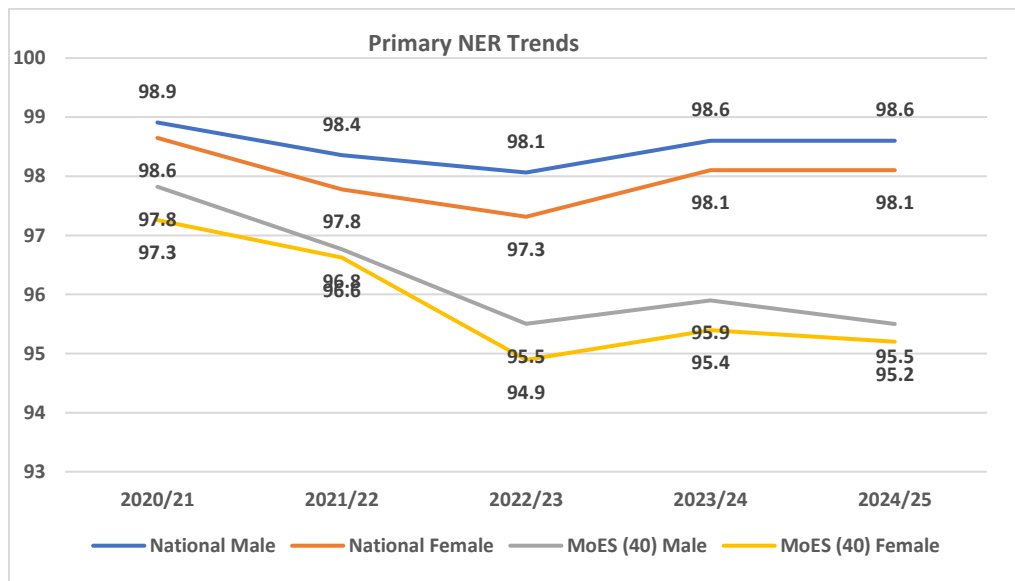
Table 28: Implementation results of early childhood education indicators

Indicator		Baseline 2020-21	Target 2021-22	Target 2022-23	Target 2023-24	Target 2024-25
Enrollment rate of children aged 0-2 years		5.2%	3.7%	4.8%	5.3%	5.6%
Enrollment rate of children aged 3-4 Year		50.7 %	46.6 %	50.0 %	52.4 %	53.8 %
Enrollment rate of children aged 3-5 Year		62, 0%	58.2%	61.1%	63.4 %	64.4%
5- year student enrollment rate	Nationwide	82.9 %	80.2%	81.9%	83.8%	84.7%
	40 cities	72.5%	71.8%	72.1%	73.1%	83%
	Gender Equality Index	0.99	1,00	1,00	0.99	1, 0 1
Number of years where the enrollment rate of 5-year-old students is above 60%		139	136	138	138	145
Percentage of new students entering Grade 1 who have passed Kindergarten 3, Primary school or Learning through play group		71.4 %	74.5%	72.0%	71.4 %	71.3%
Number of disadvantaged districts (40 districts) with a percentage of new students entering		30	35	31	31	26

Indicator	Baseline 2020-21	Target 2021-22	Target 2022-23	Target 2023-24	Target 2024-25
Grade 1 who have passed Kindergarten 3, Primary school or Play-based learning group equal to or greater than 50%					

Table 29: Indicator of Primary Sector

		2020-21	2021-22	2022-23	2023-24	2024-25
Number of schools (public and private)		8,813	8,757	8,722	8,674	8,635
Number of schools (private)		327	345	370	390	427
Number of classes (public and private)		32,531	31,129	30,581	30,222	29,915
Number of students (public and private)	Total	756,191	738,642	741,976	740,084	739,554
	Female					
	Male					
Gender Parity Index		0,97-1,03	0,97-1,03	0,97-1,03	0,97-1,03	0,97-1,03
Number of students	Public	696,502	679,450	676,509	666,667	658,521
	Private	59,689	59,192	65,467	73,417	81,033
% of private students						
Number of teachers (public)	Total	31,133	30,031	28,802	28,003	27,207
	Civ Servant					
	Volunteer					



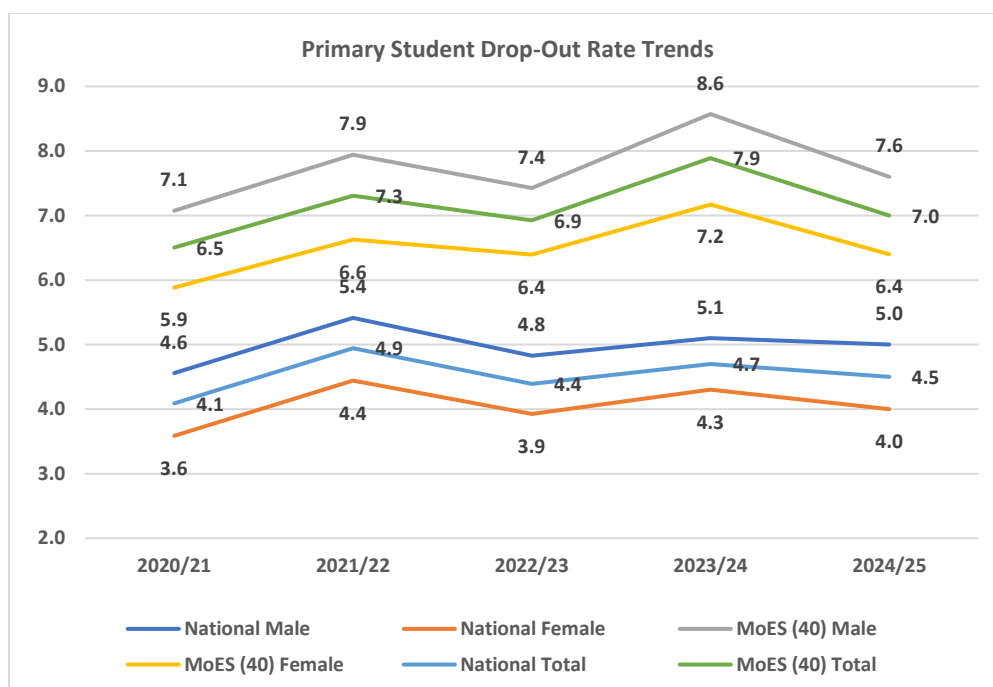


Table 30: Indicators for lower secondary

		2020-21	2021-22	2022-23	2023-24	2024-25
Number of schools (public and private)		973	973	975	978	1,000
Number of schools (private)		73	67	66	62	75
Number of classes (public and private)		12,921	12,747	12,328	12,210	12,119
Number of students (public and private)	Total	418,236	399,504	388,019	380,177	378,457
	Female	203,532	196,034	189,893	186,594	186,257
	Male	214,704	203,470	198,126	193,583	192,200
Gender Parity Index		0,97-1,03	0,97-1,03	0,97-1,03	0,97-1,03	0,97-1,03
Number of students	Female	400,287	380,626	367,365	356,605	350,940
	Male	17,949	18,878	20,654	23,572	27,517
% of private students		4.48	4.95	5.52	6.61	7.84
Number of teachers (public)	Total	36,771	33,823	32,307	31,355	30,109
	Teachers	26,315	25,821	25,607	25,247	24,466
	Volunteers	5,076	4,396	3,073	2,454	2,115

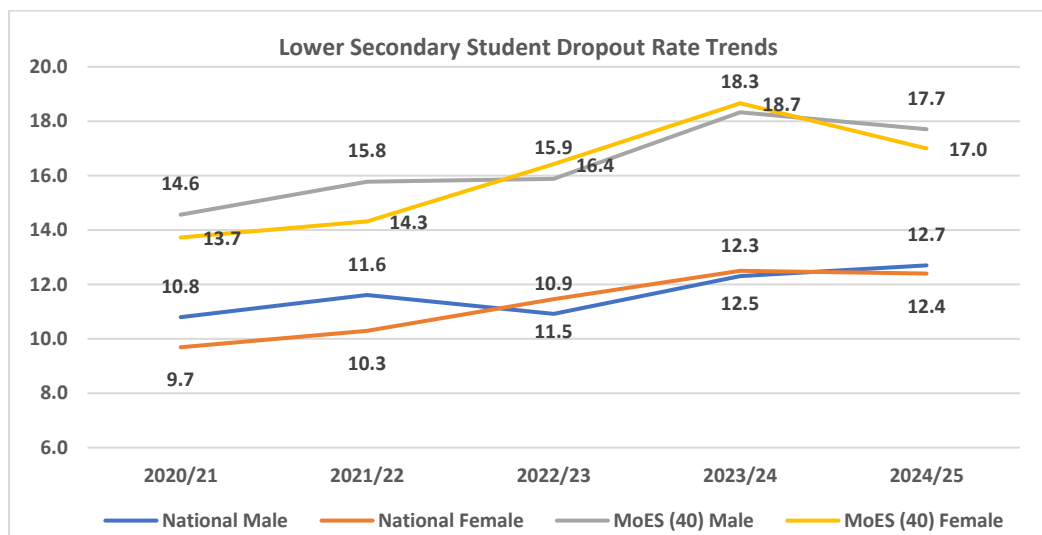
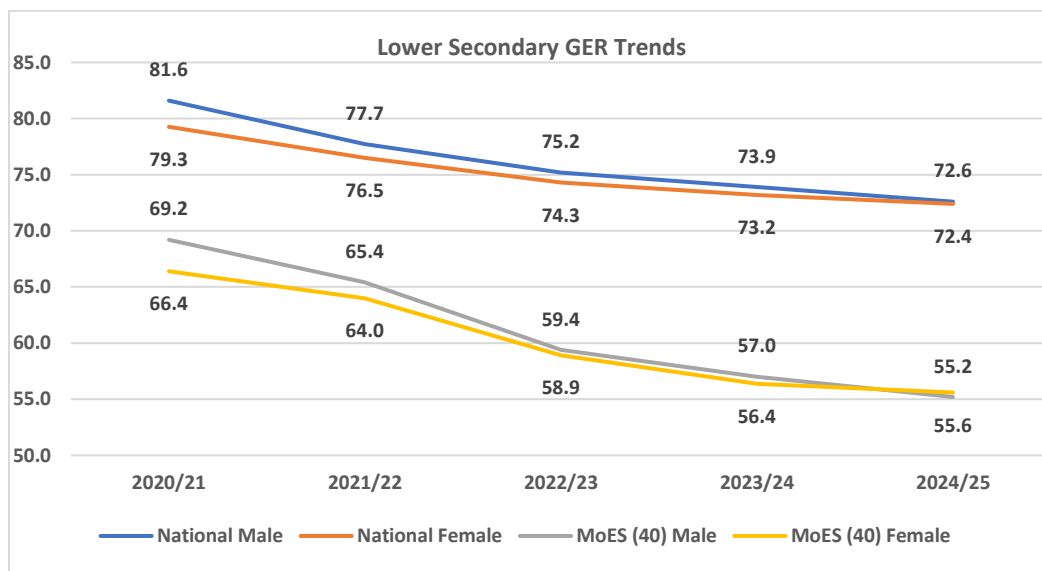
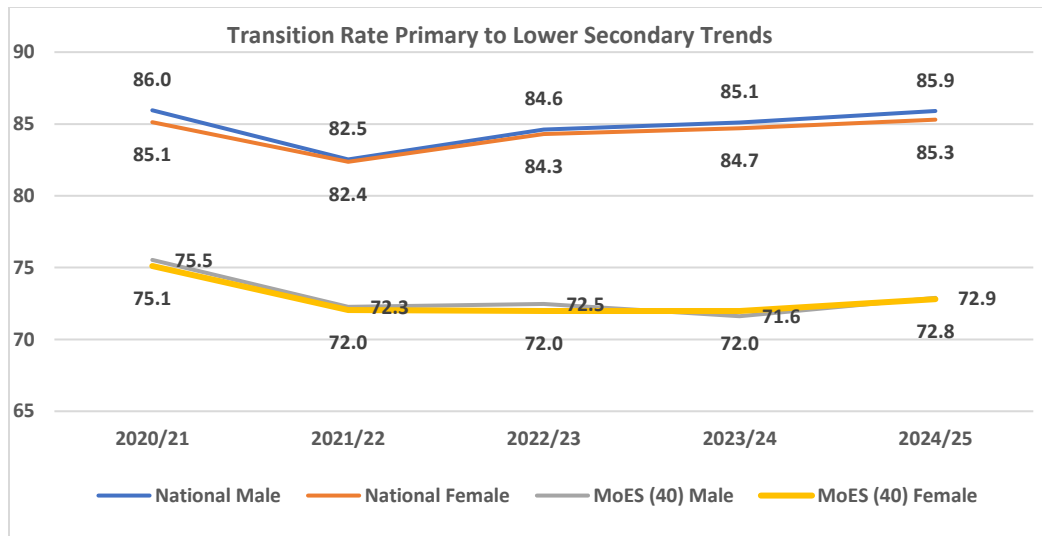


Table 271: Indicators for the upper secondary education sub-sector plan

Indicator	Baseline 2020-21	Target 2021-22	Target 2022-23	Target 2023-24	Target 2024-25
.Promotion rate from M4 .to M5	76 ,2 %	84.9%	79.6%	78 ,4 %	78.7%
Current survival rate Students in grades4 to7	41 ,5 %	74.5%	67.2%	64.9%	65.1%
New total enrollment rate for Grade7	47 ,7 %	44.5%	40.9%	38 ,0 %	34.4%
Gender Equality Index New Gross Enrollment Rate Grade7	0 ,90	1	0.99	1	1,01
A hybrid vocational general curriculum has been implemented. In an ethnic boarding school	8	11	13	13	14
Number of disadvantaged districts with a rate of promotion from M. 4 to M. 5 Above70%	14	-	-	7	-
Each province has 1 secondary model school	0	-	-	Pilot 2 provinces	-

Table 32: Graduates from teacher training institutes

Indicator	Baseline 2020-21	Target 2021-22	Target 2022-23	Target 2023-24	Target 2024-25
Early childhood education graduates	459	413	347	179	137
Primary teacher graduates	583	352	252	138	153
Secondary teacher graduates	702	804	909	192	231
Physical teacher graduates	92	97	49	29	5
Art teacher graduates	110	118	78	39	14

Table 33: Capacity building for teachers and teaching staff

Indicator	Baseline 2020-21	Target 2021-22	Target 2022-23	Target 2023-24	Target 2024-25
Early childhood education teacher	-	-	-	487	534
Primary education teacher	5,000	5,694	8,613	16,911	26,548
Secondary education teacher	-	-	5,918	601	3,738

Military personnel (primary teacher)	-	-	-	-	86
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Table 34: Capacity building for educational workers at each level of education

Indicator	Baseline 2020-21	Target 2021-22	Target 2022-23	Target 2023-24	Target 2024-25
Preschool education	0	0	0	0	296
Primary education	0	0	0	565	1.401
Secondary education	9	18	18	18	120

Table 35: Indicators of extracurricular activities

Indicator	Baseline 2020-21	Target 2021-22	Target 2022-23	Target 2023-24	Target 2024-25
Number of primary school graduates aged 6-14	2,132	3,071	3,797	1,869	959
Number of graduates to eliminate illiteracy in 15-40 years	4,845	4,597	2,687	2,088	1,156
Number of primary school graduates aged 15-40	10,705	10,499	4,569	6,940	4,347
Number of junior high school graduates aged 15-35	8,258	18,721	19,416	17,608	18,310
Number of upper secondary school graduates	1,909	1,407	1,666	2,083	1,280
Number of participants in basic vocational training	3,161	2,740	3,986	3,480	3,015

Table 36: Indicators of technical school and vocational education

Indicator	Baseline 2020-21	Target 2021-22	Target 2022-23	Target 2023-24	Target 2024-25
The number of students with strong academic performance in agricultural, industrial, and service sector curricula who graduated from	14,013 people (All levels)	13,493 people (All levels)	10,106 people (All levels)	7,269 people (All levels)	8,392 people (All levels)

Indicator	Baseline 2020-21	Target 2021-22	Target 2022-23	Target 2023-24	Target 2024-25
25 vocational education institutions that meet employer needs.					
Various levels of curriculum have been created and improved.	48	45	49	52	–
The number of vocational education teachers has been developed and upgraded in both teaching and specialized subjects.	103 people trained	596 people trained	392 people trained	747 people Trained	403 people Trained
The quality of vocational education is enhanced through the following measures: – Internal evaluation of at least 15 vocational education institutions;	–	3	–	3	–
– There is cooperation between at least 150 vocational education institutions and enterprises;	–	–	106	777	883

Table 37: Higher Education Indicators

Indicator	Baseline 2020-21	Target 2021-22	Target 2022-23	Target 2023-24	Target 2024-25
Total number of students enrolled in higher education 1. Internal 2. Foreign countries	36,144	33,175	30,932	31,693	20,988
Number of students in natural sciences, engineering and technology who graduated from University	5,436	4,984	4,000	3,847	No information yet.
Number of STEM graduates (Bachelor's degree or higher) from domestic public universities Reached - 20,000 people ;	2,466	19,905	18,559	19,016	8,720
Gender equality index for student population Graduated from a domestic public university with a GPA of over 0.90;	0.45	0.60	0.70	0.80	0.90
The academic positions of professors in higher education institutions are accredited based on the quality and	59	252	116	167	17

Indicator	Baseline 2020-21	Target 2021-22	Target 2022-23	Target 2023-24	Target 2024-25
standards set out in Decree No. 03 on Academic Positions of Professors.					

Table 38: Financial Indicators

Indicator	Baseline 2020-21	Target 2021-22	Target 2022-23	Target 2023-24	Target 2024-25
1. Gross Domestic Product (GDP)	182, 603.00	192,145.00	234,160.00	293,786.00	374,921.00
2. Government expenditure excluding debt and surplus expenditure	31,183.00	34,691.00	43,498.00	45,454.00	57,950.00
3. Sector budget Education, Science and Sports	4,002.53	4,124.42	4,032.9	4,447.23	6,195.74
4. Education budget ratio to GDP (%)	2.19%	2.15%	1.72%	1.51%	1.65%
5 . Ratio of education budget to government budget expenditure (%)	12.84%	11.89%	9.27%	9.78%	10.69%