

## Performance Analysis

# Laos



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Published by Sida 2003

Embassy of Sweden, Lao PDR

Printed by Edita Sverige AB, 2003

Art. no.: SIDA3395en

This publication can be downloaded/ordered from [www.sida.se/publications](http://www.sida.se/publications)

# 1. General Analysis

## 1.1 Financial outcome

The total country allocation for Lao PDR was initially 100 MSEK per year but increased to 120 MSEK in 2001 and to 160 MSEK in 2002. Total disbursements during 1999–2002 amounted to 491,7 MSEK.

The disbursements to Laos 1999–2003 were distributed as follows:  
(in million SEK)

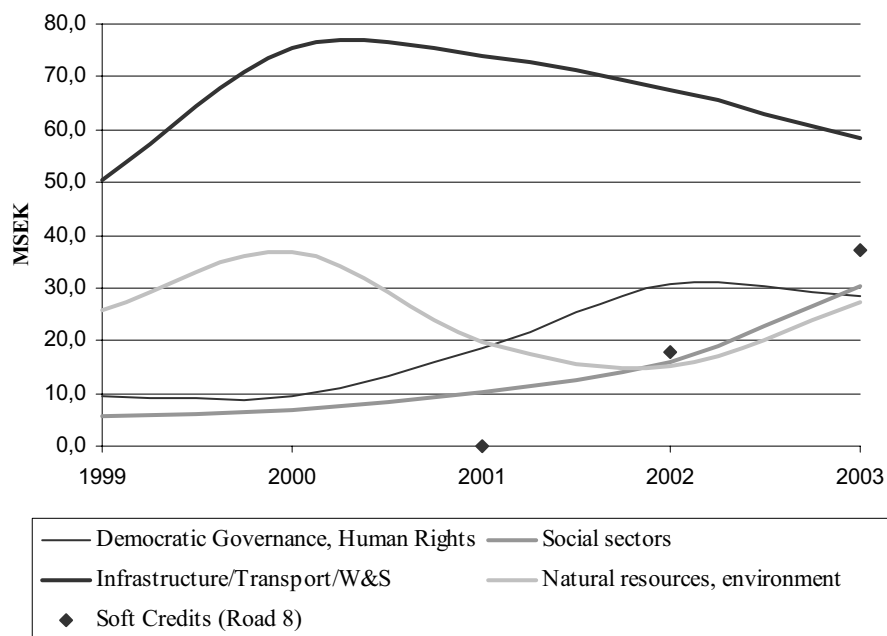
| Disbursement year              | 1999        | 2000         | 2001         | 2002         | 2003*        |
|--------------------------------|-------------|--------------|--------------|--------------|--------------|
| Democratic Governance & HR     | 9,5         | 9,6          | 18,5         | 30,7         | 28,5         |
| Social sectors**               | 5,7         | 6,7          | 10,3         | 15,9         | 30,5         |
| Infrastructure/Transport/W&S   | 50,3        | 75,5         | 74,0         | 67,5         | 58,5         |
| Natural resources, environment | 25,9        | 36,7         | 19,6         | 15,1         | 27,4         |
| Soft credits (Road 8)          | —           | —            | —            | 18,0         | 37,0         |
| Other***                       | 0,1         | 0,2          | 0,5          | 1,4          | 14,1         |
| <b>Dev. Coop. Agreement</b>    | <b>91,5</b> | <b>128,7</b> | <b>122,9</b> | <b>148,6</b> | <b>196,0</b> |

\* Planning forecast as per May 30, 2003

\*\* Predominant focus on support to the Health sector FY 1999–2001 and to Education FY 2001–2003

\*\*\* Research Co-operation and Other: Sharp increase in 2003 due to a large planned disbursement to National University of Laos (6 MSEK).

Figure 1: Disbursements 1999–2003



## 1.2. Overall performance of the current strategy

The *first main objective* for the Lao – Swedish Development Co-operation is to promote sustainable growth that can reduce poverty and counteract increasing gaps in society. While it is relatively easy to demonstrate that programme interventions have contributed to poverty reduction it is more difficult to prove that sustainable growth has been achieved. In a poverty impact study it was concluded that villages, which had been provided with rural roads under the Lao-Swedish Road Sector Programme are producing more than in the past. Expenditures increased more than threefold. The fact that the programme intervention has reduced the rate of deterioration would also have implication on economic growth. The impact on growth from the Lao-Swedish Forestry Programme IV, is more indirect through development of conditions for increased rural production. New extension methods and messages are aiming at increasing productivity of the farming systems. In the shifting cultivation project component, new and more profitable crops were introduced. The Community forest component will result in increased and more sustainable production when the lessons learnt are applied elsewhere. The Water and Sanitation Project is supporting growth by making people more productive by reducing the incidence of water borne diseases and by freeing time that would otherwise have been spent on collecting water. The above mentioned programmes are contributing to poverty reduction by focus interventions on geographical areas which are below the average incidence of poverty and focusing on ethno-linguistic minorities. By improving the statistical system, conditions are improved for designing policies that increase economic growth.

The *second main objective* for development co-operation with Laos during the five-year strategy period 1999–2003 is to develop and strengthen preconditions for democracy and human rights. Gender aspects in development co-operation have grown stronger over the last

few years and the sensitivity towards gender mainstreaming is greater now than five years ago in the Lao administration. Swedish experiences in this area are used as reference in the PRSP process. Most of Sida's projects in Laos have a financial management component to strengthen the Lao capacity and to increase transparency. This includes strengthening of capacity in procurement. This has been particularly successful in the road sector. The Sida supported initiatives have had sustainable effects.<sup>1</sup> Popular participation in Laos is mainly present in the context of international development co-operation projects, including most Sida financed projects. When international or bilateral agencies move out, processes tend to revert to top-down approaches traditionally used in Lao society.<sup>2</sup> Except from what is mentioned above, human rights mainstreaming is not a well developed concept in development co-operation in Laos. It is not addressed systematically even though there are bits and pieces being done by various co-operation agencies. The effects of the legal sector co-operation are limited. There is progress but it is slow. A follow-up legal sector assessment is on its way but not yet available.

#### *Implementing capacity of the public administration*

Implementing capacity of the public administration is low even though it varies in different sectors. Sectors that have had development co-operation projects longer have obviously more experience than new areas of co-operation. Some provinces in the country are "overcrowded" with development co-operation projects. As capacity within the public administration is very low, the experience of the Embassy is that development co-operation projects and programmes benefit a lot from having long-term resident advisors in Laos.

#### *Corruption*

Corruption is an issue that is easier to discuss now than five years ago. Corruption is addressed through the financial management component present in most Sida's projects and the regular audits of the projects.

#### *The channels that have functioned best*

Implementing projects through, and together with, UN agencies, the Banks and NGOs has potential to save time and resources. However, so far results have been mixed. Despite initial problems with channelling funds through UNICEF for the Water and Sanitation project, co-operation is now working well. Within the governance sector UNDP has been, and still is, a channel for implementing projects. For a number of years UNDP has been weak and not a wholly satisfying implementation partner. However, after restructuring at UNDP the situation has improved. The UNDP way of implementing projects (National Execution) is not the best option from a sustainability perspective as it often entails the setting up of project management functions outside the Lao line organisation. The co-operation with the World Bank in the road sector has worked well and the extra input of resources has been well worth the result of better co-ordination and more leverage on Lao policy.

<sup>1</sup> Final Report on Study of Financial and Administrative Systems in Lao PDR, October 2002.

<sup>2</sup> Looking Back to See Forward, Consultations about Good Governance and Participatory Development in the Lao PDR, by Jacquelyn Chagnon, Dirk van Gansbergh, Binh Vongphasouk, Roger Rumpf, Vientiane, December 2002.

# 2. Sector Analysis

## 2.1 Democratic Governance and Human Rights/Legal Sector

### Basic Facts

Support to the Legal Sector 1996–1998 (extended to 2002) (**MoJ project**)

Main objective: Strengthen rule of law

Implementation Period: April 1996–October 2002

Project Budget: 9,5 MSEK

Disbursements: 5,6 MSEK

Strengthening of legal education and training in Lao PDR 2000–2003, co-operation with the Faculty of Law and Political Science at the National University of Laos (**FLP project**)

Main objective: Strengthen rule of law

Implementation Period: October 2000–June 2003

Project Budget: 12 MSEK

Disbursements: 6,1 MSEK Strengthening the Office of the Public Prosecutor 2000–2002 (**OPP project**)

Main objective: Strengthen the capacity of legal institutions

Implementation Period: August 2000–December 2003 (the project has been extended with one year)

Project Budget: Sida: 2,4 MSEK, UNDP: MSEK 4,2

Disbursements: 2 MSEK Project implemented through UNDP

Strengthening the Judiciary in the Lao PDR 2000–2002, co-operation with the People's Supreme Court (**PSC project**)

Main objective: Strengthen the capacity of legal institutions to build a national legal framework

Implementation Period: August 2000–December 2003 (the project has been extended with one year)

Project Budget: Sida: 1,2 MSEK, UNDP: MSEK 4,4

Disbursements: 1 MSEK

Project implemented through UNDP

Realising Rights for All: Promotion of the Convention on the Rights of the Child 2002–2005 (**CRC project**)

Main objective: Improved knowledge and understanding of CRC and increased child participation

Implementation period: September 2002–August 2005

Project Budget: 5 MSEK

Disbursements: 0,7 MSEK

Project implemented through UNICEF



Governance and Public Administration Reform (phase 1) – Luang Prabang Provincial Pilot 2002–2003 (**LP pilot**)

Main objective: Assist in design and implementation of a more accountable, transparent and participatory governance system.

Implementation period: January 2002–December 2003

Project Budget: MSEK 10,2

Disbursements: MSEK 2,0

Pilot Project to Support Provincial Radio 2001–2003 (have been extended) (**Radio project**)

Main objective: Contribute to the development of a sustainable system for high quality provincial radio

Implementation period: June 2001–June 2003

Project budget: MSEK 3

Disbursements: MSEK 0,9

Strengthening the statistical system of Lao PDR

Main objective: Access to and use of statistics for planning, decision making and monitoring. Particularly for: economic growth and efficiency poverty eradication & welfare development taking into account the contribution of all economic activities.

Implementation period: January 1998–September 2001 (Phase III),

October 2001–December 2004 (Phase IV)

Project budget: MSEK 25

Disbursements: MSEK 23,7

### *Background*

The co-operation with the legal sector started in 1991/92. The first phase lasted 92–96 and a second phase was agreed for 96–98 (MoJ project). A third phase was never agreed upon but three separate projects branched off this co-operation (FLP, PSC and OPP projects). This long-term co-operation with the Ministry of Justice has recently been evaluated.<sup>3</sup>

In the legal sector projects, the main stakeholders are staff at the Ministry of Justice, staff at the Prosecutors Office (central, provincial and district level) and staff at the Supreme Court (central, provincial, district level). For the project at the Faculty of Law the teachers and other staff at the Faculty are the main stakeholders.

The main stakeholders in the radio project are staff at Lao National Radio in two provinces. For the CRC project the main stakeholders are government officials, teachers and children and young people throughout the country and for the Public Administration Project in Luang Prabang the main stakeholders are staff at five targeted provincial and district offices.

As implementation of the CRC project, the LP project and the Radio project has started recently it is not yet possible to analyse outputs or goal fulfilment for these projects.

UNDP has commissioned a follow-up study of the Lao Legal Assessment that was done in 1996–97 covering the whole legal sector. Unfortunately the follow-up study is not available yet (May 2003) and hence the results not incorporated into this result analysis.

<sup>3</sup> Evaluation report, Strengthening the Rule of Law in Lao PDR, 1992–2000, Miomir Serbinson, Anna Collins-Falk and Björn Birkoff, 2002.

The statistics project is organised as a twinning corporation between NSC and Statistics Sweden i.e. the co-operation is carried out with a long-term goal to build up a well functioning statistical systems and increase the capability to develop and improve the Lao statistical system to meet new demands of information.

### *Relevance*

From a development perspective it is still relevant to strengthen rule of law in the country as rule of law does not prevail in the country at present. A functioning legal system is also crucial from a human rights perspective. In the report from the seventh congress of the LPRP<sup>4</sup> it is stated that more attention should be paid to “upholding the role of the judiciary in the protection and management of the implementation of the constitution and law”. It further states that this shall be done by upgrading the organisational structure and upgrade the personnel. The ongoing projects in the legal sector address the lack of capacity as well as the lack of understanding of the concept of rule of law and focus on training and development of the legal institutions. The analysis of relevance done in the planning stages for the Supreme Court, Prosecutors Office and Faculty of Law projects are still valid.

The LP project addresses widely acknowledged problems in relation to the ongoing decentralisation reform giving local administrations much greater responsibilities they are not well equipped to handle at present. The Seventh Party Congress Report stresses the need to continue to improve the administrative machinery at central, local and grass-root level to ensure “correct and rapid solution of problems with strict discipline, guaranteeing transparency and suitability to market economy”. It is also stated that bureaucratic practices and all forms of corruption must be eradicated.

The human rights situation in the country is still bad and there is a general lack of understanding of the concept and implications of human rights. The government is committed to improve the rights of children. For the newer projects (LP project planned late 2001, CRC project planned 2002 and the Radio project planned 2001) the relevance analysis made in the planning stages are still valid.

The main actors in the legal sector, apart from Sweden, are JICA and UNDP. Japan has agreed on co-operation with Laos up to end 2005. UNDP has five projects in the legal sector, including the OPP and PSC projects. Smaller actors are Save the Children-UK, UNICEF and France.

There are quite a number of actors in the media and human rights field but all are quite small and the activities and projects are rather small and sporadic.

Basic statistics on social and economic developments is still found to be highly relevant in Lao PDR. It is obvious that the need of statistics has been more articulated over time both from domestic and international (e.g. ASEAN) users. The formulation of a poverty reduction plan has set the frame for household survey plans.

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<sup>4</sup> Seventh Party Congress Political Report, Vientiane, 12 March 2001.

### *Analysis of outputs*

As reporting requirements have not been adhered to at times and existing work plans do not cover the whole duration of the MoJ project, it is difficult to make an assessment of planned and achieved outputs. English and legal training are the two components that have been most regular in carrying out activities even though not all planned outputs have been achieved. However, the evaluation of the MoJ project<sup>5</sup> concludes that target groups have improved their English knowledge and their legal knowledge as was planned. When it comes to the other project components (improvements in court procedures, Lao Bar Association, publication of Official Gazette), it is clear from the evaluation that planned outputs were not achieved. The evaluation states that even though it was clear to Sida that the capacity on the Lao side was low, there was lack of ownership and limited capability on the Lao side to absorb different activities and inputs, these issues were never addressed in any constructive way during co-operation. Other factors mentioned in the evaluation that affected achieving planned outputs are the following: lack of integration and co-ordination between components, lack of understanding of the Lao system, Sida's insufficient monitoring of the project and not insisting on regular reports when these were not forthcoming, MoJ not providing sufficient staff and not presenting annual plans of operations, no resident advisor in Laos to assist in implementation and political constraints on the Lao side.

As for the FLP project, implementation of the project was slow during the first 1,5 years due mainly to the leadership at the Faculty. Since the leadership was changed in April 2002, implementation of the project has speeded up and the mid-term review of the project concludes that "many of the shorter-term goals are being reached" and that "there has been a marked degree of progress towards achieving the overall objective of the project".<sup>6</sup> The project document envisages increased co-operation between the Faculty and the training institution of the Ministry of Justice, JTC. No work is being done at present on this as the future of the JTC is uncertain and discussions to restructure it are ongoing. The other components are on track.

Implementation of the OPP and PSC projects was slow to start with and has caused some delay but with a one-year extension most planned outputs will be achieved. Training of trainers has been done and a new training curriculum developed. However, for neither OPP nor PSC projects, the development of a *comprehensive* training curriculum and training programme has been achieved as envisaged in the project documents. The curriculum has been improved and training carried out but in a more ad hoc manner. Planned Supreme Court Journals and Casebooks have been produced and disseminated. The new Information Management System at the OPP is in use. Reasons for not achieving all planned outputs would be lack of understanding on the OPP and PSC sides of their training needs and their limited contact with modern training methods. Poor co-ordination between project team and OPP and PSC management is another factor.

<sup>5</sup> Evaluation report, Strengthening the Rule of Law in Lao PDR, 1992–2000, Miomir Serbinson, Anna Collins-Falk and Björn Birkoff, 2002.

<sup>6</sup> Mid-term review of Swedish support to the Faculty of Law: Strengthening of Legal Education and Training in the Lao PDR 2000–2003, Ian Townsend-Gault and Maligna Saignavongs, October 2002.

The legal projects directly address democracy and human rights issues by having as goals to strengthen rule of law in the country. However, in the OPP and PSC projects the issues of gender and ethnic minorities have not been addressed enough.

In the area of statistics, the 1998/99 Agricultural Census has been one of the main achievements in terms of statistical outputs during the period. The census resulted in lengthy discussions on the inconsistencies in the official statistics. This process has not yet put any marks on how to improve or modify the statistics or to set up a plan for implementing a system of agricultural statistics based on surveys as well as on existing methods. The Lao Expenditure and Consumption Survey (LECS II) was successfully completed, and provided further experience in survey planning, sample design and analysis. Enterprise statistics and the creation of an enterprise register. Based on LECS II and the enterprise statistics for 1997/98, a new benchmark estimate of the national accounts was made. Further, a small experimental input/output table was produced. Capacity building to support statistical production within line ministries was not possible to establish.

The LP project has addressed mainstreaming of gender from the beginning as well as the radio project but as implementation just started it is not yet possible to assess how the work is going.

HIV/AIDS issues are not addressed in any of the projects and it is not believed that the projects have neither positive nor negative impact on the environment.

#### *Analysis of goal fulfilment*

The evaluation of the MoJ project concludes the following: The English training component had a positive impact. It had an important although indirect effect on realising the overall objective of the project to strengthen rule of law in Lao PDR. The effect is long-term and has only started to become apparent after the end of the project. The legal training was the most successful component and it has come closest in achieving its original objectives. The legal training has been sustainable in that the legal seminars have continued even after the external funding ceased. Training activities that were carried out did serve to improve the skills of judges and other officials and students. Regarding change of court procedures, the “willingness” to change was grossly overestimated by Sida. However, the component had some positive effects on improving court procedures and there is a greater legal consciousness and comprehension of “a fair trial” than there supposedly would have been without support.<sup>7</sup>

As mentioned above, the mid-term review of the FLP project states that “many of the shorter-term goals are being reached” and that “there has been a marked degree of progress towards achieving the overall objective of the project”. However, the mid-term review is not qualifying these statements very much and even though it is possible to say that planned outputs are to a very large extent being achieved, in the view of the Embassy, it is too early to see any measurable effects as of yet in relation to both the project goal of increasing the number of qualified

<sup>7</sup> Evaluation report, Strengthening the Rule of Law in Lao PDR, 1992–2000, Miomir Serbinson, Anna Collins-Falk and Björn Birkoff, 2002.

jurists and the long term upgrading of the competence of legal professionals, as well as the overall sector goal of contributing to the strengthening of the rule of law in Laos.<sup>8</sup>

The OPP and PSC projects will be evaluated during 2003. The evaluation is not yet available as of May 2003. The PSC claims that provincial and district judges have improved legal knowledge and knowledge of how to carry out their jobs compared to before they received the project's training. They suggest this is evidenced by a reduction in the number of criminal cases being appealed to the People's Supreme Court and the percentage of these appeals being upheld.<sup>9</sup>

In the area of statistics, significant results have been achieved related to capacity development particularly in organising, conducting and processing censuses and surveys. The two large undertakings during the third phase, the agricultural census and the multi-purpose household survey have proved to be successful. They have been widely used in important policy areas such as for the poverty alleviation program and agricultural policy making. The technical capacity of the NSC has substantially improved during the third phase. In sampling and estimation techniques self-reliance have not been reached but basic knowledge is there. Also improved is the capacity to handle and maintain the new IT-environment. The management capability development started late at the end of the third phase. The effects should be visible at a later stage. A general view is that the inputs, management training and creation of work plans for the staff, has given a better understanding of simple planning procedures as well as organisational structure.

#### *Conclusions for the future*

That the needs in the area of democratic governance and human rights are great, including strengthening of rule of law, improving public administration and addressing the human rights situation, is evident. It is clear from the evaluation of the MoJ project that preparation needs to be done carefully so as to avoid including project goals that are not on the Lao agenda and from the Lao perspective are only being included in the project document to satisfy the donor. In addition, the projects needs close monitoring and the need for dialogue and understanding should not be underestimated.

Within the governance sector UNDP has been a channel for implementing projects. For a number of years UNDP has been weak and not a wholly satisfying implementation partner. However, after restructuring at UNDP the situation has improved. Things are slow and co-ordination has been weak. UNDP is using their system of National Execution for implementing projects. The drawback with this system is that often a separate project management is set up, for example as regards financial management with external people handling financial management of the project, parallel to the line organisation. This is not ideal considering sustainability.<sup>10</sup> The transaction costs for implementing projects through UNDP have been higher than expected. In the area of democratic

<sup>8</sup> See note on previous page.

<sup>9</sup> People's Supreme Court, Department of Statistics, official information.

<sup>10</sup> Please see the Road project where financial management has been an important component of the project and integrated in the line organisation so as to be sustainable after the end of the project. For additional information see Final Report on Study on Financial and Administrative Systems in Lao PDR, October 2002.

governance experience of working with UNICEF is so far limited.

As it takes time to build relations and regardless of how successful a project is, change in Lao society is slow, the general rule should be that any kind of co-operation should be long-term. This need is emphasised by the fact that the institutions in the legal sector are very weak, even compared to other Lao institutions. A well-established relationship between Sweden and Laos exists in the legal sector as well as in the area of human rights and Laos has expressed a willingness to work with Sweden in these areas. Another conclusion to draw from the various projects is that it is crucial to have resident advisors in the projects.

As the FLP project is going well and there is willingness for change it is the opinion of the Embassy that the work in this area should continue. The Embassy is also of the opinion that despite various limits when working in the legal sector there is potential to work in the sector if the conditions laid out above are considered. How this work should look is however something that should be considered when the legal assessment referred to above is finalised. From the evaluation of the MoJ project it is clear that co-operation with the MoJ should not continue in its current form even if they are a strategic institution when working in the legal sector.

With the increased attention to and willingness for work with human rights it should be possible to increase Sweden's human rights initiatives in Laos, especially within the framework of the newly established Informal Bilateral Working Group on Human Rights.

The ongoing LP project is formulated as a pilot phase. It should be assessed during the pilot phase if there is true willingness on the Lao side to implement the project and if it can be concluded that this is the case, the Sida commitment should be long-term as envisaged in the in-depth assessment. Considering the Governance and Public Administration Reform and the ongoing decentralisation, there is potential to expand Swedish assistance to lower levels as well as geographically.

As the radio project is new it is too early to draw conclusions from Swedish co-operation if work with media should continue.

The key issues for the future development of statistics in Lao PDR and the National Statistics Centre are to a large extent related to the staff situation. Although the technical capacity is there to a great extent, it is not possible to develop an institution of 50 persons to achieve what is required to develop a well functioning national statistical system. Financial sustainability is another key issue. Given the paramount importance of reliable statistical information for the planning of the socio-economic development of Lao PDR, and the comparative advantage that Sweden has in this area, it would seem feasible to continue the Swedish support to statistics. A minimum level of support should be to support the larger population and households surveys that are planned for the coming years.

## 2.2 Forestry and Environment

### *The Lao Swedish Forestry Programme (LSFP) Phase IV*

#### **Basic Facts**

The Lao-Swedish Forestry Programme (**LSFP**) Phase IV

Main objective: Improved productivity and sustainable use of Forest and Agriculture land, in combination with conservation and protection of Target Areas

Implementation period: 1 April 1996–31 December 2001

Project Budget: Sida 152.9 MSEK

Disbursements: Sida 152.9 MSEK

#### *Background*

The LSFP has been supporting the Government of Lao PDR's ambitions to develop a functioning government structure and to support development of rural areas in Laos through the sustainable use of land and natural resources. The goal of the program is closely linked to the GoL's long-term goals and to the vision for the development of the Agricultural Sector. LSFP was implemented with application of three approaches: 1) Method/model development; 2) Capacity building, and 3) Research Management Development

It contributed to the development of decentralisation through method development of technical and administrative concepts for use at village, district and province levels with related connections at central level. These efforts were complemented through a series of training/education inputs including on the job training, short-term training and academic training (MSc).

The program has consisted of the following Projects/Components: 1) Institution Building; 2) Extension and Extension Training; 3) Land Use Planning and Land Allocation; 4) Conservation; 5) Shifting Cultivation Stabilisation Research; 6) Forestry Research Management; 7) Model consolidation.

#### *Relevance*

LSFP-IV was relevant i.e. with regard to: GoL's long term social and economic policy which emphasises rural development and sustainable use of natural resources; GoL's decentralisation policy through focusing on capacity building at local administrative levels; GoL's land policy by developing processes and training instruments; GoL's policy to stabilise shifting cultivation by developing alternatives and/or improving present systems; GoL's National Forestry Action plan of 1990. The relevance can be seen by the fact that many of the developed methods and models have been incorporated in national policy instruments.

The program was in the Sida decision 1996 assessed as relevant with regard to the Swedish policy for Development Co-operation particularly regarding poverty reduction, environment and sustainable development and economic growth. This assessment is still valid. Considering that a gender mainstreaming approach has been stressed in the program, it has been relevant with regard to the goal of equality between women and men as well.



### *Analysis of outputs and goal fulfilment*

Within the field *institution building*, major achievements have been made in terms of both training/education and model development. Training/education has covered villagers and government staff on district, province and central level. Improved capacity is reflected in various documents, e.g. external audits, a description of Human Resource Development and an internal evaluation. Non transparent selection of students for training abroad made by the Lao management, has probably reduced the efficient use of such investments. Returning graduates have frequently been assigned positions below their new competence.

The model development efforts covered setting up of financial management systems, a vehicle management system, a programme management system and a district management system. Some of these models are now applied by other projects, including Sida supported projects. Training/education and the application of models have increased confidence of work of villagers and staff at different levels.

*Extension and extension training* efforts have emphasised the need to deal with whole communities or farmer groups rather than “model farmers”, which has been the traditional way. Partnership and participatory approaches in between government and local communities, which is in line with new government policy, have been stressed.

*The land use and land allocation (LUP/LA)* At the start of the LSFP Phase IV, GoL had a rigid view on how to allow villagers to use land, with standard solutions, even if reality is very diverse. The view today is more flexible and LSFP played an important role in making GoL recognise that preconditions for LUP/LA often vary from village to village. Implementation still suffers from many problems. Model development efforts have pointed at serious problems and recommended solutions. Many have been adopted by the GoL as principles for LUP. The efforts to refine the Government’s instrument are continuing within the new Sida-supported research program, as many severe problems remain.

For planning on macro level efforts have been spent on collection and compilation of national forestry inventory data and to develop models for improved capacity for planning on provincial level, based on land use and forestry data. As GoL policy is to develop provinces into strategy planning units, these efforts can be considered as relevant. There is considerable interest not least from Provincial Governors office for these planning efforts.

LSFP assisted in procurement of Satellite Image Maps for the whole of Laos (2000–2001 data). These are now analysed as part of the Forestry Sector Strategy 2020 (FS2020) process, with the aim to decide present land use and to relate these data sets with corresponding data sets available for 1982 and 1990. The trends in land use change that emerge out of these analysis will be important for the ongoing strategic planning on national and provincial levels.

The *conservation* component focused on identifying means and ways for participatory management of national bio-diversity conservation areas (NBCAs), also emphasising the need of balancing development and conservation. GoL has considered the methods and models developed in LSFP realistic, the obstacle for wider implementation is now lack of funds and resources. So in spite of relevant results to prepare for man-



agement/conservation – the NBCAs are still under risk of being exploited, mainly by outside sources.

*Shifting cultivation stabilisation* efforts have both covered technology development and socio-economic issues with a livelihood approach. Work has been performed in two districts in Luang Prabang Province. Trials with agro-forestry systems including a variety of cash crops have been timely, as the local market situation close to the town of Luang Prabang has improved due to the inflow of tourists. There has been a move from shifting cultivation to permanent use of land as result of this.

*Forestry research management* efforts focused on research management and research capacity building more than on research itself. The most rewarding research effort was the trials with Joint Forest Management performed during a seven-year period. Practical guidelines for forest management with responsibilities shared between Villages and Government were developed. The concept has been one of the cornerstones in the development of a production forest management system, which is now set up with WB and Finnida support.

*Model consolidation* became a very important part of the programme during the last two years. It was set up as a project within the programme to ensure documentation, analysis and evaluation of developed methods/models. The results have been made understandable, accessible and usable in a well-organised and thorough documentation including a CD-Rom.

*Monitoring* has also been developed in LSFP. Rather than to build a monitoring system, monitoring have been integrated parts of all ongoing activities. The original intention to set up a special unit for monitoring, with representatives from the Ministry of Agriculture and Forestry, Department of Forestry etc never materialised. This was to the benefit of model/method development efforts. A top down monitoring would probably have resulted in instructions to the staff, based on limited knowledge, about objectives of the development efforts. This approach to monitoring changed thinking from the traditional “inspection” to focus on learning, covering both process and impact aspects.

*Gender* issues have been mainstreamed in all activities of the LSFP. Initially this was met with reluctance, not unusual in the forestry-sector. The final products (strategy, checklist and manuals for managers and field staff) are being widely used by other projects and have been starting point for discussions of how to approach gender in other Sida supported programmes in other sectors, e.g. water, health and environment. The gender approach developed in LSFP, has also been brought up on the agenda of ASEAN member countries meetings by Laos.

*Environmental* issues were in focus in the conservation-component, and integrated in the other components, when appropriate. The management and protection of four NBCAs through partnership between local communities and the government is the most important effort in this area.

#### *Conclusions for the future*

LSFP was implemented during a period of change within Lao PDR. Activities and issues for discussion not possible to address in the beginning are now on the agenda. LSFP and its model and capacity development efforts were in the middle of this, which should be kept in mind.

The following major conclusions could be drawn: Due to the *process oriented approach* it was possible to build work on new opportunities emerging. The emphasis on *Lao ownership* of planning, implementation and monitoring of activities including management of funds worked very well and is acknowledged by GoL.

The role of *Technical assistance* has proved necessary for model/method development efforts, as sometimes results are challenging government policy and the advisers could then be used as “scapegoats” during the sensitive period before arguments are appreciated by decision and policy makers. Thousands of Lao villagers and staff were exposed to *training and education* through various methods and means, e.g. on the job training, study trips, formal short term training from computer and English training, short term technical training in Laos or abroad, as well as academic education. The knowledge generated is now in the hands of individuals, who can apply knowledge gained. Many of the problems within the sector are not technical but political in nature. The project has proved that it is feasible to achieve good results, such as more efficient functioning for villages, districts, provinces and units at central level (including links in between them) through various *institution-building* efforts even in a non-conducive policy environment.

The final *documentation* of LSFP is now used for policy making, as training and education material and in projects supported by other donors and NGO's, indicating sustainability of the results. But it can also be noted that GoL is not yet ready to implement methods developed (administrative or technical) without external support. *Lack of GoL funding* for operation means that vehicles and equipment are left without maintenance and staff lack fund for fieldwork. LSFP models/methods were intentionally developed with only modest expectations on inputs from the GoL when implemented – but still it seems to be too much. The methods, which are continued to be applied, are the ones where all or almost all funding and resources are generated or provided from village level (such as the Joint Forest Management and Village Saving and Loan groups).

*The Consolidation phase* was extremely valuable to bring a long co-operation program to an orderly and constructive end. The model consolidation project became a model in itself of how to end a project in a positive way. It is now applied in other projects in Laos and other places. Maybe it was a lost opportunity not to provide some units e.g., districts or NBCAs with a directed budget support for say a five year period for them to be able to on their own apply methods developed. Only a very meagre support could possibly have kept knowledge and ideas living and have given the units time to adjust and prepare for operation on their own.

*References:* Programme Document of the LSFP 1996–1999

– three volumes, January 1996

Summary of status of model consolidation, March 2000

Final documentation – System and Component descriptions

– 22 Documents, February 2001

Final documentation – Manuals and Guidelines

– 29 documents, June 2001

LSFP Final Report, January 2002

Final report, LSFP, Carl Mossberg, May 2002

Institutional Perspectives on the Road and Forestry Projects Sectors in Laos. Pernilla Sjöquist Rafiqui. Final draft 2003.

*The Lao Swedish Upland Agriculture and Forestry Research Programme*

**Basic Facts**

The Lao-Swedish Upland Agriculture and Forestry Research Programme

Implementation period: 1 February 2002–30 September 2005

Project Budget: Sida 45 MSEK, Lao 5 MSEK

Disbursements: Sida 45 MSEK, Lao 5 MSEK

*Background and objective*

Already in 1999 discussions on possible Sida support for research development in the sector were initiated as part of discussions on how to continue co-operation beyond the LSFP.

Parallel a process was ongoing within MAF with the aim to bring different research efforts under one umbrella. A number of research centres and research stations had over time been set up under different line departments and MAF wanted to bring all these centres together to rationalise and get synergetic effects in research efforts. In this way the National Agriculture and Forestry Research Institute (NAFRI) was born, consisting of ten research centres covering aspects such as forestry, fishery, horticulture, livestock, agriculture. The Forestry Research Centre was actually part of the LSFP Phase IV, with the overall objective to upgrade research management including developing a long-term strategy for forestry research.

The starting point for Sida support to NAFRI was to strengthen the capacity of the institution to deal with applied research linked to upland and poor farmers. The overall goal is “*Improvement of upland farmers’ livelihoods for poverty alleviation and sustainable use of natural resources.*”

The program has three purposes: 1) Land-use technologies and land management; 2) Capacity building; and 3) Information services

The research itself is organised into four research projects and four research support projects, which all are to work together when appropriate. The research projects are: 1) Farming system research; 2) Forestry research; 3) Land management research; and 4) Socio-economic and marketing research.

The three (originally four) research support projects are: 1) Programme management; 2) Capacity building; and 3) Information services. Research- extension linkages will be incorporated into other components.

*Relevance*

The program is seen as relevant with regard to GoL’s strategy for the uplands as expressed in the Government’s Strategic Vision for the Agricultural Sector (MAF 1999); GoL’s long term social and economic policy which emphasises rural development and sustainable use of natural

resources; GoL's decentralisation policy through focusing on capacity building at local administrative levels; and GoL's land policy by conducting research on impact of the land allocation process; GoL's policy to stabilise shifting cultivation by developing alternatives and improving present systems.

In Sida's decision 2002 the program was assessed as relevant also with regard to the country strategy for Laos as well as Sida's action programs (poverty, environment and gender equality). This assessment is still valid.

#### *Analysis of outputs and goal fulfilment*

It is too early to see any results and effects as the programme started in 2002. Only some related reflections could be made at this stage.

The heart of research efforts is farming system research, supporting inputs are provided by other research components when appropriate. It is repeatedly stated within the programme that research is not for research but for application and that no research effort can be limited to e.g. a technology. The technology must fit into local situation including labour, land availability/ suitability and market. The importance is also stressed of "with farmer research", which not necessarily is the same as 'on farm research'

This basic approach is seen as extremely important and agreed by researchers, as well as that farming system research will draw on researchers from NAFRI's different centres/stations including forestry, fishery, horticulture, livestock, and agriculture.

In relation to capacity building – the efforts are aiming at the whole of NAFRI – not only the more specific research efforts. So far a broad first draft to strategy for capacity building has been prepared and work is now continuing to develop more details including a training need assessment.

In relation to Information Services a strategy is under preparation covering mainly three important dimensions (physical aspects of information flow between the different centres/stations of NAFRI; development of the flow of information itself with use of different methods and tools and the dissemination of results to end users, which includes the research and extension linkages).

#### *Conclusions for the future*

In spite of that the programme started not very long ago, an early joint MTR-study was recently carried out with recommendations for some changes already during current project period (until end 2004) as well as suggestions for a second phase. In general the direction and implementation during the first year of the programme was deemed sound and impressive. The programme is recommended not to mix its role with Rural Development implementation but focus on capacity building in NAFRI and enhancement of knowledge about upland farming systems. The capacity Building Component should have a broader mandate as of yet including more of overall organisational development of the still very young research institute. The current geographical focus should be kept instead of spreading out the activities in more provinces. Enhanced research-extension linkages are recommended. A long-term perspective is needed when working with research capacity building and policy analyses and a second phase is therefore already recommended.

*References:* Programme Document, The Lao Swedish Upland Agriculture and forestry Research Programme, August 2001  
 Inception report, August 2002  
 Annual Report 2002 (draft), August 2002  
 A farming system research/extension strategy, David Gibbon, August 2002  
 NAFRI Human resources development strategy, 2003–2010 (draft), September 2002

## *STEA*

### **Basic facts**

Strengthen Environment Management (SEM) through STEA 2001–2003  
 Main objective: An enhanced government environmental management capacity, and incorporation of environmental concerns into the development process.  
 Implementation period: Feb. 2001–Dec. 2003  
 Project budget: Sida 31,26 MSEK, Lao 4,75 MSEK  
 Implementation period: Sept. 2002–Dec. 2003

### *Background*

As a technical advisory body to Science, Technology and Environment Agency (STEA), an Inter-ministerial Working Group for Environment (IMWG) was formed in 1995 to discuss environmental issues and policy and to co-ordinate GoL activities in environmental conservation. Members of IMWG represented twelve different ministries, including the ministries of Interior and Defence.

Support to the IMWG was provided through the Sida/UNDP funded project LAO/93/008. This project facilitated various activities to strengthen the capacity of the IMWG members which included: English language training, study tours to Thailand, workshops and seminars on a range of environmental topics including Environment Impact Assessment (EIA), environmental legislation and environmental awareness. In April 1999 the National Assembly of the Lao PDR passed the Environment Protection Law (EPL). The EPL is a general law that lays down the basic principles that apply to environmental protection in the Lao PDR, such as the polluter-pays-Principle, the prevention-better-than-mitigation principle and others. The EPL leaves more concrete parts of legislation such as standards, measuring principles etc, subject to further legislation, mainly ministerial-level laws or decrees. The results of the Sida/UNDP funded project and the Environment Protection Law became the basis for the preparation of the program Strengthen Environment Management (SEM) through STEA.

### *Relevance*

Environmental management in Lao PDR has not been systematically incorporated into overall development planning. The program is relevant with regard to the need to implement the Environment Protection Law, which gives STEA a broad mandate; GoL's long term social and economic policy which emphasises rural development and sustainable use of natural resources; GoL's decentralisation policy through focusing on

capacity building at local administrative levels and to support the GoL fulfilment of international conventions which Lao PDR has acceded to: UNFCCC, 1995 (United Nations Framework Convention on Climate Change), and the Kyoto Protocol, 2003, CCD, 1996 (United Nations Convention to Combat Desertification, CBD, 1996 (Convention on Biological Diversification), WHC, 1987 (Convention on the Protection of the World Cultural and natural Heritage), and the Montreal Protocol, 1998. The government has signed (2003) but not yet ratified the POPs (Stockholm Convention on Persistent Organic Pollutants). To sign CITES (Convention on International Trade in Endangered Species of Wild Fauna and Flora) is in the process according to STEA. Laos has not signed the Cartagena Protocol on Biosafety and nor the RAMSAR Convention on Wetlands. A Mekong River Commission Agreement on sustainable development was signed in 1995.

Sida's assessment stated that the program was relevant with regard to the country strategy for Lao PDR as well as the action programme for sustainable development. This assessment is still relevant. As the program has worked on gender awareness and mainstreaming during the last year it is relevant also with regard to the action programme for gender equality.

#### *Analysis of outputs*

The SEM-activities have intended to contribute to the solution of the following institutional problems at STEA;

- Lack of sufficient training of the personnel, including English language training
- Environmental policies and actions plans have not been developed
- Insufficient general-, project-, and financial management capacity
- Lack of a system for Environmental Assessment of developing projects at both central and provincial level
- Insufficient cross-sector environmental networking system
- Lack of functioning Environmental offices in three pilot provinces
- Environmental Education and Awareness Policy and Action Plan has not been developed
- Insufficient capacity for environmental information management

The SEM-activities during the year have contributed to solve the institutional problems at STEA as follows:

- A training needs assessment of the STEA-personnel has been carried out. Necessary training-courses have been identified and will start in the beginning of 2003.
- Capacity building in the development of environmental policies has been undertaken through study-tours to Sweden, Thailand and Vietnam. Processes for the development of an Environment Strategy and a National Environment Action Plan are ongoing, involving provincial offices and sector ministries.
- A detailed proposal on how to strengthen the STEA capacity on general management, project management and financial management has been developed.



- Seminars and workshops on the practise of the Regulations for Environmental Assessment have been held at central level with participants from the sector ministries and in the three pilot provinces. EIA workshops have been held and case studies have been undertaken in all three pilot-provinces for provincial STEA and adjoining provincial offices. However, all sector ministries have not yet developed their own EIA-regulations, which they should, according to the law.
- The inter-ministerial co-operation has not yet been fully developed as planned due to the delayed first meeting of the National Environment Committee. In the areas of Environmental Awareness and EIA inter-ministerial networks have been established.
- In all three pilot provinces STEA offices have been inaugurated and workshops and training seminars on Environmental Awareness and Environmental Impact Assessments have been carried out. However, a lot of the basic capacity building is still missing. The three SEM pilot provinces have initiated co-operation between provincial divisions with an environmental responsibility by establishing Provincial Environmental Committees (PEC).
- An Environmental Education and Awareness (EE&A) Working Group with participants from line-ministries, the pilot provinces and mass organisations has been set up. Within STEA an EE&A Core Team of 6 staff from DoE and Environment Research Institute (ERI) has been established. Members of the EE&A WG and Core Team have received Foundation Training in EE&A. A National Strategy and Action Plan is in the process of being developed.

#### *Analysis of goal fulfilment*

Some of the project goals are expressed in such a way which makes them very difficult to analyse regarding measurement of goal fulfilment. Examples of such project goals are “an enhanced environmental management capacity” and “an increased awareness amongst the general public about environmental issues”.

On environmental management the capacity and routines to implement a procedure for an Environment Impact Process is slowly developing. The interest and participation in the EIA-courses, both at central and provincial level, is great. As a result several line-ministries now have set up or are in the process of setting up their own regulations for the Environment Assessment process of the development projects belonging to their responsibility area.

The project’s activities in the field of Environmental Awareness and Education have resulted in working-groups with members from many central ministries and organisations and provincial working-groups with members not only from the provincial STEA-offices, but also from provincial line-divisions from the projects pilot-provinces and from the neighbouring provinces around the three pilot provinces. In the end of the project period the members belonging to the working-groups could be regarded as trainers who will run their own courses in Environmental Awareness.

Enhanced Environmental Management and networking for information and co-ordination of environmental policy issues both at central and provincial level has support from the project. At central level the project

supports the newly established Inter-ministerial National Environmental Committee (NEC). At provincial level, Provincial Environmental Committees have been set up in all three of the pilot-provinces. A Governor or Vice-governor act as chairman in the Committee and the provincial STEA-office is the secretariat.

In the areas of Environmental Awareness/Education and Environmental Assessment, networks for information and co-ordination at both central and provincial level have been set up, even if some additional co-ordination work must be done before the networks are functioning in the EIA area.

STEA in co-operation with line ministries has with assistance from the project drafted a National Environment Strategy and Action Plan. This work has been a process over a year and a final product will in January 2003 be presented at a national Consultation workshop at STEA.

The project's three pilot provincial STEA offices were inaugurated in the beginning of the project-period and there is a need to build up both management and technical competence before they are functioning.

The new Management Development Component made it possible to start up courses in general management and project management. These courses have got a very good response. About 40 participants from all departments at STEA and our pilot provinces take part in the courses, which hopefully will contribute to the project goal "an enhanced environmental management capacity..."

#### *Conclusions for the future*

During the mid-term review meeting in February 2003 it was agreed to continue the co-operation with a second phase to be started during 2004. Within the environment sector there is a clear need for further support in spite of already generally good results from the first phase. Much remains to be done. Changes that took place rather late during phase I still need to be strengthened and consolidated. Examples are: management support is not any longer limited to DoE, as the program is now directly under the STEA president; the start up of NEC and Provincial NECs; all kind of training and capacity building; a constructive co-operation between SEM and ADB and UNDP has started and will require further strengthening, other donor support is phased out or decreased. In the future more focus would be on implementation, particularly regarding EIA, as well as revision of EIA regulations. Continued work at provincial levels by adding, or exchanging, present pilot-provinces to, new provinces would be needed. Considering the sometimes quick and unexpected changes in the donor-picture, continued support to donor co-ordination is and will continue to be essential.

#### *Channels for Swedish support*

The program was originally prepared with the intention to be supported via UNDP, which was the case for the previous support to IMWG. As UNDP could not live up to what had been agreed, the support to the new programme is now under a bilateral agreement. The change had major implications for the programme. The requirements on STEA's financial management and office administration increased suddenly when UNDP's system for National Execution for implementing projects



was replaced with STEA's own weak systems. A tough learning period started for STEA. In spite of initial difficulties the process has resulted in a strengthened financial and administrative capacity, as well as transparency and ownership. The contacts between STEA and the embassy have intensified as well as the opportunities for closer policy dialogue.

## 2.3 Road Sector

### Basic Facts

Lao-Swedish Road Sector Project 1997–2000 (**LSRSP1**):

Main objective: Poverty alleviation in three pilot provinces

Implementation Period: 97-08-15–00-12-31, extended up to 01-03-31

Project Budget: Sida 177 MSEK, Lao 80 MSEK

Disbursements<sup>11</sup>: Sida 177 MSEK, Lao 43 MSEK

Lao-Swedish Road Sector Project 2 (**LSRSP2**):

Main objective: Poverty alleviation in seven provinces

Implementation Period: 01-04-01–04-12-31

Project Budget: Sida 140 MSEK, Lao 41 MSEK

Disbursements: Sida 28.9 MSEK, Lao 5.1 MSEK

Rehabilitation to National Road 8 (**Road 8**):

Main objective: Rehabilitation of an important trade link to Vietnam

Implementation Period: 2001–2004

Project Budget: Sida 100 MSEK loan, 12 MSEK grant, Lao 5 MSEK

Disbursements: Sida 12 MSEK

### Background

In the past, Sida focused support to the development of the core road network, and the central level road institutions in Lao PDR. The launch of *LSRSP1* constituted a major shift towards developing local roads<sup>12</sup> and provincial road administration institutions, all in line with the Government's decentralisation policy.<sup>13</sup> The development objective was to ease poverty through increased access and decreased transport costs in three pilot provinces. This objective was in line with the strategic vision of the Government. Key issues included out-sourcing operational tasks while strengthening policy development and institutional capacity.

Valuable experiences were gained and used in planning for the succeeding *LSRSP2*. This project was re-designed in that it became *process oriented* as opposed to *project oriented*, meaning that it was to be implemented through a gradual development of the line organisation.<sup>14</sup>

In 1997, the Government requested Sida assistance to rehabilitate some 80 km of national *Road 8*. A feasibility study was presented in 1998, the design was completed in 2001, and the works are expected to commence soon. The extent of road deterioration accelerated during the period of preparation. To counteract this, a heavy maintenance project was carried out under *LSRSP1* on the section under consideration.

<sup>11</sup> All disbursed amounts in this report are per November 2002 if nothing else is indicated.

<sup>12</sup> Local roads are provincial, district and rural roads.

<sup>13</sup> Project Document, *LSRSP 1997–2000*, 18 June 1997.

<sup>14</sup> Plan of Operation, *LSRSP2*, 7 February 2001.

### *Relevance*

The governments road sector strategy includes a number of key issues, which have been included in the current Swedish support. The Government policy of “One Country – One System” is supported through a co-ordinated implementation plan together with the WB and other development partners. This includes emphasis on preservation of the road asset, i.e. by regular and systematic maintenance. It also includes development of new financing mechanisms, in particular the recently established Road Maintenance Fund. The Swedish Support is playing an important role as catalyst by promoting a joint approach by development partners in support of the development of the road sector.

### *Analysis of outputs*

The appended LFA matrices for LSRSP1 and LSRSP2 provide summaries of planned and actual outputs from the current Swedish support. The Road 8-project construction phase has not started, however a number of preparatory activities have been initiated.

LSRSP1 constructed a large amount of roads and developed trial versions of computerised tools to be used in a maintenance management system for local roads, which were transferred to LSRSP2 for further adaptation and implementation.<sup>15</sup> The same can be said about the Integrated Rural Accessibility Planning (IRAP) that was introduced in Luang Prabang and Khammouane, under a parallel financing arrangement with UNDP.

The capacity building efforts were successful in terms of increasing individual capabilities. The capacity of the provincial road administrations did not increase as expected, partly due to the implementation strategy with a rather self-sufficient project instead of improving the performance of the line organisation.<sup>16</sup> This lesson learned had a heavy influence in the formulation of LSRSP2.

A successful component of LSRSP1 was the development of a financial management system. This was originally conceived as a system for accounting of the Sida support<sup>17</sup>, but received wide acknowledgement and is now the system of preference in the Roads Department and Provincial Road Offices for management of own funds as well as funds from the World Bank, the Asian Development Bank and Sida. It is now in operation in nine provinces.

The aim of sustaining the increased access through regular maintenance was not achieved during LSRSP1; one reason being the low appreciation of need of road maintenance in the road administration and secondly that it was assumed that maintenance would be financed from the provincial road budgets.

LSRSP2 emphasises the establishment of sustainable road maintenance of local roads, which is based on the lessons learned during the previous period. Currently, the road maintenance system of local roads is functioning well as does the cost sharing arrangement with the provinces.<sup>18</sup> Integration of the capacity building efforts in the line organisa-

<sup>15</sup> Final Result Analysis Report, LSRSP1, October 2001.

<sup>16</sup> Mid-term Technical Review, June 1999.

<sup>17</sup> Inception Report, LSRSP1, February 1998.

<sup>18</sup> Prioritisation of Works on Local Roads, LSRSP2, April 2002.

tion have so far yielded the expected outputs at provincial level<sup>19</sup> while the development of a Local Roads Division at Roads Department in Vientiane lags behind and is subject to increased attention in the dialogue between Sida and the ministry.<sup>20</sup>

The aim to continue the decentralisation efforts to district level<sup>21</sup> has been hampered by the difficulties to establish a well functioning focal point at the central level. In October 2002 LSRSP2 conducted an international workshop focussing on road management and maintenance of roads at district and village level. The workshop was well received by Laotian authorities as well as donors in the road sector and will hopefully strengthen the efforts to reach out with improved access to areas, which at present do not have year around access to district and province centres.<sup>22</sup>

Environmental Inventories have been developed for Borikhamxay, Luang Prabang, Oudomxay and Khammouane provinces through the Swedish support. They are used for planning and baseline purposes and were also used when preparing the final design for the Road 8 project.

The Road 8 Project includes a comprehensive HIV Prevention Programme, meant to serve as a pilot project from which experience will be gathered for wide application in the road sector.<sup>23</sup>

#### *Analysis of goal fulfilment*

The *development objective* of LSRSP1 was to ease the poverty for the rural population in the three provinces, and in the vicinity of Road 13 south, through increased access and reduced transport costs. It has been concluded that access has increased for the rural population, thus contributes to poverty alleviation. A conducted Poverty Impact Study of Rural Roads indicates that all villages, having been provided with road access, to a greater or lesser extent are producing more than before.<sup>24</sup> Expenditures have increased more than threefold; there is evidence of positive impact on education, health, commerce, agriculture, land use, and gender, but some concerns regarding wildlife, livestock, and the environment. Inequalities have also increased. The provincial road authorities, benefited communities, and transport organisations all conclude that transport costs have been reduced. The length of roads has also increased. There is however concerns that the negative effects can create a downturn for the livelihoods of the rural people should it prove that the access created cannot be sustained through maintenance.

The *purpose* of LSRSP1 was twofold: To lower vehicle operating costs (VOC) for users of the national, provincial and district roads, and to increase the length of roads passable 12 months of the year with 10% per annum. While information indicates that the interventions have reduced the rate of deterioration on national roads, it has not been found practical to measure VOC on local roads, particularly since a majority is non-paved (and therefore prone to seasonal variations). LSRSP1 has

<sup>19</sup> Capacity Building as of end 2001/02, LSRSP2, November 2002.

<sup>20</sup> Annual Review Meetings, October 2002.

<sup>21</sup> Tentative Principles for Delegation of Rural Road Ownership to Districts and Villages, LSRSP2, March 2002.

<sup>22</sup> High level Workshop on Community road Maintenance at Novotel Hotel, Vientiane, 7 October 2002.

<sup>23</sup> Brief on Bolikhamxay Technical Assistance Mission, 13–18 May 2002, UNDP South East Asia HIV and Development Programme.

<sup>24</sup> Preliminary summary of the main issues from Poverty Impact Study on Rural Roads, November 2002.

certainly increased the length of roads passable year-round. The number of kilometres of roads passable all year round has increased with totally 35% or an annual average of over 10%.

In summary, Swedish support under LSRSP1 was able to increase access for the rural population in the three provinces, including increased access in the vicinity of National Road 13 South.<sup>25</sup> The project also contributed to the efforts of the Government to out-source operational tasks from the provincial authorities, i.e. introduction of competitive bidding procedures in the procurement of construction and maintenance works.

The Swedish support to the sector has also contributed to policy development, including the establishment of a road maintenance fund and uniform road management systems.

LSRSP2 will continue until the end of 2004 and appears largely to be on track.<sup>26</sup> A midterm review is planned for first half of 2003. The review will determine whether any course of action needs to be taken to increase the likelihood of achieving intended purposes and goals.

#### *Conclusions for the future*

The creation of institutional capacity to manage the road sector management systems independently without external support has proven to take considerably more time than initially anticipated. A special problem is the retention of key staff. The current support is run through the line agency, which increases the capacity building-, and transfer of knowledge, but it has become clear that it takes considerable time for all actors to understand the implications of a process-, as opposed to project set-up. LSRSP2 has effectively included these experiences under the on-going support, the results from which remains to be seen. The financing and implementation of road maintenance has also proven to be a long process, primarily due to the lack of financial resources and the Government's priority geared towards new construction.

As outlined in the result analysis above, as well as in the country analysis, Laos is facing considerably challenges in the road sector during the coming years.

The Government and other main donors in the sector are likely to continue supporting economic growth through regional transport corridors, the national road network, and to some extent the provincial road network. Therefore, Sida's niche of strategic support should be on the development of the district and community road networks. This support would have a direct impact on poverty as well as maximising the growth effect from the investments in the bigger road network. The successful co-operation in the road sector should also be part of an integrated approach for upland development, which will guide future geographical coverage. Another option for the future is to increase the provincial coverage in line with the objectives of LSRSP-2 or to support a mix of the two approaches.

In line with the current focus of LSRSP2, continued focus should be given to the development of sustainable road maintenance systems.

<sup>25</sup> Access for Rural Lao, 1999.

<sup>26</sup> LSRSP2 Draft Annual Report 2001/02, October 2002.

However, as outlined in the Country Analysis, there is a case to also include construction of rural roads in a future support. The creation of a critical mass of institutional capacity to manage the road system on provincial level and below needs to be continued. Further steps should also be taken regarding the successful sector co-ordination efforts, and parallel financing with the World Bank could be the next step in this process, as well as continuation of the support to the Government in co-ordination of the transport sector and in policy development.

In the road sector, coordination is a logical priority, given the configuration of the sector, in which there are a relatively small number of major donors, two of which (the World Bank and ABD) are broadly in alignment with Sida in terms of how they see the sector and its needs. Through LSRSP2 Sida engages in a major effort to co-ordinate strategy with the World Bank in the road sector development. Discussions between Sida, the WB and MCTPC resulted in an agreement for Sida to provide the technical assistance to develop and introduce road management systems in the provinces in which the WB Road Maintenance Programme (RMP), approved by the WB board in March 2001, was operating. In practice, the co-ordination of implementation has been somewhat problematic: a delayed start to the WB RMP made it hard to schedule Sida LSRSP activities. Nonetheless, the process of designing interlocking projects has helped to reinforce an established common understanding between these two major actors in the sector. While there are some dissenting voices, the majority view is that there is a high level of agreement between key donors in the roads sector. Although the transaction costs for Sida may have increased in the short term as a result of the need to integrate project design and implementation with that of the WB, this seems an acceptable price to pay for better co-ordination and more leverage on MCTPC policy. For the future of the co-operation in this sector the co-ordination with other donors still is seen as a significant factor to achievement of its goal<sup>27</sup>.

## 2.4 Water and Sanitation

### Basic facts

Support to the National Water Supply and Environmental Health Programme, Nam Saat (NS)

Main Objective: (1) to improve access, use and sustainability of new and existing water supply and sanitation facilities in rural areas and (2) to maximise the health and socio-economic impact of those water and sanitation facilities

Implementation Period: 1998–2002, extended up to 2004<sup>06</sup>

Project Budget: Sida 75,4 MSEK

Disbursements: Sida 75,4 MSEK

### *Background and Objective*

The rural population in Lao PDR suffers in general from insufficient supply of potable water and safe sanitary facilities hence the Government's efforts to alleviate the shortage through the National Rural Water Supply and Environmental Health Programme. The overall development

<sup>27</sup> Evaluation of the implementation of the 1999–2003 Country strategy for Swedish Development Cooperation with Laos, Sida Evaluation Report 2002.

objectives are: (1) to improve access, use and sustainability of new and existing water supply and sanitation facilities in rural areas and (2) to maximise the health and socio-economic impact of those water and sanitation facilities. In 1992 NS began a programmatic approach with assistance from Sida. Funds were directed mainly through UNICEF for implementation of both water supply and sanitation in rural areas. Additional support to the project with Sida funds came through a regional Worldbank program (WSP-EAP).

Following a review of the Rural Water Supply and Sanitation (RWSS) situation NS launched a Sector Strategy in 1997. It still serves as the guiding principle for all interventions in the sector. It has three main components, (i) capacity and institution building; (ii) improving service delivery and community ownership; and (iii) instituting the learning process. In 1998 Sida's involvement entered a second phase, and NS was to take the leading role and the sector become fully Lao-managed.

### *Relevance*

The programme is relevant i.e. with regard to: GoL's long term social and economic policy; GoL's decentralisation policy; the Lao PDR Strategy and Guideline National Framework for Rural Water Supply and Environmental Health Sector from 1997 as well as the Interim PRSP ("A major national task is clean water provision for everybody before the end of this decade").

In the Sida decision 1998, the project was considered relevant in regard to the political goals of Swedish development co-operation and the present Country Strategy for Laos as well as the Action Programmes, particularly the Programme for gender equality and Sida's Programme for combating poverty (1997). This assessment of the relevance is still valid.

### *Analysis of planned outputs*

The achieved outputs comply mainly with the planned outputs derived from the sixteen project goals. Some shortfalls have been observed.

1. Institutional strengthening and personnel skills have improved by institutional development at central and provincial level and to a lesser extent at district level. Training in different fields has enhanced the staff capacity at central and provincial level. A Human Resource Development (HRD) plan is developed and implementation is expected during the consolidation phase, 2003–2004.
2. An attempt to improve utilisation of government and donor resources is done through Donor and NGO co-ordination at national and provincial level.
3. The Sector Strategy is adopted by main partners. The implementation ensures co-ordinated approaches to sector development.
4. Water supply is developed and managed in an integrated manner through a demand driven approach and village informed choice of technology. Village committees are established to manage schemes and attain sustainability.
5. Networking has improved through partnership with NGOs, UNICEF, WSP-EAP, WHO, donors and government agencies.

6. Remote and rural poor communities have been addressed by the Sida policy to support and prioritise such areas and minority ethnic settlements.
7. Gender awareness campaigns, development of gender tools and action plan promotes women's active participation.
8. The community dialogue tool made ethnic minorities in target areas aware of the need to actively participate in decision making and choice of technology.
9. A bottom-up-approach and awareness campaigns have improved community engagement in water supply systems and sanitary installations (a lot remain).
10. The stepwise approach ("the seven-steps") introduced in the strategy has provided communities in target areas with appropriate training to sustain RWSS facilities.
11. Close working relationship with UNICEF, Ministry of Education, Lao Women's Union and Lao Youth Union improved hygiene promotion in primary schools (e.g. understanding and acceptance of latrines).
12. Private sector is not fully involved in RWSS development. Spare parts for hand pumps and water supply systems are not readily available at district or scheme level, so village WSS committee faces problems when breakdowns occur. Communities are trained in Operation and Maintenance of facilities but when spare parts are needed, government provided spares might only be found at NS-Province (NSP) or NS-Centre (NSC).
13. Construction of RWSS-facilities is partly done by the private sector. Neither production nor marketing of hand pumps and spare parts by private sector are found in Laos.
14. A Monitoring and Evaluation system is initiated but not fully applied. A database as a monitoring and planning tool at provincial level is developed. Few provinces provide regular monthly reports.

#### *Analysis of goal fulfilment*

The access for rural water supply provision in rural Laos has increased from circa 52% coverage in 1999 to 58% in 2002. Household sanitation coverage has improved from 38% in 1999 to 41% in 2002 and, the primary school sanitary facilities have risen from 7% in 1999 to 11% in 2002. The increase in water and sanitation coverage can mainly be attributed to the efforts of NS.

Main results have been: developed acceptance by sector players of the Policy Framework and the Sector Strategy, implementation of decentralisation and improved private sector engagement.

NS carried out a mini assessment study on the use and sustainability of RWSS Services in 38 villages covering eight provinces during 2001. Sustainability was assessed by four factors: (i) System Quality, (ii) Effective Functioning, (iii) Effective Financing and (iv) Effective Management.

The system quality and effective functioning was generally good, but the study showed that even if all households have access to a protected water source, more than three households out of ten did not use the safe water at all times. Some schemes located in remote areas were well



maintained and some schemes in easy access areas were not so well maintained. Remoteness may not influence sustainability. The community identified health as the main factor for having a protected water source.

Regarding sanitation and hygiene awareness the main findings are that (a) effective use of latrines depend on household awareness; coverage of latrines does not necessarily give an accurate picture on the sanitary situation; having access to a latrine does not always mean that facilities are used and clean, and comfort and convenience are main factors identified by users for latrine usage.

The mini-assessment of the 38 villages demonstrated that sustainability is effected by a combination of technical, financial and socio-organisational factors. There is need for support to effective financial and scheme management at community level, and to re-look into sanitation and hygiene promotion to leverage benefits in an effective way by utilisation of local resources for sanitation and hygiene promotion.

#### *Conclusion for the future*

The communities demand for safe water supplies and improved sanitation facilities foster the support to the RWSS sector and are of high relevance for the rural people of Lao. Although the situation has improved, the water supply and sanitation coverage is far from adequate.

Improved communication from a central to provincial and district levels to implement community based demand driven RWSS development and apply the step-wise approach is essential to improve programme implementation. Dissemination of information is still weak and delegation of power within the government system is not commonly practised. Information flow from district and provincial levels back to the centre is essential for informed policy development. The program faced difficulties during its start-up due to a variety of reasons (some are mentioned above). It is now starting to reach its targets groups and pull things together. One reason for a slow start has been lack of clarity of roles and responsibilities both within the sector as well as within MoH.

The program aims at working with the remote and poorest districts. The possibilities to do so have improved after that the decentralisation policy started to be implemented during 2001. In line with this policy, the district level should be the focus in any future support.

#### *Channels for Sida support*

The program had a complex set up. Initially (1992) support was mainly channelled through UNICEF, as well as through a regional World Bank program. The second phase (1998–2002) aimed at gradually phasing out UNICEF and phasing in direct support to Nam Saat concurrently with a strengthened Nam Saat. The support via the World Bank came, as planned, to an end 2001. The two “supporting partners” had their different cultures and rules and regulations, e.g. daily allowances. There was no smooth collaboration between the two partners, thus creating problems for a weak Nam Saat. Since 2001 the situation has steadily improved, mainly due to: Sida’s support was channelled through UNICEF and directly to Nam Saat only; changes within UNICEF resulted in a dynamic, likeminded and flexible partner; new TA for Nam



Saat; a clear divide of work as well as an excellent collaboration between the three actors (Nam Saat, TA and UNICEF). Phasing out of UNICEF is not yet possible due to a still too weak Nam Saat with its remaining unclear roles and mandates within MoH, as well in relation to the provinces. Only one joint project document, annual work plan and budget have been used for the Nam Saat program during phase II, in spite of the involvement of both World Bank and UNICEF. This has contributed to increased ownership and transparency which otherwise can suffer as a result of channelling support through the UN or bank systems.

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## 2.5 Health Sector

### Basic Facts

National Drug Policy programme (**NDPP**)

Main Objective: Contribute to improve health through access to drugs of good quality at low cost

Implementation Period: 960101–010620

Project Budget: 15 MSEK

Disbursement: 15 MSEK

### *Background*

In 1992, Lao PDR had identified problems in the pharmaceutical sector in terms of insufficient access, low quality and irrational use of drugs. The situation was complicated by the liberalisation and privatisation of the pharmaceutical sector without simultaneous development of regulatory measures. During Phase I of the Sida supported programme (1992–1995) a comprehensive National Drug Policy (NDP) was thus developed in a participatory process including many stakeholders from different sectors. A quality control laboratory was established, and initial activities were started for improved regulations (including a Drug Law), an inspectorate for Good Pharmacy Practice (GPP), Good Manufacturing Practice (GMP) and Good Wholesaling Practice (GWP), as well as improved practices for rational use of drugs at health facilities, including pharmacies.

### *Relevance*

The NDP programme supports most of the issues included in the Government's National Drug Policy and can still be considered to be relevant.

### *Analysis of outputs*

The NDPP Phase II has to a large extent achieved its objectives. A comprehensive quality assurance system has been implemented, including a Drug Law and up-dated regulations, a functioning drug laboratory, and trained pharmacy inspectors both at central and provincial levels. The rational use of drugs has been improved through information, education and communication (IEC) to lay people both in urban and rural areas, as well as to professionals in the public and private sector, including pharmacy owners. Drug therapeutic committees (DTCs) have been developed, and the use of standard treatment guidelines (STGs) to develop the quality of care at all provincial and district hospitals, benefiting also poor people in remote and rural areas. For better analytical understanding and the development of an evidence based NDP, performance indicators were developed and used in monitoring both the

public and private pharmaceutical sector. As an overall assessment, the development of detailed and specific indicators is one of the main achievements of the Programme, and has been useful for the implementation and monitoring of different objectives and tasks. The programme has also supported the foundation of a more appropriate use of traditional medicine (TM), including a survey of medicinal plants and publishing a book on TM recipes.

Gender sensitive human resource development has been a major part of the programme activities. One important element of human resource development has been English training for large groups of staff.

The activities within the HSR component have strengthened human resources development regarding analytical capacity, and have at the same time provided an evidence base for decision-makers.

Most of the NDP elements have been successfully implemented in spite of the short time that has passed since its inauguration in 1993, the complexity of the policy and the actual situation. There is now evidence showing improvements on the structure, process and outcome of the NDP, both at the national and the provincial levels. The FDD has strengthened its collaboration with other actors in the field.

However, the management of the Food and Drug Department needs continued technical assistance and financial support in order to become a well functioning institution ready to fulfil and develop all relevant tasks of a modern drug regulatory agency.

#### *Analysis of goal fulfilment*

The overall *objective* with the National Drug Policy Programme is to contribute to improved health through access to drugs of good quality at low cost. The development of laws and regulations, strengthening of inspection, and drug quality testing have contributed to improved drug quality.

The majority of the programme's target group is classified as poor people. Many of them are living in rural and remote areas. The establishment of drug revolving funds has made it possible to use the limited Government budget for the poorest part of the population. This is however, not enough. Prices are still too high for many of those who do not receive the Government subsidies, and therefore price regulation is much needed. Most of the activities within the programme, like the development of STGs for the most common and burdensome diseases, the use of the GPP indicators during inspections, IEC activities directed to the public, and all the Health System Research projects, have been directed at improving the situation for the poor people.

Analytical capacity has clearly improved, e.g. reflected in planning and reporting systems. The participation in the Health Systems Research training programme is one reason for the improvement of analytical skills. The capacity strengthening in the form of acquisition of analytical skills is likely to be sustainable. Managerial issues have been an element from the start in 1992. However, relatively little resources have been given overall to improve the management work at Food and Drug Department.

Human resources development and professional training is a major component of the NDP programme. During the programme period

large groups of professionals (e.g. inspectors, hospital doctors, laboratory assistants, etc.) have been involved in training activities in the form of courses, seminars, workshops, study visits, etc. The trained professionals have made efforts to disseminate their acquired knowledge and skills to other staff members with a focus on drug quality, rational use of drugs and quality of care.

The skills in English have subsequently been improved for large staff groups within the Food and Drug Department, both at central and provincial level.

All central institutions involved in the NDP programme have been strengthened to various extents. This strengthening is to a great extent a result of the capacity strengthening of the individuals working in the institutions.

#### *Conclusions for the future*

In accordance with the current country strategy, the Swedish support to the pharmaceutical sector should be phased out. The main focus of the programme for the last two years has therefore been on developing sustainable management and financing mechanisms for the core operations of quality assurance and the rational use of drugs for improving quality of care.

However, this consolidation and phase-out process has proven to be much more complicated and time consuming than anticipated. Continued financial and technical support will be needed to sustain achievements and develop some of the programme objectives further even after the Swedish support has been discontinued. Financial sustainability is especially crucial for the long-term fulfilment of the objectives of the programme. The core functions in need of further support are the dissemination of the drug law and regulations; quality assurance, including drug laboratory and improved inspections with new indicators; intensified and improved IEC to pharmacy staff and the public; rational use of drug activities, including development and use of STG and indicators and further establishment of DTCs. Included in all these activities is continuing human resources development, which actually starts at the university level where important issues related to the NDP should be implemented in the curricula for health staff education. Further technical assistance is needed to meet the requirements of long-term financial sustainability and for building capacity and competence for on-going policy review and monitoring, and for the quality assurance and rational use of drugs.

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## 2.6 Education Sector

### Basic Facts

#### Inclusive Education 2000–2005 (**IE**)

Goal: To extend access to education for children with disabilities and help reduce current levels of school failure.

Main objective: A six fold increase in the number of Lao children with disabilities with access to basic education in local schools in all provinces and districts, and to improve educational opportunities for all children in IE schools.

Implementation Period: 0001–0506

Sida Contribution: 6 MSEK

#### Participatory Action Research (**PAR**) 2001–2003

Goal: To improve the quality of teachers' education through the PAR and to establish a foundation for lecturers to upgrade their qualifications and professional skills.

Main objective: To introduce PAR in three teacher training colleges (Pakse, Champassack, Luangprabang) and the Faculty of Education for improving the teaching and learning for both lecturers and student trainees.

Implementation Period: 0111–0305

Sida Contribution: 1.6 MSEK

#### Teacher Training Enhancement and Status of Teachers (**TTEST**) Project 2002–2008

Goal: To contribute to poverty reduction in Lao PDR by assisting the Government in achieving quality education for all children.

Main Objective: To improve the relevance, quality and efficiency of education, mainly by enhancing teacher competencies, and improving the professional status and career development prospects of teachers.

Implementation Period: 0203–0812

Sida Contribution: 123 MSEK

TA to support Department of Planning and Co-operation on the Sector Wide Approach Programme and programme/project co-ordination.

Goal: Favourable conditions for Sector Wide Approach on Education for meeting the Education Strategy Vision

Main objective: Adequate procedure and improved capacity to plan, co-ordinate and implement projects and programmes of MOE decision-makers, managers and working groups.

Implementation Period: 0203–0502

Sida Contribution: 6.3 MSEK

### Background

Lao PDR has the lowest level of education in the region. The net enrolment rate in primary is 79.8%<sup>28</sup> (2001–02). From 1998–99 to 2001–02, the expansion took place at all levels of education: a low annual increase of 1% (girls 1.3%) in primary, 8.3% (girls 9%) in secondary, 12.6% in higher vocational/technical education and 9% in tertiary level. Education is a relatively new area for Sida support in Laos. Sida started the initial assessment regarding possible education support to Lao PDR in 1999.

<sup>28</sup> A study made by Mike Lally, indicates that the net enrolment ratio is about 70% as compared to 79.8% official figure.

### *Analysis of outputs*

Four specific agreements were signed in the beginning of 2002 to support the education sector. Although the implementation of the TA to support MoE's Department of Planning and Co-operation (DPC) and TTEST just started in the second half of 2002, concrete results have been achieved through improved donor co-ordination since Sida entered the scene and introduced a process towards SWAp and more co-ordinated approaches. Sida co-ordination with ADB is also a result of this process, as well as the DPC advisor and the donor meetings chaired by MoE. Two small education projects, namely the Inclusive Education (IE) and Participation Action Research (PAR) have had positive impact on ways of learning and teaching in schools and teacher training colleges.

The inclusive education's innovative approach of integration of disabled children into the mainstream education system has created opportunities for disabled children to develop in their own families. It also improves the teaching and learning of slow learners in the project schools. As of March 2002, inclusive education was available in a small number of schools (219 schools) reaching 70,000 students, of which 1621 were disabled children or children with special needs. Few project schools are located in poor rural and upland areas. The project is an opportunity for families to get their disabled children into school. At the mid-term review in August 2002, it was recommended that the target changes from 'disabled children' to 'children with special needs' (mental, physical and learning differences) and that the overall project goal, specific objectives and expected results be fine tuned.

The Department of Teacher Training (DTT) of MoE has implemented the Participation Action Research project as a process to empower the lecturers to improve the teaching and learning in three teacher-training colleges (TTC) and the faculty of education. The project is built on TTC experience for improving the quality of learning of teacher graduates and to increase lecturers' awareness of and participation in addressing teaching problems. The project has had positive impact on the way the teacher graduates teach students through the capacity building that has been implemented with a focus on lecturers and teachers responsibility to improve the teaching and learning processes in the TTCs.

### *Analysis of goal fulfilment*

It is too early to analyse goal fulfilment of TTEST. The IE is progressing as planned quantitatively and the project has contributed to making it possible for disabled children to go to school. Save the Children UK as the IE concept initiator in Lao PDR and implementing partner, has the appropriate understanding to provide the necessary technical assistance to the MoE. A quality focussed, process-oriented approach is emphasised in the activities. However, it is too soon to assess the quality aspect of the results.

PAR ended in December 2002. An external, independent evaluation process is ongoing and is expected to be completed in June 2003. So far it is possible to conclude that there is a better understanding among MoE stakeholders about their responsibility to improve the teaching and learning in the classrooms. It is too soon to make further judgement.

With regard to Save the Children – Norway, who provided the necessary technical assistance to the project, performance has been satisfactory. The delays in implementation of project activities were due to an over-tasked MoE and TTC project officers and working groups and their incapacity to process activities in time. The external evaluation will provide further information.





### 3. Result Analysis

#### 3.1 Road Sector

| Program, Agreement, implement. period  | Sector Goal  | Program goal   | Achieved Effects  | Planned Output   | Achieved Output  | Comments  |
|--|--|--|---|--|--|---|
| <b>Lao-Swedish Road Sector Project 1997-2000</b>   |  |  |   |  |  |   |
| <p>Lao-Swedish Road Sector Project 1997-2000</p> <p><b><u>LSRSP 1997-2000</u></b></p> <p><b>(LSRSP1)</b></p> <p>Specific Agreement Aug 1997-Dec 2000, extended to 31/3-2001.</p> | <p>The overall strategy of the Government was “to alleviate poverty through the access of the rural population to employment, economic and social services, and markets.”</p> <p>The Road Sector Goal set to contribute towards this objective was set as follows:</p> <p>“The general expectation to the year 2000 is to provide road transport, river transport and air transport, and make the road network trafficable all year round, from the centre to the provinces, and between districts, in order to assist the production, the distribution, national defence and security.”</p> | <p>The overall development objective of the project was to ease the poverty in three provinces through increased access and reduced transport costs.</p> <p>The purpose of the project was two-fold:</p> <p>(i) lowering of transport costs through improved maintenance of existing roads of national, province and district roads; and</p> <p>(ii) increase the lengths of roads passable throughout the year by construction / rehabilitation of province and district roads and community managed small access roads to the public road network.</p> | <p>A conducted Poverty Impact Study of Rural Roads indicates that all villages, having been provided with road access, to a greater or lesser extent are producing more in general, than before. Expenditures have increased more than threefold; there is evidence of positive impact on education, health, commerce, agriculture, land use, and gender, but some concerns regarding wildlife, livestock, and the environment. Inequalities are also more common. The Final Report states that DCTPCs, benefited communities, and transport organisations all conclude that transport costs have been reduced. The length of roads have also increased, but there are great concerns for all above effects to turn into a much more devastating downturn for the livelihoods of the rural people should it prove that the access created cannot be sustained through the maintenance capacity that LSRSP1 should have tried to establish on local level.</p> | <ol style="list-style-type: none"> <li>Improved efficiency in the road sector in the three pilot provinces;</li> <li>Core road network in the three provinces under regular maintenance;</li> <li>54 MSEK in addition to ordinary provincial budgets invested in provincial and district roads in the three provinces;</li> <li>20 MSEK invested in community managed access roads in the three provinces;</li> <li>20 MSEK invested in access roads to R13S km 6-189;</li> <li>IRAP introduced in Luang Prabang and Khammouane</li> </ol> <p>To increase the efficiency of the provincial road administration through the establishment of systems and procedures so that an optimal mix of various measures (routine, periodic and urgent maintenance, rehabilitation of existing or construction of</p> | <ol style="list-style-type: none"> <li>The provincial staff, as well as the private sector were trained by the ministry training centre, and applied knowledge once returned back managing the various contracts;</li> <li>The core roads were maintained according to RAD directives;</li> <li>54 MSEK was disbursed but not entirely according to the maintenance system;</li> <li>20 MSEK disbursed but the capacity is not yet sustained;</li> <li>19,5 MSEK invested in access roads to R13S km 6-189;</li> <li>IRAP introduced in Luang Prabang and Khammouane</li> </ol> <p>Efforts to develop two new road management systems initiated, and taken over by LSRSP2;</p> <p>A financial management system under development and institutionalisation within the Department of Roads.</p> | <p>Periodic maintenance, rehabilitation and construction contracts were completed, in many cases delayed and often without the required materials quality control. Instances of significantly increased contract amounts.</p> <p>The mid-term technical review stated that the project method to periodically re-gravel the gravel roads was considered “an extreme waste of scarce resources”.</p> <p>Routine maintenance was neglected which consequently jeopardises the entire road investment.</p> <p>The mid-term technical review also cautioned that a holistic approach was required in developing systems for road administration; also that such an effort required guidance from staff with adequate and solid background in road administration.</p> |

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|   |  |   |  | new roads) is established.<br>Capacity building and institutional development  |  |  |
| <b>Lao Swedish Sector Road Project 2</b>  |  |   |  |  |  |  |
| <p>Lao-Swedish Road Sector Project 2</p> <p><b>LSRSP 2</b></p> <p>Specific Agreement April 2001-Dec 2004.</p> | <p>The overall strategy of the Government is “to alleviate poverty through the access of the rural population to employment, economic and social services, and markets.”</p> <p>The key issues from the Road Sector Strategy in contributing towards this objective is set as follows:</p> <ul style="list-style-type: none"> <li>The establishment of a dedicated Road Maintenance Fund to be financed through road user charges;</li> <li>A policy of One Country-One System is under implementation that aims at a uniform handling of all road sector activities, irrespective of source of funding;</li> <li>In the short and medium-term the highest priority will be given to maintenance activities, leaving only residual funds for construction of new roads.</li> </ul> | <p>The overall development objective of the project is to ease the poverty in 4 plus, through MoU with IDA an additional 3 provinces, through increased access and reduced transport costs.</p> <p>The purpose of the project is three-fold:</p> <p>(i) to build planning and management capacity of the institutions dealing with the local road network in the 7 provinces;</p> <p>(ii) to improve the local road network mainly through road maintenance in 7 provinces with funding through LSRSP2 and RMP1; and</p> <p>(iii) to establish a system for district and village participation in construction and maintenance of rural roads in 7 provinces.</p> | <p>A recent assessment of the capacity building indicates that the implementation of the project has so far resulted in:</p> <p>“(i) an improved efficiency in the road sector mainly in the 7 provinces, and to some extent on central level through capacity building within 10 Key Result Areas as outlined by the PIP;</p> <p>The project also reports (ii) reduced deterioration of the overall condition on the local road network in the 7 provinces; and pilot undertakings for the</p> <p>(iii) establishment of a system for delegation of rural road ownership to districts and villages.</p> <p>LSRSP2 has taken over two computer software prototype tools for road database, prioritisation, and monitoring/reporting purposes. The project is developing these two tools so that they can be used in the road management system for local roads that was developed during the initial phases of LSRSP2.</p> | <p>a.1.) Road Maintenance Plans prepared and implemented for all maintenance interventions;</p> <p>a.2) A permanent budget post is established for maintenance of local roads</p> <p>a.3) Improved and uniform procurement and contract management applied;</p> <p>a.4) Private industry providing maintenance services strengthened;</p> <p>a.5) Project monitoring improved;</p> <p>b.1) Certain road sections under routine maintenance;</p> <p>b.2) Certain road sections periodically maintained;</p> <p>b.3) Certain road sections rehabilitated;</p> <p>b.4) Three projects initiated under LSRSP1 completed;</p> <p>c.1) New rural roads constructed and thereafter maintained;</p> <p>c.2) Beneficiary participation in road maintenance activities;</p> <p>c.3) Simplified planning and management method functioning on district and village level.</p> | <p>a.1) Road Maintenance Plans are prepared and implemented on an annual basis, but not yet according to the RMS as this is yet to be developed by the IDA project;</p> <p>a.2) Budget post established but Lao contribution lagging slightly behind;</p> <p>a.3) Improved but difficult to verify transparency;</p> <p>a.4) Industry strengthened but difficult to verify extent;</p> <p>a.5) Improved through DoR effort but to be further developed;</p> <p>b.1) As per programme;</p> <p>b.2) As per programme;</p> <p>b.3) As per programme;</p> <p>b.4) As per programme;</p> <p>c.1) – c.3) to be covered by “Tentative Principles for Delegation of Rural Road Ownership to Districts and Villages.”</p> <p>Efforts to improve two computerised road administration systems inherited from LSRSP1;</p> <p>Efforts to establish the financial management system</p> | <p>No external evaluation has yet been appointed to make a more in-depth assessment of the project;</p> <p>A simplified road administration system adequate for managing the local road network proposed in “Prioritisation of Works on Local Roads”</p> <p>A project implementation guideline called “The Road Maintenance Process” developed, and used as training materials during training events directly linked to the results areas;</p> <p>Efforts to gather road data and to build a consistent road database initiated;</p> <p>The project reports that it has contributed towards lifting the road administration capacity in the 7 provinces from about 10% of the project target by end 2000/01, to approx 35% by end 2001/02</p> |

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|  |  |  |   |   | at the Department of Planning and Budgeting                               |  |
| <b>Road 8</b>  |  |  |   |   |   |  |
| Rehabilitation of National Road 8<br><b>Road 8</b><br>Specific Agreement, with Amendment; 2001-2004. | National Road 8 is an important link for regional integration and cooperation. It deteriorated extensively over the 1990s and requires urgent measures if the access is to be maintained. It is important to rehabilitate the road so that adequate conditions for road transport activities can be maintained, and thus assist the production and distribution of goods and services on an all-year basis. Such a measure would also support the poverty alleviation efforts in that maintained access improves the possibilities for the rural population living along that road, to have access to markets, social and economic services and employment opportunities social. | The overall development objectives of the project are to support 1) the Lao Government policy of providing adequate conditions for road transport activities and thus assist the production and distribution of goods and services on all year basis; 2) the efforts to alleviate poverty through improving access of the rural population living along Road 8, to markets, social and economic services, and employment; and 3) regional integration and cooperation. The purpose of the project is to provide a catalyst for regional, national and local economic development and integration by the provision of a well-maintained all-weather road of relevant standard over an extended period. It is expected that the vehicle operating costs (VOC) should be reduced by more than 20-25% per unit at the end of the rehabilitation period, 2) that traffic increase should exceed 7%, and 3) that the road is kept in good to fair condition on the whole length during a period of 10 years from completion, leading up to an Internal Rate of Return (IRR) exceeding 13%. | None in relation to the goals of the project as yet, since construction works have not yet started. | The expected outputs, or results, are, in summary:<br>i) 81.6 km of improved road;<br>ii) one permanent bridge;<br>iii) adequate maintenance applied to the entire length of Road 8; and<br>iv) axle loads properly controlled under the national axle load control system. The indicators for i) and ii) are Completion Certificates. The indicator for iii) is that the road is kept in good to fair condition after the end of defects liability period (currently scheduled for end of June 2005), and for iv) that no overloads exceeding 10% of load limits occur after 1 October 2001. These indicators will be verified through MCTPC and Supervision Consultant's reports, and verified in Agreed Minutes from Consultations between MCTPC and Sida. | None, more than the gains reported in the column "Comments" on the right. | Even though construction works have not yet commenced, results from the preparatory phases have resulted in:<br>(i) an appropriate and cost-efficient design of the works;<br>(ii) Inclusion and setting up of monitoring of important factors such as axle load control, maintenance, and revenue collection mechanisms;<br>(iii) a draft set of documents for inclusion of HIV Prevention Programmes into similar undertakings in the future;<br>(iv) monitoring and reporting of environmental, health and safety, and quality matters through the contract with the Contractor; and<br>(v) A significantly improved Lao PDR / MCTPC Standard Technical Specifications for Road and Bridge Construction Work. |

### 3.2 Water And Sanitation

| Program/Project  | Overall Sector Goal   | Programme Goal  | Achieved Effects   | Planned Outputs   | Achieved Outputs  | Comments   |
|--|---|---|--|---|---|--|
| <p>Support to the National Water Supply and Environmental Health Program</p> <p>Period: 1998 – 2002</p> <p>Funding: SEK 55 mil.</p> <p>Nam Saat SEK 27,5 mil.</p> <p>UNICEF SEK 26,5 mil.</p> <p>Sida SEK 1,0 mil.</p> | <p>I. To improve access, use and sustainability of new and existing water supply and sanitation facilities in rural areas</p> <p>II. To maximize the health and socio economic impact of those water and sanitation facilities in the context of rural development and water resources management</p> <p>A major national task is clean water provision for everybody before the end of this decade</p> | <p><b>1. Institutions strengthened and personnel skills developed</b></p> <p><b>2. Government and donor resources coordinated</b></p> | <p>2. NSC has taken a leading role in ESA coordination at central and local (provincial &amp; district) level</p> <p>NGOs and sector partners participate in NSC weekly meetings</p> <p>ESA follow the Sector Strategy</p> <p>Provincial staff is now conversant with supervision of private sector entrepreneurs and data collection</p> <p>Resources are allocated according activities and targets set in annual work plans</p> | <p>2.1 National development plan for sector, with priorities, in place (bottom-up planning)</p> <p>2.2 Government &amp; donor coordination and reporting mechanisms in place and functioning</p> <p>2.3 Statistics of water and sanitation facilities established, used and functioning</p> | <p>1. Nam Saat Center (NSC) has developed from being an implementing agency to a coordinating and monitoring institution.</p> <p>Sector guidelines and institutionalize Sector Strategy.</p> <p>Devolution of power to lower levels (province and district) .</p> <p>Training events in planning focused on provincial and district staff</p> <p>Training needs assessment and draft HRD Plan developed</p> <p>One NS staff attends a master degree course at AIT –univ. Thailand</p> <p>2.1 District development plans being prepared and forwarded to provincial level. NSP approve and compile district plans into a provincial sector development plan, which is forwarded to NSC for compilation and submission to MOH</p> <p>2.2 NSC called to a Donor conference in April 2002. Action plan prepared</p> <p>2.3 NSC and NSP collecting information on water and sanitation facilities information used in progress reports etc</p> | <p>2. Since NSC has taken on their new \role as the RWSS sector authority and coordinating authority, efforts have been made to coordinate ESA input in terms of applying government's roles, regulations and guidelines</p> <p>Implement projects in line with the Sector Strategy</p> <p>Follow the subsidy guidelines and adhere to technical standards</p> <p>The panning process however needs improvement. Late submission and delayed reports etc</p> |

| Program/Project | Overall Sector Goal | Programme Goal  | Achieved Effects  | Planned Outputs   | Achieved Outputs  | Comments  |
|-----------------|---------------------|---|---|---|---|---|
|                 |                     | <b>3. Sector strategy and frameworks being followed</b> | 3. Sector Strategy developed and approved by government as guiding implementation tool for RWSS interventions | <p>2.4 Supervision and evaluation systems established and functioning</p> <p>2.5 All actors following national standard and norms</p> <p>2.6 Resources allocated appropriately based on established policy and plan</p> <p>3.1 Strategies and frameworks in place</p> <p>3.2 Coordination and learning taken place</p> <p>3.3 Monitoring and assessments being done</p> <p>3.4 Management strengthening</p> <p>3.5 Support actors investing in sector</p> | <p>2.4 NSC has trained NSP staff in constr. supervision. Monitoring and evaluation systems not fully developed</p> <p>2.5 Some actors follow the technology choice and hand pump standards. NGOs are applying different subsidy models. NSC has prepared subsidy guidelines</p> <p>2.6 Budget allocation disbursed according to planned targets and activities. The process needs improvement. Late submission and delayed approval slowed down implementation.</p> <p>3.1 Most projects follow the Sector Strategy and guiding frameworks</p> <p>3.2 Coordination with projects has improved (weekly meetings at NSC &amp; periodic meetings at local levels)</p> <p>3.3 A regular reporting system not totally achieved</p> <p>3.4 Management strengthened by improved meetings procedures and internal discussions</p> <p>3.5 ESA mainly NGOs have adhered to Lao PDRs RWSS strategy and provide support</p> | <p>approval of annual work plans has hampered implementation</p> <p>Late release of funds coursed by cumber-some government procedures has delayed disbursement and slowed down progress</p> <p>3. NSC has strengthened its role as coordination and monitoring body even though a countrywide monitoring and evaluation system is not fully applied</p> <p>UNICEF provides assistance and has developed a sector database for central and provincial level</p> <p>Training is an ongoing event</p> |

| Program/Project | Overall Sector Goal | Programme Goal   | Achieved Effects   | Planned Outputs  | Achieved Outputs  | Comments  |
|-----------------|---------------------|--|--|--|---|---|
|                 |                     | <p><b>4. Water resources developed and managed in an integrated manner</b></p> | <p>4. Established committees at all levels ensuring provided RWSS facilities are operationalized</p>                               | <p>4.1 Water Resources Council (or Committee) established and functioning</p> <p>4.2 Clear responsibilities for aspects on integrated water resources development and management assigned</p> <p>4.3 Sector forum meetings for better coordination held on regular basis</p> <p>4.4 Public awareness campaigns carried out on regular basis</p> <p>4.5 Effective enforcement mechanisms in place and applied</p> | <p>4.1 RWSS committees have been established at scheme level and upwards. Village RWSS committees ensure exist and functioning</p> <p>4.2 Through the application of a demand driven approach and village level informed technology choice sustainability is ensured to some extent</p> <p>4.3 Donor coordination meetings established, weekly meetings at NSC with sector supporters and provincial monthly meetings ensure better coordination</p> <p>4.4 NSC and UNICEF jointly conduct public awareness campaigns</p> <p>4.5 RWSS committees and sub-committees established at all levels</p> | <p>4. The Sector Policy implementation together with the Gender Action Plan ensure equity in RWSS committees and safe-guard women's interest</p>                                    |
|                 |                     | <p><b>5. Networking with related rural development sectors improved</b></p>    | <p>5. Trough the permanent establishment of regular meeting events and dialogs have ensured sustainable networking environment</p> | <p>5.1 Partnerships established and functioning</p> <p>5.2 Required laws, regulations and standards adopted by authorities and applied</p> <p>5.3 Joint pilot and demonstration projects planned and carried out</p>   | <p>5.1 Partnership with sector ESA including NGOs established. Regular RWSS meetings at all levels. Annual sector forum held</p> <p>5.2 The Sector Strategy has been approved by government and implemented as a guiding tool for RWSS projects. The Sector Strategy has been adopted by sector players.</p> <p>5.3 UNICEF with MoE, LWU &amp; LYU carries out health and hygiene education programs and campaigns</p>  | <p>5. The establishment of permanent weekly meeting events at central level and at local levels regular meetings ensure networking procedures Annual sector forum meetings held</p> |

| Program/Project | Overall Sector Goal | Programme Goal   | Achieved Effects   | Planned Outputs  | Achieved Outputs  | Comments  |
|-----------------|---------------------|--|--|--|---|---|
|                 |                     | <p><b>6. Rural and remote poor areas being equitable served</b></p>                              | <p>6. With Sida's policy to support the poorest and remote communities an attempted has been made to reach the not necessarily poor but remote and ethnic villages</p>       | <p>5.4 Quality of training regularly monitored, with required corrective actions promptly taken</p> <p>6.1 Remote and poor rural areas to be targeted identified and prioritized</p> <p>6.2 Strategies and action plans for dealing with priority areas development and carried out</p> <p>6.3 Required human, financial and other resources mobilized and utilized</p> <p>6.4 Progress especially closely monitored and required corrective actions promptly taken</p> <p>6.5 Experiences recorded and feed back into national system</p> | <p>5.4 Regular meetings at district and provincial level monitor training events. Weekly meetings at central level assure right measurements been taken</p> <p>6.1 Sida's policy to reach the minority communities in Lao PDR have opens the doorway to support (poor) and remote groups.</p> <p>6.2 Target provinces prioritise poor &amp; remote district. District authority chose the most in need villages.</p> <p>6.3 Capacity building at all levels increase human resources. Government contribution has not been forthcoming as envisaged</p> <p>6.4 Monitoring and evaluation system not fully adopted but initiated</p> <p>6.5 Feed back in annual review meetings and coordination meetings.</p> | <p>6. The communities demand for water supply and sanitation services foster the support to the RWSS sector and is of high relevance for the rural people</p> <p>The situation has improved but coverage is far from adequate which makes the question a relevant issue for continued Sida support to rural development and its ultimate goal, Poverty Alleviation.</p> |
|                 |                     | <p><b>7. Women actively participating in sector development and management at all levels</b></p> | <p>7. With the development of a Gender Plan and an Action Plan currently being implemented achievements have been made in gender sensitivity and equality between sexes.</p> | <p>7.1 National gender policies and targets adopted by Nam Saat</p> <p>7.2 Opportunities for women in sector identified and promoted by Nam Saat and Government authorities</p> <p>7.3 Awareness campaigns for women carried out</p> <p>7.4 Affirmative action programs for women developed and applied at all levels</p>  | <p>7.1 National gender policies adopted and used at district level. Training of provincial staff done prior to implementation.</p> <p>7.2 Female applicants promoted for scholarships and internal education t</p> <p>7.3 Gender education carried out in target provinces, districts and priority villages.</p> <p>7.4 Implementation of the Gender Action Plan and supported by LWU</p>   | <p>7. National Gender Plan and Action Plan developed and implemented, which should ensure gender sensitivity and equality between sexes. Female students promoted</p>   |

| Program/Project | Overall Sector Goal | Programme Goal   | Achieved Effects   | Planned Outputs   | Achieved Outputs   | Comments   |
|-----------------|---------------------|--|--|---|--|--|
|                 |                     | <p><b>8. Ethnic minorities actively participating in sector development and management at all levels</b></p> | <p>8. Districts promote RWSS interventions in remote minority villages.</p> <p>Minority communities participate in demand driven approach and informed choice of technologies.</p> | <p>7.5 Effective incentive and enforcement mechanisms put into practice</p> <p>8.1 National ethnic minority policies and targets adopted by Nam Saat</p> <p>8.2 Opportunities for ethnic minorities in sector identified and promoted by Nam Saat and Government authorities</p> <p>8.3 Awareness campaigns for ethnic minorities carried out</p> <p>8.4 Affirmative action programs for ethnic minorities developed and applied at all level</p> <p>8.5 Effective incentive and enforcement mechanisms put into practice</p> | <p>7.5 Women's participation recorded in all events. Incentives to promote women's involvement is addressed.</p> <p>8.1 Nam Saat promote RWSS interventions in minority communities. Skilled staff carries out community dialogs</p> <p>8.2 Minority community contribution increased</p> <p>8.3 Community dialogue and O&amp;M awareness campaign carried out that enables the community to maintain their WSS facilities</p> <p>8.4 Nam Saat has developed subsidy policy that allows equal subsidy based on remoteness etc</p> <p>8.5 Communities responsible for mgt of their schemes and in-charge of operational costs</p> | <p>8. The Government and Nam Saat through the RWSS program have focused on Ethnic minorities.</p> <p>Health and Hygiene education and campaigns carried out at primary school and community level aims at reaching Ethnic groups</p> |
|                 |                     | <p><b>9. Existing water systems rehabilitated/upgraded and new water supplies being constructed</b></p>      | <p>9. Community participation and acceptance of RWSS projects ensure village level support of construction of new facilities</p>   | <p>9.1 Communities understand choices available top them</p> <p>9.2 Communities demanding assistance</p> <p>9.3 Districts and NGOs providing appropriate support</p> <p>9.4 Private sector providing services as required</p>   | <p>9.1 By Bottom-up and demand driven approaches communities make informed technology choice base on there socio-economic ability</p> <p>9.2 Communities through community dialogues demand services and are able to provide required community contribution</p> <p>9.3 District NS support comm.-based RWSS projects implemented by NGOs</p> <p>9.4 Prov. &amp; district NS supervise community based RWSS project implemented by the private sector</p>  | <p>9. Nam Saat has introduced a demand driven approach through community dialogue and informed choice of technology</p>  |



| rogram/Project | Overall Sector Goal | Programme Goal  | Achieved Effects  | Planned Outputs   | Achieved Outputs  | Comments  |
|----------------|---------------------|---|---|---|---|---|
|                |                     | <p><b>10. Communities provided with appropriate training and backup support</b></p> | <p>10. Communities are able to sustain facilities provided and undertake minor repair and maintenance.<br/>Village level mapping and planning provide Nam Saat district with planning tools.<br/>This approach is not yet countrywide</p> | <p>9.5 Required funds being mobilized</p> <p>10.1 Roles and responsibilities clearly defined and understood by all</p> <p>10.2 Appropriate and timely support offered by district and private sector</p> <p>10.3 Com. skills and knowledge being refreshed/upgraded at regular intervals</p> <p>10.4 Com. raising required funds to pay for services and goods</p> <p>10.5 Communities are able to manage, maintain and repair some water and sanitation systems to certain level</p> | <p>9.5 Community contribution provides required funding for RWSS projects. Nam Saat ensures additional funding.</p> <p>10.1 The 7-step approach ensures that roles &amp; responsibilities are understood.</p> <p>10.2 This is not always timely</p> <p>10.3 The 7-step approach ensures community skills. Community education tools developed.</p> <p>10.4 Com. contribution has increased.</p> <p>10.5 Education in O&amp;M ensures community capability in minor repair and maintenance</p> | <p>10. The Sector Strategy and the seven-step approach and community dialog including choice of technology have enhanced community initiatives to repair and maintenance of their schemes<br/>Village level mapping and planning approach is not fully implemented<br/>The private sector is not always timely responding on community call</p> |
|                |                     | <p><b>11. Health and hygiene being promoted in schools</b></p>                      | <p>11. UNICEF's primary school water supply and sanitation support in project areas initiated a participatory health and hygiene promotion approach</p>   | <p>11.1 Health and hygiene committees established and functioning</p> <p>11.2 Financial contributions raised</p> <p>11.3 Curricula and materials developed and taught</p> <p>11.4 Communities raising required funds to pay for services and goods</p>  | <p>11.1 Health and hygiene committees at primary schools established</p> <p>11.2 School contribution systems through parents associations set up</p> <p>11.3 Memorandum of understanding signed between NS and MoE, LWU and LYU will assist in setting curriculum. Promotion tools developed and used</p> <p>11.4 The partnership with MoE, LWU and LYU improved community contribution by parents associations</p>   | <p>11. Through the commitment of UNICEF and good partnership with Nam Saat, the primary school water supply and sanitation program and health and hygiene education have been successful.</p>   |

| Program/Project | Overall Sector Goal | Programme Goal  | Achieved Effects  | Planned Outputs  | Achieved Outputs  | Comments  |
|-----------------|---------------------|---|---|--|---|---|
|                 |                     | <b>12. Households demanding and installing latrines</b> | 12. Through intensive health and hygiene promotion campaigns and educational programs at community and primary school level in all project areas a high level of awareness has been fostered. | <p>11.5 Water and hygiene facilities installed and used</p> <p>11.6 Health authorities monitoring quality of teaching and correct use of facilities</p> <p>12.1 Policy and strategies for dealing with most poor groups in place</p> <p>12.2 Options for low-cost and appropriate designs developed and evaluated</p> <p>12.3 Households understanding choices available to them</p> <p>12.4 Latrine prom. campaigns carried out</p> <p>12.5 Com. organize &amp; finance their own sanitation activities</p> <p>12.6 Sufficient numbers skilled workers to install sanitary facilities</p> <p>12.7 Mtrls &amp; spare parts produced &amp; available</p> <p>12.8 Health education being given by health authorities</p> | <p>11.5 Community dialogues is a tool for com. understanding and acceptance of water and sanitation usage</p> <p>11.6 District and village health authority inspect primary school facilities</p> <p>12.1 Target provinces have prioritized the remote and poor districts and villages.</p> <p>12.2 Prevailing option is water-sealed poor-flush latrine. No major efforts made to introduce VIP latrines or Eco-sanitation</p> <p>12.3 Informed choice is introduced at community dialogues. Water sealed option is number one choice by most</p> <p>12.4 Campaigns are carried out by NS with LYU and LWU</p> <p>12.5 Community contribution Assumed campaigns are fruitful</p> <p>12.6 Private sector trained to some extent by NS to undertake latrine construction</p> <p>12.7 Materials eg bowls &amp; concrete rings locally manufactured</p> <p>12.8 Health and hygiene education given by health authority. Village level health units established</p> | 12. Both the UNICEF primary school sanitation program and the health and hygiene promotion campaigns and Nam Saat household latrine campaigns through community dialogues have increased awareness and demand for improved sanitation |

| Program/Project | Overall Sector Goal | Programme Goal   | Achieved Effects  | Planned Outputs  | Achieved Outputs  | Comments   |
|-----------------|---------------------|--|---|--|---|--|
|                 |                     | <p><b>13. Improved hygiene behavior in communities and schools</b></p>   | <p>13. The health and hygiene promotion campaigns at community, household level and in primary school education together with establishment of village health committees have improved hygiene behavior</p>   | <p>13.1 Priority areas established</p> <p>13.2 Everyone or certain percent) practicing specified actions, e.g. hand washing, covered containers and three cleans</p> <p>13.3 On-going health education training being given by health authorities</p> <p>13.4 Regular spot checks being carried out by relevant authorities</p> <p>13.5 Experiences recorded and fed back into national system</p> | <p>13.1 All target villages are priority areas and targeted for health and hygiene campaigns.</p> <p>13.2 Health and hygiene education at primary schools and household level has improved hygiene practices.</p> <p>13.3 Continued health and hygiene promotion by district, village health authorities, village health committees and Youth and Women Unions improve sustained practices</p> <p>13.4 Spot checks carried out by NS and UNICEF staff</p> <p>13.5 Health and hygiene semi annual provincial workshops and nation forums are held. Monitoring still week in many provinces</p> | <p>13. The UNICEF primary school health and hygiene campaigns and Nam Saat agreement with Ministry of Education, Lao Women Union and Lao Youth Union together with Nam Saat village and household campaigns have focused on hygiene behavior</p> |
|                 |                     | <p><b>14. Communities managing, operating and maintaining existing water supplies and hygiene facilities</b></p> | <p>14. Community dialog and the seven-step approach has led to establishment and training of community WSS committees</p> <p>The community WSS committees are responsible for day-to-day operation and maintenance of water supply facilities provided.</p> <p>Community volunteer workers are able to undertake routine repairs</p> <p>The households maintaining sanitation facilities and apply hygienic behavior as been transformed through health and hygiene education</p> | <p>14.1 Functioning community management committees</p> <p>14.2 Trained personnel providing required operation, maintenance and routine repair services</p> <p>14.3 Private sector providing services at community's request</p> <p>14.4 District providing appropriate support to community as requested</p>  | <p>14.1 Village water supply and sanitation committees established</p> <p>14.2 Village WSS committee elected volunteers trained in O&amp;M and routine repair works</p> <p>14.3 The private sector is not fully in place at all levels but efforts made to improve current status. Private sector participate in NS training</p> <p>14.4 District Nam Saat with support from Provincial Nam Saat provide assistance to communities</p>  | <p>14. District Nam Saat operates in close collaboration with the village WSS committees and their operation and maintenance volunteers</p> <p>A Spare parts distribution system by the private sector is not fully developed</p>                |

| Program/Project | Overall Sector Goal | Programme Goal  | Achieved Effects  | Planned Outputs   | Achieved Outputs  | Comments   |
|-----------------|---------------------|---|---|---|---|--|
|                 |                     | <b>15. Private sector providing required goods and services to sector</b> | 15 The rather weak RWSS private sector entrepreneurs have enjoyed support in training by Nam Saat. Increased involvement of the private sector is recommended | <p>14.5 Spare part systems in place</p> <p>14.6 Communities raising required funds to pay for operation, maintenance and routine repair</p> <p>15.1 Joint technical mechanisms set up and functioning</p> <p>15.2 Plan for mobilizing private sector developed</p> <p>15.3 Plan implemented</p> <p>5.4 Local manufacture of spare parts, materials, equipment etc.</p> <p>15.5 Quality assurance and price control mechanisms developed and practised</p> <p>15.6 Experiences recorded and feed back into national system</p> | <p>14.5 Spare parts distribution system by the private sector not fully developed</p> <p>14.6 Community contribution on ad hoc basis most common</p> <p>15.1 Constr. of water supply schemes &amp; latrines to greater extent done by private sector</p> <p>15.2 Prov. N S is through GoL bidding procedures procuring private sector services</p> <p>15.3 Private sector assist in implementing the sector program</p> <p>15.4 Still poor espec. for hand pumps. Bowls &amp; concrete rings and construction mtrl as cement locally manufactured and available</p> <p>15.5 NS carries out quality control of installations built prior to payment. Village government endorse quality. Price control built in the bidding procedures.</p> <p>15.6 Annual Private Sector meetings not yet held.</p> | 15. The private sector (entrepreneurs constructing RWSS facilities) is still weak and not fully developed Nam Saat has made efforts to strengthen the sector by inviting entrepreneurs to technical training Private drilling contractors are few some NGOs provide services. Locally trained latrine builders are providing skills to households and primary school sanitation. |

| Program/Project | Overall Sector Goal | Programme Goal   | Achieved Effects   | Planned Outputs   | Achieved Outputs  | Comments |
|-----------------|---------------------|--|--|---|---|----------|
|                 |                     | <b>16. Experiences recorded and fed back into NWSEHP</b> | <p>16. The Monitoring and Evaluation System is not fully developed even though monthly information is received at central level from some provinces.</p> <p>A tool for processing information has been developed by assistance of UNICEF but not taken into operation and central and provincial level.</p> <p>Case studies have given guidance of shortcomings and lessons learned.</p> | <p>16.1 Routine monitoring systems in place and monitoring being done</p> <p>16.2 Special case studies, study visits and evaluation being planned and carried out</p> <p>16.3 National system for processing information and data, and disseminating results in place and functioning</p> <p>16.4 System for collecting experiences from other countries in place and functioning</p> | <p>16.1 M&amp;E System not fully developed. Some provinces report monthly.</p> <p>UNICEF assist NS and developed a sector database (IS)</p> <p>16.2 Mini study on use &amp; sustainability of RWSS services. Sustainable use of RWSS facilities, and KAP Study</p> <p>16.3 See 16.1</p> <p>16.4 A web side proposed but bureaucracy delayed progress. Study tours to neighbouring countries in particular CERWAS in Vietnam has been planned.</p> |          |

### 3.3 Health Sector

#### - National Drug Policy Programme

| Program/Project                       | Overall Sector Goal   | Programme Goal  | Achieved Effects   | Planned Outputs   | Achieved Outputs              | Comments   |
|---------------------------------------|---|---|--|---|-------------------------------|--|
| <b>National Drug Policy Programme</b> | Contribute to improved health through access to drugs of good quality at low cost | To contribute to good health, with focus on the poor and vulnerable population in remote areas, through the availability of sufficient, good quality essential drugs at low cost, through RUD and through effective institutional capacity building and system development in accordance with the overall objectives of the Health Strategy of Lao PDR. | Assurance of drug quality is an on-going process. The development of laws and regulations, strengthening of inspection, and drug quality testing, are all steps along the continuum of quality improvement.  |   |                               |  |
| <b>Project 1 Quality of Drugs</b>     |   |   |  |   |                               |  |
|                                       |   | 1. Drugs used by the population will be safe, effective and of good quality<br><br><u>Indicator:</u> % of drugs that are safe, effective and of good quality  | 1. The percentage of substandard drugs tested at FDQCC was 6% in 1996-77, increasing annually to 17% in 2000. Further analysis is needed (types of drugs tested, selection criteria, types of deviations from standard, etc.) to draw conclusions on changes in quality of drugs over the life of the project.<br><br>Health systems research data found that the percentage of substandard drugs decreased from 46% in 1997 to 22% in 1999 with regular inspection and testing. |   |                               | The indicator requires periodic surveillance, sampling and testing, using the same selection, methods, and measures as in the baseline year. This has not been done systematically and thus it is difficult to draw conclusions from FDQCC data. |
|                                       |   | <b>Component 1</b><br><b>Establishment of law and regulation</b>  | Drug QA strengthened through legal framework   |   |                               |  |
|                                       |   |   | Inspection combined with follow up supervision demonstrated to improve good pharmacy practice (Savannakhet study)  | To have in place an appropriate legal framework for the drug sector.<br><br><u>Indicator:</u> Drug law and regulation | Drug law approved.            |  |
|                                       |   |   | Inspectors now have a  | A. Drug legislation committee   | FDD working group established |  |

| Program/Project                   | Overall Sector Goal | Programme Goal                 | Achieved Effects   | Planned Outputs  | Achieved Outputs   | Comments  |
|-----------------------------------|---------------------|--------------------------------|--|--|--|---|
|                                   |                     |                                | standard comprehensive tool for inspection. An important capacity building tool. | established/ Decree of Minister of Health  | in 1997. First meeting of expanded drug law committee in 1998.   |   |
|                                   |                     |                                | Capacity to monitor and carry out inspections greatly enhanced.                  | B. Drug law adopted/ Decree of President of Lao  | Final drug law draft "Law on Pharmacy, Drugs and Medical Products" submitted to the National Assembly for adoption, and passed in April 2000.  | A decree for dissemination of the drug law was sought before it could be promulgated, a process which subsequently took almost two years.   |
|                                   |                     |                                | Improved management of fixed assets.   | C. Set of new regulations available/ 5 new regulations   | 3 issued: drug advertisement (No. 853.1997); procurement (3174. 1998) and GMP; 2 new planned (drug donations and drug prescribing).  | Drug donations regulation drafted in 2002<br><br>during NDPP Phase III. Drug prescribing regulation has not progressed.   |
|                                   |                     |                                |  | D. Existing regulations updated/ 5 updated regulations   | 2 existing (pharmacy from 1988 and sanctions from 1994) under revision; 2 others (drug import-export and manufacturing) to be updated however not completed.   | Update of the pharmacy regulation (No 482) passed in 2002.<br><br>Import/export revision on circulation in 2002, regulation 411 of 1990 still in use.<br><br>Revised manufacturing regulation under review in 2002. |
|                                   |                     |                                |  | E. The drug law translated and printed /Policy documents   | The drug law draft is in Lao and English   | The official translation in English was completed in 2002.  |
|                                   |                     |                                |  | F. An information seminar on the drug law/Reports from the seminar.  | Local seminar for about 70 persons for 3 days carried out 2000, after the adoption of the Drug Law.  |   |
| <b>Project 1 Quality of Drugs</b> |                     |                                |  |  |  |   |
|                                   |                     | <b>Component 2 Inspections</b> |  | To have an inspection which will ensure that drugs available in the country are safe, effective and of good quality and are dispensed according to good practices.<br><br><u>Indicator:</u> At least 50% of the pharmacies in the 5 provinces should be inspected once a year/ Inspection reports. | Inspection ratio average in 1999 and 2000 –<br><br>Number of inspections / number of pharmacies x 100<br><br>Vientiane Prov 59%<br><br>Vientiane Mun 132%<br><br>Luang Prabang 54%<br><br>Savannakhet 100% | Improved recording for this indicator is needed. Actual coverage of pharmacies is not known. Provincial budgets for inspection need to be expanded.   |

| Program/Project | Overall Sector Goal | Programme Goal | Achieved Effects | Planned Outputs   | Achieved Outputs  | Comments   |
|-----------------|---------------------|----------------|------------------|---|---|--|
|                 |                     |                |                  |   | Champasack 100%   |  |
|                 |                     |                |                  | <p>A functional inspectorate at the central level and in 5 provinces/Registration records</p> <p>10 trainers for training drug inspectors/ Staff records</p> <p>40 trained inspectors in good inspection practices/ 40 trained inspectors in place.</p> | <p>Both levels need strengthening and reinforcement.</p> <p>A total of 13 trainers (MoH 5 and the 5 provinces 8).</p> <p>23 inspectors (MoH and pilot provinces) trained at least twice in GMP, GPP and GWP. More than 100 from 55 districts in pilot provinces trained once in GPP. – Total of 154 trained on GPP, 22 on GWP and 9 on GMP.</p> | The activities are not fully consistent with the indicator .A functional inspectorate requires managerial systems and financial support in addition to training. |
|                 |                     |                |                  | A reliable system for sampling drugs in the market in order to carry out post marketing surveillance for a number of problem drugs/ 70% of drugs at the point of sale will be within expiry date  | Not fully operational – Feedback and financing for payment of samples and for inspection activities problematic, and largely project financed. GPP indicators include expired drugs, which are reported to be much less frequent now.   | Need for: policy on financing of sampling and testing; SOP for sampling, capacity building at provincial level to carry out sampling.                            |
|                 |                     |                |                  | Guidelines for inspection including tested indicators. A manual for inspection available  | Manual for drug inspectors published by FDD Inspectorate Division 1998. The ten GPP indicators used country wide since 1995 are in process of revision “Lao GPP-2000 indicators”  |  |
|                 |                     |                |                  | Evaluation and monitoring System established/ Monitoring system in place and evaluation report available.   | Pharmacies in pilot provinces inspected about once a year/ Evaluation and record books produced and available in the sample of pharmacies visited during evaluation. – Computer monitoring system in process.   |  |
|                 |                     |                |                  | Equipment and vehicles procured/equipment and vehicles installed  | Five TOYOTA Hilux Double Cab, 45 motorbikes to 5 provinces and districts, four computers.   |  |
|                 |                     |                |                  | Logos for vehicles and equipment published and used/ Vehicles and equipment with logos and stamped.   | Logos published and used on vehicles and equipment and printed on publications.   |  |



| Program/Project                   | Overall Sector Goal | Programme Goal  | Achieved Effects  | Planned Outputs  | Achieved Outputs   | Comments   |
|-----------------------------------|---------------------|---|---|--|--|--|
| <b>Project 1 Quality of Drugs</b> |                     |   |   |  |  |  |
|                                   |                     | <b>Component 3<br/>Food and Drug Quality<br/>Control Center<br/>(FDQCC)</b> | Capacity gained in testing, and development of systems and infrastructure.<br><br>Management and sustainability studies provide guidance to the policy and system development toward an increasingly self-sustained drug QA system. | To have an functioning laboratory which will contribute to the improvement of the quality of drugs available in the country<br><br><u>Indicator:</u> The number of samples which have successfully passed quality control have increased by 50%. | The laboratory is now able to provide a definitive evidence base for drug quality, enabling FDD to objectively determine compliance and enforce drug quality measures.<br><br>A basic framework for cost recovery and sustainability has been developed, and FDQCC increasingly contributes through fees to the sustainability of the overall QA system. | International proficiency testing carried out as well as quality monitoring by STCs  |
|                                   |                     |   |   | A. Capacity to test at least all the ED in the market according to GLP/Number of samples tested  | No of tests:<br>Premarketing<br>1996 162<br>1997 338<br>1998 268<br>1999 80<br>2000 33<br><br>Post marketing<br>1996 143<br>1997 152<br>1998 489<br>1999 746<br>2000 384<br><br>All essential drugs (EDL 1997) can be tested by FDQCC.   | Capacity to test was increased, however financing for sampling and testing is largely project-driven. The reduction in testing in 2000 reflects a drop in donor supported testing. The reduction in pre-marketing testing is due to a drop in registration and renewals. |
|                                   |                     |   |   | B. 10 staff trained in laboratory techniques/ 10 people trained and in place and performing acceptable standard  | 30 staff (of total 32) trained at the FDQCC in GLP and SOP. 4 senior staff had more specific laboratory technique training in Bangkok and Sweden.  |  |
|                                   |                     |   |   | C. 2 staff trained in management/2 staff trained and in place  | 2 staff trained in administration and regulation aspects in Thailand for one month in February 1999 and in place   |  |
|                                   |                     |   |   | D. Operational standard procedures   | Manual for drug analysis   |  |

| Program/Project                              | Overall Sector Goal | Programme Goal  | Achieved Effects | Planned Outputs  | Achieved Outputs  | Comments   |
|--|---------------------|---|------------------|--|---|--|
|  |                     |   |                  | completed/Operational standard procedures available.   | available. Further SOPs are in process in one or two areas; needed in others such as management and co-ordination with FDD inspectorate   |  |
|  |                     |   |                  | E. Equipment, spare parts, chemicals procured/Equipment installed                            | HPLC, UV spectrophotometer and other equipment installed but no local access to spare parts and maintenance.<br><br>Equipment for the microbiological laboratory was purchased at the end of the project period. Chemicals procured and reference substances received through WHO support. One vehicle, 2 motorbikes and one computer received. |  |
|  |                     |   |                  | F. An implementation plan for cost recovery and sustainability of FDQCC available.           | Consultant report of 1998 (K. Bremer) analyzed situation and proposed alternatives. A follow up study (Bremer and Engblom) in 2000 provided a framework for financial sustainability of the core functions of QC including FDQCC.   | The Financial Sustainability Study prompted fee schedule revisions and proposed numerous policy changes. Projections for volumes of fee-generating activities were made. The development of cost recovery will be largely dependent on the pace of policy change and more favorable overall economic conditions. |
|  |                     |   |                  | G. Confirm the quality of work/staff trained and in place and performing acceptable standard | International proficiency testing (Sweden, Thailand) done in 1998. Staff increased from 8 persons in 1993 to 32 in 1999. STC B. Lindgren assessed skills on-site (7/2000) and strongly emphasized the need for intensified, specialized training during Phase III. Skills in English were also increased, and need further development.         |  |
| <b>Project 2 Rational Use of Drugs (RUD)</b> |                     |   |                  |  |   |  |
|  |                     | <u>Objective:</u> People after 3 years will use drugs more rationally |                  |  | Health systems research data, and data from use of STGs indicates that in project areas, improvements have been   | No baseline data available on this indicator. Limited data is available for health workers and pharmacy workers,   |

| Program/Project                              | Overall Sector Goal | Programme Goal   | Achieved Effects  | Planned Outputs   | Achieved Outputs   | Comments   |
|--|---------------------|--|---|---|--|--|
|  |                     | Indicator: 50% increase in ORS use in children under five with diarrhoea     |   |   | recorded in prescribing and dispensing.  | however not for the public.<br>Improved ORS use found in DTC data. |
|  |                     | <b>Component 1<br/>Development of<br/>Standard Treatment<br/>Guidelines</b>  | Standard tool available for doctors and other health workers, contributing to improved quality of care and RUD. | To have STGs for 50% of the most common diseases after 3 years<br><br>Indicator: STGs available for 3-4 of the seven most common diseases       | Attained<br><br>Attained   | STGs for 7 most common infectious diseases prepared and put to use |
|  |                     |  |   | A. STGs developed., adopted, printed, disseminated and used. No. of copies printed of the STGs, Distribution and hospital prescription records. | 3000 copies of STGs for 7 most common diseases (malaria, diarrhoea, parasites, pneumonia, dengue fever, tuberculosis, leprosy) printed, distributed and introduced in 1998. – STG volume II for emergency in surgery, gynaecology-obstetrics, surgery and internal medicine now under preparation. |  |
|  |                     |  |   | B. Functioning STGs Committee/Number of meetings and minutes with important issues  | STG committee established in 1995 (MoH decree 1270/95) with Minister as Chairman. 7 subcommittees (58 persons) developed draft STGs for wide consultation. Important meeting reports are available.  |  |
|  |                     |  |   | C. 9 workshops for promoting the STGs to the health personnel/Reports from workshops  | 5 workshops held in 5 pilot provincial hospitals and 2 in Mahosot and Friendship hospitals in Vientiane.   |  |
|  |                     |  |   | D. A set of indicators for monitoring the adherence to STG/ Indicators available  | 11 STG indicators for measuring quality of treatment available   |  |
|  |                     |  |   | E. Monitoring (Refer to project 2 component 3)  | (Refer to project 2 component 3)   |  |
| <b>Project 2 Rational Use of Drugs (RUD)</b> |                     |  |   |   |  |  |
|  |                     | <b>Component 2<br/>Information Education<br/>and Communication<br/>(IEC)</b> |   | Health personnel and the public will be better informed about drug use<br><br>Indicator: Information material available                         | Materials developed and disseminated, training undertaken, mass-media efforts carried out.   |  |
|  |                     |  |   | A. IEC strategy/IEC strategy report available   | STC reports (Finer May 97, Remstrand September 97) exist. Clear and more focused strategy  |  |

| Program/Project | Overall Sector Goal | Programme Goal | Achieved Effects | Planned Outputs  | Achieved Outputs   | Comments |
|-----------------|---------------------|----------------|------------------|--|--|----------|
|                 |                     |                |                  |  | by IEC Division yet to be developed.   |          |
|                 |                     |                |                  | B. 10 health messages related to drug use communicated through radio, other mass media and IEC channels to be developed and transmitted/ Health message report and transmission report | a) One page handout for consumers, 7 health and drug related messages, 15000 copies.<br>b) Calendar 1998 and 2000 (1000 and 2000 copies)<br>c) T-shirt (FDB reader response) NDP logo, 80 printed in 1999<br>d) Radio spots 1996-99; 18 topics (5 selected), Drama or rational use of antibiotics, also on TV<br>e) TV 1997-99 disease oriented; doctor interviews<br>f) Newspaper articles, 3 times<br>g) Manual produced and used for 2 day workshop on simplest of communication on drug use (RUD)<br>h) 19 ADR from WHO published and disseminated by News |          |
|                 |                     |                |                  | C. To produce and disseminate a relevant Food and Drug bulletin (FDB) At least 3 issues per year of the FDB and 12,000 copies for each year  | About 2 issues per year produced. Total 11 issues published. 3000 copies each.   |          |
|                 |                     |                |                  | D. Revised curricula adopted to doctors, pharmacists, pharmacy assistants and nurses/ Curricula for the target groups  | Curricula Revision Committee formed: five members visited Philippines to study curricula development. Following curricula were printed and distributed:<br><br>Laws and Regulations 1000 copies<br><br>Pharmacodynamics 1000   |          |

| Program/Project | Overall Sector Goal | Programme Goal   | Achieved Effects | Planned Outputs   | Achieved Outputs   | Comments  |
|-----------------|---------------------|--|------------------|---|--|---|
|                 |                     |  |                  |   | copies<br>Community pharmacy 1000 copies<br>Pharmaceutical chemistry 600 copies  |   |
|                 |                     |  |                  | E. Guideline for training drug sellers/Guidelines available   | First edition of Guidelines (drug seller Manual) for training of trainers, published in 1999, 3000 copies  |   |
|                 |                     |  |                  | F. 10 trainers for drug sellers training/10 trainers in place   | 25 trainees from five pilot provinces trained for 2 weeks, June 1999. Organized by Curriculum Committee  |   |
|                 |                     |  |                  | G. 10 workshops at district level for health personnel on rational use of drugs/Reports of workshops                              | Workshops just starting at district level. But 2 days workshop on training of trainers from the five pilot provinces held in December 1998. At province levels also held a 2 day workshop for district health staff, drug sellers, monks, village leaders, teachers, LWU, journalists, TV and radio. | <b>Update activities which took place in 2000.</b>            |
|                 |                     |  |                  | H. 9 MoH staff trained at INRUD courses/report from courses   | 3 Attended INRUD course in Nepal in 1998 and 3 in Thailand in 1999. Report available.  | <b>How many attended in 2000 and where?</b>                   |
|                 |                     |  |                  | I. Equipment for UHS and CHT/ Equipment installed   | Two sets of computers and other equipment installed  |   |
|                 |                     |  |                  | J. Knowledge on drug use for health staff. Data collection and analysis report from the previous survey                           | Data collected from provincial hospitals and a few district hospitals using the 10 RUD indicators. Improvement seen in use of ORS  | <b>How much improvement? Comparison with previous survey?</b> |
|                 |                     |  |                  | K. Training sessions carried out by Provincial Health personnel at district level with drug sellers/Report from training sessions | See above under G and under project 1 component 2 inspection.  |   |
|                 |                     | <b>Component 3<br/>Monitoring and<br/>supervision in RUD</b> |                  | Increase capacity of MoH and health facilities to monitor and improve drug use<br><u>Indicator:</u> Set of RUD indicators.        |  |   |
|                 |                     |  |                  | Increased capacity of CD staff to   | Reports available in hospitals, in   |   |

| Program/Project                        | Overall Sector Goal | Programme Goal  | Achieved Effects   | Planned Outputs   | Achieved Outputs  | Comments  |
|--|---------------------|---|--|---|---|---|
|  |                     |   |  | <p>supervise the health facilities in relation to drug use/Number of supervisory reports, set indicators.</p> <p>A.1. CD staff trained in supervision. CD staff trained in place</p> <p>A.2. Office equipment procurement/Equipment installed</p> | Curative Department (CD) and in FDD. – 10 RUD indicators to measure rational use of drugs in prescribing developed and introduced together with STG, and STG indicators (see project 2 component 1) in major hospitals (Vientiane and 5 provincial hospitals). – CD staff trained and in place. – Equipment installed |   |
|  |                     |   |  | B. ADR monitoring system in place. Document available on the design and functions of the ADRM system  | Not yet implemented. On advise from IHCAR decided to wait with the complex activity and put efforts into IEC for the public instead   |   |
|  |                     |   |  | C. 6 staff trained in Adverse Drug Reaction Monitoring. Training reports  | See above   |   |
|  |                     |   |  | D. 6 study tours to assist organizing Drug Therapeutic Committees (DTC)/ Study tour reports   | Study tour to Uong Bi hospital in Vietnam in January 1998 greatly influenced key MoH officials to develop DTCs in Laos, and make Mahosot a model hospital in DTC devt. development.   |   |
|  |                     |   |  | E. Monitoring system in place in central and 5 province hospitals/Report documents  | DTC monitoring system introduced and developing in central and 13 provincial hospitals using STGs and STG indicators to measure rational use of drugs in prescribing.   |   |
|  |                     |   |  | F. Functioning Drug Therapeutic Committees in place in 5 provinces. Meeting reports with important issues   | DTCs organized and developing in 13 provincial and 2 major hospitals (Mahosot and Friendship) in Vientiane.   |   |
| <b>Project 3 Traditional Medicines</b> |                     |   |  |   |   |   |
|  |                     | <p><u>Objective:</u> Increased knowledge of traditional medicines and increased rational use of TM</p> <p><u>Indicator:</u> Increased rational use of traditional medicines</p> | Numerous instruments, studies and books prepared. Application to improve rational use assumed to improve RUD for TM. | A. A map of available traditional medicines completed. Map available.   | Survey in four provinces of 648 plant species, 105 herbarium and 50 recipes completed; map from the four surveys of medicinal plants produced in 50 copies in 1999. Survey reports (2 in 1998, 1 in 1997 and 1 in 1997) available. – Publishing of  | RUD of TM difficult to monitor. Included as RUD indicator, however TM seldom used in hospitals. |

| Program/Project                       | Overall Sector Goal | Programme Goal | Achieved Effects | Planned Outputs   | Achieved Outputs  | Comments  |
|---------------------------------------|---------------------|----------------|------------------|---|---|---|
|                                       |                     |                |                  |   | books (600 copies) on traditional prescriptions (recipes) planned.  |   |
|                                       |                     |                |                  | B. 4 completed studies on 4 different traditional medicines/ reports from 4 studies   | Study on traditional medicine in treatment of malaria conducted in 1996. Planned studies or clinical trials on anti-hyperglycaemic and anti-inflammatory remedies not carried out. Pilot study on remedy for skin disease under consideration in three major hospitals. |   |
|                                       |                     |                |                  | C. Increased knowledge of other regional and country policies related to TM. Reports from study visits to countries in the region | 6 person study tour to Uong Bi hospital in Vietnam undertaken in 1997   |   |
|                                       |                     |                |                  | D. Book on "Medical plants of Lao" printed in 1000 copies. Number of copies printed and disseminated                              | First book "Pharmacognosia" of medical plants of Laos available in 1998; 600 copies in two volumes printed and disseminated for use by students and others to promote traditional medicines use.  |   |
|                                       |                     |                |                  | E. Equipment procured/Equipment installed   | One computer installed in 1997 at TMRC.   |   |
|                                       |                     |                |                  |   |   |   |
| <b>Project 4 Managing Drug Supply</b> |                     |                |                  |   |   |   |
|                                       |                     |                |                  | Improve the drug supply system in the public sector<br><u>Indicator:</u> Steps taken to improve the drug supply sector            | HSR demonstrated that supply of essential drugs was better in pilot provinces compared with control provinces.  | The indicator is not specific, and doesn't highlight specific results or achievements.<br><br>The functioning of the new system should be evaluated at a later stage after it has been fully implemented. |
|                                       |                     |                |                  | A. A plan for drug procurement and distribution in the public sector/Plan available   | Plan prepared and included in "Procedure Manual for the procurement and Distribution of essential drugs and basic medicine supplies" finalised by LTA in January 2000   |   |
|                                       |                     |                |                  | B. Increased awareness of policy makers on issues related to drug procurement and distribution                                    | Study tours partly replaced by recruitment of long term advisor:<br>- Medical Product Supply  |   |

| Program/Project | Overall Sector Goal | Programme Goal | Achieved Effects | Planned Outputs   | Achieved Outputs  | Comments |
|-----------------|---------------------|----------------|------------------|---|---|----------|
|                 |                     |                |                  | through study tours in the region/Study tours for 5 policy makers. Policy makers approved legal documents.            | Centre (MPSC) created in 1998 (MoH decree no. 3174 of 14.12.98) to plan and coordinate central and provincial level estimation of drug needs, drug procurement, distribution, ordering, storing and dispensing.                         |          |
|                 |                     |                |                  | C. A study tour on the feasibility for the government company to import drugs in bulk and repack them/Study available | Consultant study on overall drug supply organization, in 1996 and 1997 (proposed creation of separate Drug Supply Unit) led to creation of MPSC in 1998.  |          |
|                 |                     |                |                  | D. 5 trained procurement officers in commercial English/5 staff trained and in place.                                 | 4 staff of FDD and former Logistics Division trained in commercial English at the Unity School. Course focused on management, business, marketing and international procurement system. Some staff in place in MPSC.                    |          |
|                 |                     |                |                  | E. 2 trained staff in international procurement procedures/2 staff trained are in place                               | see above   |          |
|                 |                     |                |                  | F. Logistics Division reformed/Organization report  | Logistics Division at FDD disestablished; replaced by MPSC in 1998 (see above under B and C)  |          |
|                 |                     |                |                  | G. Procurement Committee established/Committee decree   | Procurement Committee established; Chairman Director of Cabinet of MoH  |          |
|                 |                     |                |                  | H. Drug supply management established. Drug supply management in place  | MPSC with help of long term advisor (end 1998-January 2000) on its way towards improved drug supply management through training of provincial FDD staff   |          |
|                 |                     |                |                  | I. An improved planning system for drug requirement/ relevant ED available in hospitals                               | System for assessing continuous availability of ED not yet in place. Study on "the Availability and Distribution of Basic drugs and Medical Supplies in the Lao PDR" prepared by LTA in 1999 under WHO-Government of Lao PDR agreement. |          |



| Program/Project   | Overall Sector Goal | Programme Goal   | Achieved Effects | Planned Outputs  | Achieved Outputs   | Comments |
|---|---------------------|--|------------------|--|--|----------|
| <b>Project 5 Strengthening the institutional framework for the National Drug Policy</b> |                     |  |                  |  |  |          |
|   |                     | <b><u>Component 1</u></b><br><b>Strengthening the NDP in general</b>                                       |                  | Improve the capacity and knowledge of FDD to implement and monitor all the components of the NDPP<br><br><u>Indicator:</u> Review and evaluation reports   |  |          |
|   |                     |  |                  | A. Increased knowledge and skills on specific issues for the NDP implementers through training, study tours, attendance at international meetings (20 persons)<br><br>Indicator: Training and study tours reports and supervision reports. | 1 FDD staff course in epidemiology and Field Research Methods in Umea, 1997. – 1 FDD staff for Master Degree, Sweden from 1999. – IEC study tour on control of drug promotion in Thailand replaced by a HTA workshop in 2000, requested by Minister of Health  |          |
|   |                     |  |                  | B. Increase knowledge in English (30 persons)/Training certificates  | 48 persons (including 25 women) from central and provincial levels trained in English. A clear result has been minimal need for interpreters   |          |
|   |                     |  |                  | C. Established and used functioning monitoring of the NDP; development of indicators, setting up of a computerized monitoring<br><br>Indicator: Systems for monitoring NDP in place, report evaluation                                     | System for monitoring NDP under development. Indicators from HSR courses in October 98 and April 99 used by 5 project teams in 5 pilot provinces for evaluation. Analysis of data in process.  |          |
|   |                     | <b><u>Component 2</u></b><br><b>Health Systems Research for implementing NDP (component added in 1998)</b> |                  | <u>Objective:</u> Strengthen the national capacity and the knowledge through HSR for implementing all components of NDP<br><br><u>Planned output:</u> Increased capacity building on HSR in support of NDP                                 | The following institutions achieved upgraded HSR capacity:<br><br>FDD, DCM, central hospitals, NIOPH, provincial health offices.<br><br>Capacity developed included skills in research design, data collection, analysis and report writing, application of research findings in policy development. |          |
|   |                     |  |                  |  |  |          |
|   |                     |  |                  | Strengthen MoH capacity to conduct operational research  | HSR workshops held in October 98 and April 99. Five research   |          |

| Program/Project | Overall Sector Goal | Programme Goal | Achieved Effects | Planned Outputs   | Achieved Outputs   | Comments |
|-----------------|---------------------|----------------|------------------|---|--|----------|
|                 |                     |                |                  | <p>through support to a number of limited research studies (drug use, antibiotic resistance, impact of interventions etc.)</p> <p>Indicator: Number of operational research studies undertaken.</p> | <p>projects finalized. Research conducted, workshop on data analysis methods held in October 99. Five studies cover:</p> <p>1. Effectiveness of Feedback for improving of treatment based on STG; 2. Can health messages reduce irrational use of antibiotics? 3. Use of Traditional Medicine in Champasak province; 4. Attitudes and beliefs about quality of drugs in Lao PDR; 5. Towards an effective NDP in Lao PDR.</p> |          |
|                 |                     |                |                  | <p>Review and evaluation carried out</p> <p>Indicator: Review and evaluation reports.</p>   | <p>Review documented in MoH and IHCAR annual progress reports.</p> <p>External evaluation took place in Jan 2000. Highly positive findings reported. A 3<sup>rd</sup> phase of NDPP proposed focusing on consolidation and improved management systems.</p>  |          |

### 3.4 Education Sector

| Program, Agreement, implement. period  | Sector Goal   | Program goal   | Achieved Effects   | Planned Output  | Achieved Output   | Comments   |
|--|---|--|--|---|---|--|
| <b>Inclusive Education project, Phase II 2002-04</b>   |   |  |  |   |   |  |
| <b>Inclusive Education project, phase II 2002-04</b><br>Specific agreement 01 January 2002-01 June 2005. | The over riding goal of the government of Lao PDR is to get the country out the least developing country status by 2020, in which the contribution of the education sector is one key factor.<br><br>The education sector strategy is to achieve the Education for All by 2015. | The development goal of the project is to extend access to education for children with disabilities and help reduce current levels of school failure.<br><br>The project objectives are:<br>- A six fold increase in the number of Lao Children with disabilities with access to basic education in local schools – in all provinces and districts;<br>- Improve educational opportunities for all children in IE schools;<br>- Improve local capacity so that independent expansion can be led by provincial implementation teams rather than national implementation team. | IE is a complementary initiative to improve teaching/learning for slow learners and disabled children. | No. of provinces with IE schools will increase from 12 to 18 (all Lao provinces).                   | No. of provinces with IE schools is 18 (all Lao provinces). | The final of access for all children to education will be reached only when there are schools for all Lao children and all these schools are inclusive.  |
|  |   |  | Ibid. as above   | No. of districts with IE schools will increase from 28 to 141 (all Lao districts).                  | - No. of districts with IE schools is 67.                   | The project is expected to have significant impact on the issue of access for children with disabilities and in improving general educational standards. The project is of national importance and is part of the Government's responses and commitments to the CRC and EFA. Regionally, Laos is ahead of many countries with greater resources. |
|  |   |  | Ibid. as above   | No. of IE schools will increase from 78 to 417 (no. of existing schools + 3 for each new district). | No. of IE schools with IE is 216.                           |  |

| Program, Agreement, implement. period | Sector Goal | Program goal | Achieved Effects   | Planned Output  | Achieved Output   | Comments   |
|---------------------------------------|-------------|--------------|--|---|---|--|
|                                       |             |              | Large number of slow learners is included in the project target to improve their learning needs. | No. of children with disabilities will increase from 505 to at least 3,239 (417x(505/65)).  | Total no. of children in IE schools s 59,599 students, of which 1367 disabled children (458 girls).   | A small proportion of the total number of children with disabilities.  |
|                                       |             |              |  | All schools will reach the stated minimum standards of enrolment, teaching and learning environment, and cooperation with families and communities within 2 years of starting         | To be follow up.  | The project strengthens the impact of existing projects on learning methodologies and educational management. In this way, IE not competing with other initiatives, but complementary to them.<br><br>During the project phase I, 2000-02, the progress report stated an improved learning and teaching In IE schools, additional baseline data is needed to consolidate the finding as IE has been expanding in the best schools of the districts.  |
|                                       |             |              |  | All schools will reduce failure and drop out annually   | To be followed up.  |  |
|                                       |             |              |  | PITs will gradually assume responsibility in 3 stages- 1 <sup>st</sup> for monitoring and support; 2 <sup>nd</sup> for training and expansion; and 3 <sup>rd</sup> full independence. | Each province will be on one of 4 groups, depending on the year they joined the programme so that 4 provinces that joined in 1996 are group A and those join at the end of 2000 will be group D. Stade 3 has been reached by group A in 2001/02, by group B in 2002/03, by group C in 2003/04 and by group D in 2004/05. The process of localization has already started. | Except for part-time project officer and the technical adviser, all human resources necessary for this development have been government education staffs. The most important risks factor for education in general, and for the IE project is the future of Lao education budget. This project is labor intensive. It requires everyone from the classroom teacher to the project board to invest some of their time. This has been freely given so far. In return people have enjoyed a sense of increased skills, greater professionalism and public regard. |

| Program, Agreement, implement. period   | Sector Goal  | Program goal   | Achieved Effects  | Planned Output   | Achieved Output  | Comments  |
|---|--|--|---|--|--|---|
|   |  |  |   |  |  | However the plan assume that the government budget will not decreased and that teacher pay will not fall even further behind. Currently, absenteeism is not a problem in IE schools, but this could become a factor if teachers are not paid or if their financial security is further eroded. Under these circumstances, the whole of education system, not just the project will be threatened.   |
| <b>Participatory Action Research Project</b>  |  |  |   |  |  |   |
| <b>Participatory Action Research project, phase Ii 2001-02</b><br><br>Specific agreement 01November 2001-01 May 2003. | The over riding goal of the government of Lao PDR is to get the country out the least developing country status by 2020, in which the contribution of the education sector is one crucial factor.<br><br>The education sector strategy and goal are to achieve the Education for All by 2015 and to improve the quality of Lao education near to the international standard. | The development goal of the project is to improve the quality of teacher's education through the participatory action research (PAR). PAR will serve as a foundation for lecturers to upgrade their qualifications and professional skills.<br><br>The project objectives are:<br>-To introduce the PAR in three teacher training colleges (TTC) located in Pakse, Champassack, Luang prabang TTC in Luang prabang province and Bankeun TTC, Vientiane province; | PAR has been introduced in 3 TTCs and the NUOL's faculty of education. induced new way of thinking to improve lecturer's skills in TTCs. Before this, the quality aspect of teacher education is confined to rigid teaching methods and there is little opportunity to improve the situation. | -Strengthened practical knowledge and capacity in management, delivery of training in PAR and monitoring of the project of the national implementation team (NIT) and working team (WT);<br><br>-Developed practical knowledge in doing PAR of the NIT and WT; | -Two series of workshops for the NIT (15 participants) and WT (34 participants) to improve knowledge and skills on action research, learner centred teaching and learning techniques, workshop facilitation, and planning.<br><br>-Two 5 day workshops for participants from TTCs, Faculty of education and demonstration schools (total participants 100) facilitated by the NIT, WT and the consultant to improve their action research, learner centred teaching and Learning techniques and management of PAR. | Intensive workshops for the NIT, WT and TTC participants with the consultant's involvement has been beneficial to the participants. The NIT reported having learnt some important lessons.<br><br>-The facilitator has to have a firm knowledge of the content to teach effectively.<br><br>-The benefits of working in a team.<br><br>-The complexity of the skills needed to facilitate workshops.<br><br>-The importance of recognising and solving problems as they arise in workshops. |
|   |  |  |   | -Improved teaching practice that will lead to improvement of practices in teachers education of 120 participants, including 40 females;  | -Initial monitoring visits by the consultant and NIT in March and April 02 revealed some positive progress in achieving the project objectives.  | -The project may finish in December but this should not mean that Action research stops. Activities could be funded under Sida aided TTEST project .  |

| Program, Agreement, implement. period | Sector Goal | Program goal   | Achieved Effects | Planned Output  | Achieved Output  | Comments  |
|---------------------------------------|-------------|--|------------------|---|--|---|
|                                       |             |  |                  |   | There were varying levels of commitment to Action Research from highly enthusiastic and successful to those participants who made no attempt to implement a project at all. However, the majority of groups had completed Action Research projects and had learned from their experience. The WT's were managing the projects quite well but still had some issues that needed addressing. The issues that came up during the monitoring visits concerning both the WT's and the participants were addressed during the workshops held in July and August. | <p>-Many topics had to be changed as they were not appropriate.</p> <p>-The decision to restrict the focus of the Action Research projects to teaching and learning meant that it was difficult for teachers who did not have teaching responsibilities to participate.</p> <p>-Shortage of time and conflicting demands on teacher's time made it difficult to complete an Action Research project before the end of the 2001- 2002 academic year.</p> |
|                                       |             | <p>-To support lecturers in 3 TTCs to do research on topics related to their own work;</p> <p>-To create one research group at each TTC to share and recommend future strategies based on the outcome of the research, so that they may improve and amend their plan together;</p> |                  | -The participants will collaboratively research techniques to suit the context; | Working collaboratively on Action Research projects meant that people had more chance to share ideas, understood each other more, were able to help each other, talk to each other frankly in discussions and solve problems in teams.   | <ul style="list-style-type: none"> <li>• Inexperience often resulted in the overuse and inappropriate use of data collection tools.</li> <li>• There was a limited budget for Action Research activities, especially at the institution levels.</li> <li>• Participants requested that NIT carry out more observation of teaching and give more systematic feedback.</li> </ul>   |
|                                       |             | -To enable lecturers to better understand the real situation in their classroom in order to enhance the teaching and learning environment;   |                  | -PAR will be integrated into on-going work of the participants;                 | Working with others and having colleagues observing each other's teaching meant that teachers became more aware of the way they taught and how they could improve.   | Only selected staff of TTC have integrated the PAR into their work.   |

| Program, Agreement, implement. period | Sector Goal | Program goal   | Achieved Effects | Planned Output  | Achieved Output   | Comments  |
|---------------------------------------|-------------|--|------------------|---|---|---|
|                                       |             | -To build a National Implementation Board which will learn from the consultants, conduct training, and supervise the lecturers at each of the 3 TTCs |                  | -Participants will become more reflective in their practices;   | There has been a change in attitude: – teachers don't just blame the students for poor learning outcomes but are taking more responsibility for this themselves. They believe that changes to teaching will improve student learning.   | In the past lecturers complain that teacher students are very inactive during the lesson. Now they discuss during the lesson.   |
|                                       |             |  |                  | -In working with teachers in demonstration schools, the lecturers will be able to model good teaching practice for teacher students;                | <p>-Teachers are meeting and discussing their work after working hours.</p> <p>-Teachers are now taking more professional responsibility for their work. Previously teachers would come to class unprepared but they were now using lesson plans.</p> <p>-PAR has provided a mechanism for challenging existing practices and teachers are looking for more appropriate ways to teach and if they are not successful they look for another way.</p> <p>-PAR has provided the opportunity for teachers to join in this kind of professional development for the first time to work systematically to improve their teaching.</p> | The project could not complete this task given the delay of project activities. Sida funded teacher training enhancement and status of teachers project, TTEST will address this issue. |
|                                       |             |  |                  | -Students teachers will be able to experience improved teaching that can be a good model for their teaching in the future;                          | The outcome will be difficult to measure during the life of this project.   |   |
|                                       |             |  |                  | -Primary school students will be able to actively participate in their own learning due to the improvement of teaching techniques of the lecturers; | It will take sometime before the skills acquired by TTC lecturers will have any positive effects on primary school students.  |   |

| Program, Agreement, implement. period | Sector Goal | Program goal | Achieved Effects | Planned Output  | Achieved Output  | Comments |
|---------------------------------------|-------------|--------------|------------------|---|--|----------|
|                                       |             |              |                  | -The lecturers in 2 TTCs, Bankeun and Pakse will gain primary teaching experiences. | Lecturers will gain these skills by applying their topics on action research. At this stage, any evaluation is yet made relating to this result. |          |
|                                       |             |              |                  | Action research handbook produced.  | Handbook on action research is drafted and will be complete at the end of the project.   |          |



### 3.5 Forestry and Environment

#### Lao Swedish Forestry Programme

| Program/Project                                 | Overall Sector Goal   | Programme Goal  | Achieved Effects   | Planned Outputs  | Achieved Outputs   | Comments  |
|---|---|---|--|--|--|---|
| <b>Institutional Strengthening Project (IS)</b> |   |   |  |  |  |   |
| <b>The Lao Swedish Forestry Programme</b>       | <i><b>“Improved productivity and sustainable use of Forest and Agriculture Land, in combination with conservation and protection of Target Areas”</b></i> | <b>The purpose of Institutional Strengthening component of the LSFP was to strengthen functional capacity of the vertical forestry sector organization through improved technical and managerial capacity within the administration (through 1,2,3 as below).</b> | <p>The efforts have been highly appreciated far beyond LSFP and the descriptions, manuals and guidelines produced both in English and Lao languages are now being used in training and education and by projects supported by many different donors.</p> <p>On the weak side can be noted that the Government is not able to on its own continue to make use of procedures developed. The killing factor is the complete lack of funds for even very simple operation (lack of fund for fuel, maintenance of vehicles and equipment, DSA etc.)</p> <p>Staff in the system tends to return to “wait for order approach” when a programme withdraws.</p> <p>Still in a longer perspective changes are taking place – but only slowly</p> | <p>IS1.1: Improved coordination and communication between the sub Programmes</p> <p>IS1.2: Improved managerial skills at provincial and district levels</p> <p>IS1.3: Increased knowledge and awareness on communication, management and technical matters</p> <p>IS1.4: Improved financial management of the Programme.</p> | <p>IS1.1; During early LSFP Phase IV this was a serious shortcoming – but after special efforts good links and communication was developed</p> <p>IS1.2 Special efforts were made to develop tools for management on District levels and a handbook has been prepared (in English and Lao Languages). Special training programme in management were organized</p> <p>IS1.3: All these aspects were thoroughly dealt with and reported in various documents – workshops were used frequently</p> <p>IS1.4; Financial management system was set up including use of Scala with procedures and results well documented and audited on semi annual basis</p> | <p>There is a thorough documentation of efforts of the Institutional Strengthening Component labelled Institution Building Initiatives, where all efforts within the component are recorded including sections on lessons learnt, manuals and guidelines posters(in English and Lao languages</p> <p>See also LSFP CD-rom</p> <p>The LSFP inputs into institution building and capacity building cover so many aspects of training and education form on the job technical training and computer and English training to academic studies abroad</p> <p>It could have been an interesting experiment to have continued support to 2 – 4 districts with a directed budget support of 10,000 USD/year/5 years and district – just to see what the Districts would be able to do with new knowledge but on their own</p> |
|   |   |   | <p>IS2. To improve planning, management and monitoring capabilities</p>  | <p>IS2.1: Drafts to laws, regulations and procedures.</p>  | <p>IS2.1; LSFP contributed to development of the forest law and linked regulations through commenting on drafts to the law and especially in the areas of land use planning/land allocation</p>  | <p>As both informal and formal credit options were agreed as not relevant, the programme instead started to explore concepts based on self funding within villages through saving and loan</p>  |
|   |   |   | <p>IS2. To enhance development of the legal framework for forest and forest land</p> <p>IS3. To explore and recommend systems for rural financing.</p>   |  |  |   |

| Program/Project                                    | Overall Sector Goal  | Programme Goal   | Achieved Effects   | Planned Outputs  | Achieved Outputs   | Comments  |
|--|--|--|--|--|--|---|
|  |  |  | framework is applied<br>The saving and loan group approach attracted a lot of interest from Provincial and District authorities and became a concept which both was sustainable and spread beyond target villages  | IS 3.1: Improved systems and procedures for rural financing  | and conservation providing inputs into drafting of regulations<br>IS3.1;Evaluation of trials with informal credits during LSFP Phase III showed that results were not very promising (often too much dominated by will of Districts rather than interest of local people<br>Early appraisal of plans to start up of cooperation with the Agriculture Promotion Bank, indicated that the APB was too weak in LSFP target areas        | groups. In a number of villages LSFP promoted this development through helping local communities to get organized for this purpose and to set up rules and regulations to apply.<br>A manual was developed, which is part of LSFP final documentation (in English and Lao)  |
| <b>Extension vs Extension Training Project (E)</b> |  |  |  |  |  |   |
| <b>The Lao Swedish Forestry Programme</b>          | <i>“Improved productivity and sustainable use of Forest and Agriculture Land, in combination with conservation and protection of Target Areas”</i> | <b>The purpose of the Extension and Extension Training Component of the LSFP was to contribute to the development of effective and sustainable Forestry and Agricultural Extension methodologies at Village, District and Provincial level.</b><br><br>E1. To strengthen extension methodologies and skills, generally at the Province, District and village level | The LSFP efforts was more successful on local level than on central level because of the ongoing discussion on how to deal with extension<br><br>It is evident that ideas explored within LSFP have influenced thinking on extension concepts – the traditional concept of model farmer is now being replaced with farmer group and whole village based concepts | E1.1: A functional Extension Unit, including the Media and Information Office, at Department level, able to coordinate and support the testing and development of extension methodologies at District and Village level.<br><br>E1.2: Extension methods tested and developed in target districts of Salavan, Savannakhet, Luang Prabang and Sayabouri. | E1.1 The programme unit was important part of the model development efforts and contributed to trials and documentation of trials<br><br>As there was an ongoing process for the reorganization of Extension (which after a number of years led to the creation of NAFES) – the setting up of a functioning extension unit became irrelevant<br><br>E1.2: Important model and method development work took place in all target areas | The Media and Information Units was rather dismantled – but this was part of the thinking to not create something within Department of Forestry, as the thinking was to bring together extension from all departments of the Ministry under one umbrella<br><br>There is a thorough documentation in both English and Lao languages of efforts spent covering from general descriptions to detailed manuals and guidelines and posters<br><br>It could have been an interesting experiment to have continued support to 2 – 4 districts with a directed budget support of 10,000 USD/year for 5 years and district – just to see what the Districts would be able to do with new knowledge but on their own (e.g. Hongsa, Xieng Nern, Pinh and Laognam) |

| Program/Project  | Overall Sector Goal   | Programme Goal  | Achieved Effects  | Planned Outputs   | Achieved Outputs   | Comments  |
|--|---|---|---|---|--|---|
| <b>The Lao Swedish Forestry Programme</b>                | <i><b>“Improved productivity and sustainable use of Forest and Agriculture Land, in combination with conservation and protection of Target Areas”</b></i> | E2. To develop methodologies of extension training  | <p>After the end of the LSFP, the regional training centers have struggled with problems for operation, based on structures, curricula etc developed.</p> <p>It is very obvious that the centres are now prepared for important tasks, but with no support from a donor – the centres have unfortunately had to discontinue their work.</p> <p>The important roles of the centres have been recognized and made part of a Master plan for development of the Sector, but Government is in need of fund for moving from plan to action</p> | <p>E 2.1: A functional Extension Training Office (at Department of Forestry effectively coordinating and supporting Regional development of training methodologies and centers.</p> <p>E 2.2: Northern (Xiang Ngern) and southern (Xepon) Training Centers strengthened to be able to test and develop extension training methods and curricula.</p> <p>E 2.3: Trained and responsive Extension Agents, farmers and other groups.</p> | <p>E2.1:The extension training office in Vientiane had the lead in the development and supporting the extension training centers and regular meetings and discussions were held</p> <p>E2.2. The LSFP both upgraded staff of the centers and the centers themselves. A well structured curricula was developed for training of district staff</p> <p>E2.3;The centers took on the task to promote these processes – especially in nearby areas and districts, which became important learning opportunities also for staff</p>   | <p>The curricula developed are being used in training of agriculture and forestry technicians</p> <p>It would had been interesting to see the results of a 5 year directed budget support to the training centers to allow them to continue operation on their own. (of the order 10,000 USD per year and centre)</p> <p>There is a thorough documentation of efforts of the Extension Component, where all efforts within the component are recorded including sections on lessons learnt, manuals and guidelines posters(in English and Lao languages</p> |
| <b>Land Use Planning and Land Allocation Project (L)</b> |   |   |   |   |  |   |
| <b>The Lao Swedish Forestry Programme</b>                | <i><b>“Improved productivity and sustainable use of Forest and Agriculture Land, in combination with conservation and protection of Target Areas”</b></i> | <p>The purpose of the Land use Planning and Land Allocation Component was to improve land use planning and the use of natural resources at macro and micro levels.</p> <p>L1:To provide basic information on natural resources to support strategic and participatory land use planning</p> | <p>Especially ideas and routines developed by the programme in relation to land use planning and land allocation, have been very much appreciated by the Government and have been used to continuously refine policies</p> <p>The tremendous data base on forests and their composition, compiled through the NFI have not been disseminated systematically, Areas for use of data have not been explored at all.</p>   | <p>L1.1: Improved supply of land use planning information and human resources for strategic and participatory land use planning, allocation and management activities</p> <p>L1.2 Completed forest inventories for Luang Prabang and Attapu Provinces.</p> <p>L1.3 Improved NOFIP staff knowledge and skill in National Forest inventory (NFI) related activities.</p>  | <p>L1.1: LSFP has created an office with capacity for interpretation, GIS and planning, both through training and physical equipment. Special effort have been paid to start development of tools for provincial natural resources planning</p> <p>L1.2: By end of the LSFP a forest inventory has been completed covering all Provinces</p> <p>L1.3 Through Institutional Cooperation with SLU, Umea, staff of NOFIP has relevant knowledge on NFI related activities. There is also a thorough documentation of work including over descriptions in English and Lao and a field manual in Lao language</p> | <p>There is a thorough documentation of the LSFP efforts in English and Lao languages covering various aspects of land use planning, land allocation and forest inventory including provincial natural resources planning</p>   |

| Program/Project                           | Overall Sector Goal   | Programme Goal  | Achieved Effects  | Planned Outputs   | Achieved Outputs  | Comments   |
|---|---|---|---|---|---|--|
| <b>The Lao Swedish Forestry Programme</b> | <i><b>“Improved productivity and sustainable use of Forest and Agriculture Land, in combination with conservation and protection of Target Areas”</b></i> | L2: To develop and institutionalize participatory land use planning, allocation and management methods and practices  | L2.1 – L2.2; The LSFP efforts to examine, test and report on Government developed procedures for LUP/LA have generated a lot of discussion within the Government and has led to modifications of procedures<br><br>L2.3; The knowledge has been transferred to other projects and is being applied in such situations<br><br>L2.4: Without support to Government, the refined procedures may not be used as resources are not available within the Government | L2.1 Guidelines and procedures developed for utilizing NOFIP/NFI information and capability to assist PLUMP<br><br>L2.2: Appropriate PLUMP models and procedures developed for selected LSFP target areas and accepted by DoF / MAF<br><br>L2.3: Improved knowledge and skills in PLUMP procedures among DoF extension staff at Division, Provincial and District levels<br><br>L2.4 Participatory land use models, procedures and practices being implemented by PAFO and DAFO staff in close co-operation with target village communities | L2.1: Efforts have been made to link NOFIP and PLUMP, especially in terms of use of land use data from NOFIP into PLUMP exercises<br><br>L2.2: There are genuine results in this connection from work in all target areas of the LSFP and this is systematically covered in documentation from general descriptions, manuals and discussion papers to posters. There are several references to LSFP work by MAF in policy development<br><br>L2.3: There is a major improvement in procedures in Districts with LSFP support work<br><br>L2.4: Left on their own, districts are not able to continue work, not because of lack of knowledge, but lack of resources and maybe confidence | There is a thorough documentation of efforts of the Land Use Planning Land Allocation component, where all efforts within the component are recorded including sections on lessons learnt, manuals and guidelines posters (in English and Lao languages)   |
| <b>Conservation Project (C)</b>           |   |   |   |   |   |  |
| <b>The Lao Swedish Forestry Programme</b> | <i><b>“Improved productivity and sustainable use of Forest and Agriculture Land, in combination with conservation and protection of Target Areas”</b></i> | <b>The purpose of the Conservation component of the LSFP was to improve the conservation and protection of natural resources and to define the role of such protection in national development.</b><br><br>C1: To refine the strategy of the Protected Area Systems | The LSFP inputs have maintained the IUCN initiative to officially declare 20 NBCAs in Lao PDR (formally done 1993)<br><br>A major number of people in Lao PDR and in the region have during the last couple of years seen evident results of work in terms of documentation and also the Nature Trail at HouaYang, the visitors centre with the display in Phou Kao Kuai, the eco-tourism initiative in Phou Xang He (which now is                            | C1.1: Procedures for management/protection of NBCAs<br><br>C1.2: Increased awareness and knowledge about protected area System on all levels in the vertical forestry organization and in other sectors of government.<br><br>C2.1 Management models  | C1.1; Both procedures and management plans have been prepared<br><br>C1.2 The systematic documentation in both English and Lao includes fact sheets about all 20 NBCAs and a review on the protected area system in Lao PDR. Many staff from central bodies as well as from Provinces and NBCAs have been involved to produce this reports as well as exposed to results<br><br>C2.1 The testing has focused  | There is a thorough documentation of all work performed in form of general descriptions, more detailed descriptions, manuals and poster<br>It would have been very interesting to see results of a <b>directed budget support</b> to the 4 NBCAs, e.g. 10,000 USD per year and area for 5 years<br>That would have given the Government the opportunity to maintain operation at a reasonable level during a period and also adjust to a |

| Program/Project  | Overall Sector Goal   | Programme Goal  | Achieved Effects  | Planned Outputs  | Achieved Outputs  | Comments  |
|--|---|---|---|--|---|---|
|  |   | C2; to improve management of selected NBCAs.  | continued through UNV) and other evident initiatives in Nam Pou and Xe Ban Nouan<br><br>The weak point is the Governments ability to sustain the use of the initiatives.  | developed and tested in a specified number of NBCAs  | on participatory approaches for management and had led to development of interesting procedures for how to work with in partnership in between government and communities   | new situation, to occur in 5 years time.<br>Now operations came to a very sudden stand still  |
| <b>Shifting Cultivation Stabilization Project (SH)</b> |   |   |   |  |   |   |
| <b>The Lao Swedish Forestry Programme</b>              | <i><b>“Improved productivity and sustainable use of Forest and Agriculture Land, in combination with conservation and protection of Target Areas”</b></i> | <b>The purpose of the Shifting Cultivation Stabilization Component of the LSFP was to create an adaptive research system that will produce results relevant to improving the land-use in upland areas of Laos, particularly shifting cultivation areas.</b><br><br>SH1;To create a field trial research system relevant to extension and development in shifting cultivation areas of Laos. | Experiences and resources are now being brought forward into the new programme supported by Sida and into NAFRI.<br><br>The experiences are being enriched and put into the context of farming system research (where before agro forestry has more been in the centre) | SH1.1 On-station experiments in arable cropping, cropping systems, pastures, agro forestry and silviculture<br><br>SH1.2: On-farm experiments that will test the suitability of new technology under different environmental and socio-economic conditions in cooperation with farmers.<br><br>SH1.3: A well functioning resource center in Ban Thong Khang that serves as a base for research, demonstrations, training and multi-disciplinary cooperation.<br><br>SH1.4: Staff capability in carrying out all stages of experimental research using different types and layouts of trials. | SH1.1: Numerous trials have been performed and documented in LSFP final documentation<br><br>SH1.2 Various on farm trials have been performed in the nearest Districts and often in cooperation with other components of the LSFP<br><br>SH1.3: Ban Tong Khang has been a well set up and managed station and has been a place for meetings in between local researchers and visitors<br><br>SH1.4: Staff have been trained both to plan, implement and conclude trials and there is emerging skills, which will be useful in the new programme | There has been a lot of interest about activities carried out, mostly from surrounding villages/districts but also from other provinces in Lao PDR and from other countries in the region<br><br>A concern has been raised during several occasions, the research station is located about 70 km south of Luang Prabang. There are very limited possibilities for researchers to bring their families due to lack of schools, this has meant that the researchers have stayed at the station during the week and returned to families in Luang Prabang only for week ends – this is a disincentive for work |

| Program/Project | Overall Sector Goal | Programme Goal   | Achieved Effects   | Planned Outputs   | Achieved Outputs  | Comments  |
|-----------------|---------------------|--|--|---|---|---|
|                 |                     | SH2:To create a descriptive research system that will analyze and evaluate land-use, socio-economic and environmental issues relevant to development planning and extension in shifting cultivation areas. | <p>These tasks are carried forward into the farming system research programme – experiences made are being made us of</p> <p>The studies have provided deepening insights into the issues and these insights have been transferred to policy makers</p> <p>The cooperation with Chiang Mai university has been important for the networking in between institutions- and cooperation is now further expanded</p> | <p>SH2.1; A study of the land-use, socio-economic conditions and environment in Nane River watershed area.</p> <p>SH2.2; A comparative study of land-use, socio-economic conditions and environment in the target areas and protected areas.</p> <p>SH2.3;Comparative study of the land-use and development prospects in the 11 districts of Luang Prabang Province.</p> <p>SH2.4; Special studies on technological, socio-economic and environmental topics to aid in research or extension work.</p> <p>SH2.5; Identification of constraints and potentials for improved land management and development planning in shifting cultivation areas of Laos.</p> <p>SH2.6; Staff capability in carrying out various kinds of environmental, land-use and socio-economic research.</p> | <p>SH2.1; The study has been completed and presently has also involved cooperation with SLU - Umea</p> <p>SH2.2: This study has not really been performed due to advise from Sida PAG group</p> <p>SH2.3 - se above</p> <p>SH2.4 A series of studies have been performed including M&amp;E of land allocation, household livelihood study and teak production by small holders – a number of MFS studies have also been performed</p> <p>SH2.5: Not achieved as this output has been given low priority</p> <p>SH2.6; This has been an interesting part of research during the late period of LSFP IV, which has exposed research staff to the different steps in research including design, data collection, analysis and report writing. It has improved ability of researchers to work on their own. Chiang Mai University has been partner and trainer in this work</p> | There is a thorough documentation of efforts of the Shifting Cultivation Stabilization Component, where all efforts within the component are recorded including sections on lessons learnt, manuals and guidelines posters(in English and Lao languages |

| Program/Project                           | Overall Sector Goal  | Programme Goal   | Achieved Effects  | Planned Outputs  | Achieved Outputs   | Comments   |
|---|--|--|---|--|--|--|
| <b>Research Management Project (R)</b>    |  |  |   |  |  |  |
| <b>The Lao Swedish Forestry Programme</b> | <i>“Improved productivity and sustainable use of Forest and Agriculture Land, in combination with conservation and protection of Target Areas”</i> | <p><b>The purpose of the Forestry Research Component was to increase the research capacity through human resource development and to develop and disseminate improved forestry technologies on sustainable forest management for adoption by forest managers including farmers and communities.</b></p> <p>R1; To increase the capability of DoF staff to utilize and undertake applied and adapted</p> <p>Research within identified research priority areas.</p> | <p>This component is carried forward into the LSUAFRP including capacity building, research and information services. It is still very early to see any major effects of work</p> <p>This component is carried forward into the LSUAFRP including capacity building, research and information services. It is still very early to see any major effects of work</p> | <p>R1.1; Research training needs assessment completed and some DoF staff selected, completed or started training abroad at the M.Sc. and Ph.D. degree level in main research priority areas.</p> <p>R1.2; A number of DoF and PAFO staff participated in short courses/seminars etc. on subjects and research methods within the main research areas.</p>  | <p>R1.1: The ambition has followed – selected people have been sent and some are still to return</p> <p>R1.2: Training sessions have been held and various staff have taken part in training in the region</p>   | <p><b>The 5 objectives have been formulated based on a time horizon of ten years. Thus during Phase IV of the LSFP the objectives will only be partly achieved.</b></p> <p>The research component was transferred from DoF to NAFRI during late part of the programme period</p> <p>There is a thorough documentation of efforts of the Forestry Research Management Component , where all efforts within the component are recorded including sections on lessons learnt, manuals and guidelines posters(in English and Lao languages</p> |
|   |  | <p>R2; To develop an Information Services Unit (ISU) to collect, exchange, process and disseminate data and information.</p> <p>R3;To improve the management capacity of the Forestry Research Center in planning, networking, implementation and monitoring forestry research activities.</p>   |   | <p>R2.1: Information Services Unit (ISU) facilities and routines on place.</p> <p>R2.2; DoF staff , PAFO staff and other clients trained in use of ISU's facilities including access to information, processing and dissemination of research data and information.</p> <p>R3.1 Two-way communication established with other DoF units, Faculty of Forestry and other national institutions, LSFP sub-Programmes and other donor funded projects to identify and document past and on-going research in Lao PDR and to agree upon and have a research agenda for the next 5-10</p> | <p>R2.1; There are certain functions in place as result of the LSFP including a library</p> <p>R2.2; Training of various kinds have been provided but only a start has been made</p> <p>R3.1: A strategy has been prepared and this has been an important part in the preparation of a new programme for support by Sida</p> |  |

| Program/Project                           | Overall Sector Goal   | Programme Goal  | Achieved Effects   | Planned Outputs   | Achieved Outputs  | Comments  |
|---|---|---|--|---|---|---|
|   |   |   |  | years formulated.   |   |   |
| <b>The Lao Swedish Forestry Programme</b> | <b><i>“Improved productivity and sustainable use of Forest and Agriculture Land, in combination with conservation and protection of Target Areas”</i></b> | <p>R4; To improve the ecological and management knowledge for the sustainable management of Natural forests.</p> <p>R5; To identify appropriate species, provenances, propagation techniques, planting and Management options for sustainable tree plantings.</p> | <p>Effects may be seen during the new programme supported by Sida</p> <p>The JFM concepts have been an important starting point for development of a model for production forest management in Lao PDR. This concept is now to be implemented with support from WB/Finnida with start 2003. This is aiming at bc at national programme and is to build on partnership between villages and Government</p> <p>This trials will continue within the frame of the LSUAFRP, it will take several years before conclusions can be drawn</p> | <p>R3.2 The organization chart, staff requirements, planning and monitoring routines of FRC</p> <p>Elaborated and endorsed by DoF and MAF.</p> <p>R3.3 Networks or other forms of formal or informal contacts developed with main forestry research institutions and ongoing regional Programmes in South and South East Asia and relevant institutions in other regions.</p> <p>R4.1; Joint Forest Management (JFM) models for sustainable management of forests developed in villages surrounding Dong Kapho State Production Forest, Savannakhet Province.</p> <p>R4.2: Improved knowledge of ecology, growth and yield, silviculture and management of, teak forests, Diptorecarp forests, hinoki forests and Pinus forests;</p> <p>R5.1; Improved knowledge and understanding of silviculture needs of selected species and</p> <p>Provenance for improved productivity suitable for the target areas of the Programme.</p> <p>R5.2 Improved tree seed facility at Nam Souang.</p> | <p>R3.2: Work has been started but due to the creation of NAFRI – there have been needs to initiate work from higher level – not only dealing with the FRC</p> <p>R3.3: There has been quite a number of visits performed to especially institutions in countries like Vietnam, Thailand, Malaysia and Indonesia</p> <p>R4.1 About 6 years of research work has resulted in 2 approaches to JFM, which are described in a series of documents from over all descriptions to detailed manuals in English and Lao Language</p> <p>R4.2: All these trials are established and monitored – but it is too early to draw conclusions</p> <p>R5.1: This has not been a prioritized task but has partly been covered by the Danida Tree Seed project</p> <p>R5.2: This has not been a prioritized task but has been covered by the Danida Tree Seed project</p> | <p>The Danida project is coming to an end late 2003, and it would be logical to transfer established trials and efforts from Danida support to Sida support</p> |



| Program/Project                           | Overall Sector Goal   | Programme Goal   | Achieved Effects   | Planned Outputs   | Achieved Outputs   | Comments   |
|---|---|--|--|---|--|--|
| <b>Gender (G )</b>                        |   |  |  |   |  |  |
| <b>The Lao Swedish Forestry Programme</b> | <i><b>“Improved productivity and sustainable use of Forest and Agriculture Land, in combination with conservation and protection of Target Areas”</b></i> | <p><b><u>Gender and development Goal: Equitable allocation of power and resources between women and men according to their particular needs and interests to participate in and benefit from the development initiatives</u></b></p> <p>G1; To increase the competence of male and female staff within LSFP/DoF for gender mainstreaming</p> <p>G2; To strengthen the capacity of women (villagers and staff) to participate and benefit equally from LSFP development initiatives</p> | <p>The unit is no longer functioning very well and was not likely seen as so important by DoF, however the networking in between the unit and similar unit at MAF level and the Lao Women Union have stimulated thinking and have been used during discussions within ASEAN member countries</p> <p>The final documentation of the LSFP has found wide use in other projects and government units and all documents including a poster have been circulated widely</p> <p>It will take time to change traditions and traditional distributions of responsibilities – these efforts are continuing into the new research programme</p> <p>The LSFP efforts have however been used as model in many other projects</p> | <p>G1.1 A well functioning Gender and Development Unit with the capacity to provide advice and support to LSFP/DoF staff</p> <p>G1.2: Awareness and commitment at all levels within the programme to integrating a gender perspective</p> <p>G1.3: Established systems and procedures for gender mainstreaming within LSFP</p> <p>G1.4: Gender responsive planning, implementation and monitoring including collection and analysis of sex-disaggregated data</p> <p>G1.5: Gender responsive training curricula at Regional Training Centres</p> <p>G1.6: Increased representation and participation of women in decision making at all levels</p> <p>G1.7: Improved co-operation and net working among government departments, LWU and other organizations, including NGOs</p> <p>G2.1: Gender awareness among women and men regarding women's role in forest and agricultural land management</p> | <p>G1.1; The unit was set up and was functioning well</p> <p>G1.2; There was good response on this issues at all levels</p> <p>G1.3; The systems and procedures are well documented as part of the LSFP final documentation (English and Lao)</p> <p>G1.4: The gender aspects became important and mainstreamed into the functioning of the LSFP</p> <p>G1.5; Gender issues was incorporated into the curricula</p> <p>G1.6; The principle was accepted – but in many units women are under represented or non existing</p> <p>G1.7: A well functioning network was created</p> <p>G2.1 The principle has been raised in all relevant situations</p> | <p>Originally the objectives were expressed as below – later on they were replaced as explained under project goal and outputs</p> <p>G1: To raise gender awareness of women and men regarding women's role in forest and agriculture land management and the empowerment of women.</p> <p>To G2: To ensure that technical knowledge and skills regarding the management of forest and agriculture land are appropriate for and made available to women.</p> <p>G3: To assist in developing opportunities for income generating activities with linkage to management and conservation of forest land that utilizes women skills and respond to their needs.</p> <p>The well structured effort to tackle gender issues within the LSFP has been recognized in many organizations and projects in Lao PDR as well as in other countries</p> |

| Program/Project                           | Overall Sector Goal   | Programme Goal   | Achieved Effects  | Planned Outputs  | Achieved Outputs   | Comments   |
|---|---|--|---|--|--|--|
|   |   |  | <p>It will take time to change traditions and traditional distributions of responsibilities – these efforts are continuing into the new research programme</p> <p>By tradition few women are interested to enter this line of profession – unlike e.g. health. This means that there are limited possibilities to selection leading to achievements of this plan</p>  | <p>G2.2: Increased access by women to opportunities and resources in LSFP initiatives, including the development of relevant technical knowledge and skills</p> <p>G2.3: Long-term plan for increasing the number of female staff in key positions within the Department of Forestry</p>           | <p>G2.2 The principle has been raised in all relevant situations</p> <p>G2.3; There was no time to make this planning happen – but it is very much part of the HRD plan exercise for NAFRI</p>   |  |
| <b>Model consolidation (MC)</b>           |   |  |   |  |  |  |
| <b>The Lao Swedish Forestry Programme</b> | <i><b>“Improved productivity and sustainable use of Forest and Agriculture Land, in combination with conservation and protection of Target Areas”</b></i> | <b>To make models and methods developed <u>understandable, accessible and usable</u> to all partners in development work</b> | <p>The well-structured consolidation project has impressed many bodies and projects and has been used as a model for bringing projects to an end both in Lao PDR and in other countries.</p> <p>The documents have found many uses and users e.g. <u>Lao policy makers</u> have looked into findings and recommendations, <u>training institutions in Lao PDR</u> have used documentation as course material, <u>related projects</u> have used guidelines as manuals in their projects and <u>universities world wide</u> have found both the approach to conclude a programme and the content itself useful for various research</p> <p>Sida was awarded a presidential gold medal (second in Lao PDR) for outstanding work</p> | <p>MC1 Models/methods organized in a logical way</p> <p>MC2; Documentation prepared for all models/methods prepared according to an agreed format in both English and Lao language</p> <p>MC3. Results disseminated to identified end users through workshops and distribution of reports etc.</p> | <p>MC1; A structure developed and agreed based on 4 main systems and 2 additional cross cutting systems</p> <p>MC2; 52 documents including general descriptions, component descriptions, manuals and guidelines prepared as well as a CD-ROM and 12 posters</p> <p>MC3; A series of workshops organized at district, provincial and central levels and wide distribution of documents produced in Lao PDR and to other interested in the region and world wide</p> | <p>It was agreed between GoL and Sida that the LSFP should not be a “sunset – project”, but that experiences should be carefully documented and disseminated – that basic understanding was the starting point</p> <p>This understanding was the starting point to ‘set up a project within the programme- which was labelled the “model consolidation project’</p> <p>One area where the LSFP has failed is to continue to apply of results without project support. Even if there are good manuals and guidelines for many development aspects, the lack of fund for operation, (e.g. fuel, DSA and stationary) within the GoL has led to a cease of use. Results are kept alive and used through other projects</p> |

## Lao Swedish Upland Agriculture & Forestry Research Programme – NAFRI

| Program/Project   | Overall Sector Goal   | Programme Goal  | Achieved Effects   | Planned Outputs   | Achieved Outputs   | Comments  |
|---|---|---|--|---|--|---|
| <b>The Lao Swedish Upland Agriculture and Forestry Research Programme – The Farming System Research Project (FSR)</b>             |   |   |  |   |  |   |
| <b>Sida support to the Lao Swedish Agriculture and Forestry Research programme</b><br><b>45 Million SEK</b><br><b>2001 - 2005</b> | <b>Improvement of upland farmers' livelihoods for poverty alleviation and sustainable use of natural resources.</b> | Develop productive upland technologies and land management recommendations that are acceptable to farmers and that take poverty alleviation and gender equity into consideration. | FSR1; There is emerging understanding among researchers from different research centers about the farming system research approach<br><br>FSR2; Too early to see any effects   | FSR1: Technologies are developed and recommendation domains are established to transform existing farming systems into more productive and sustainable sources of livelihood for upland households.<br><br>FSR2: Staff are trained in FSR methodology and are able to work effectively in multidisciplinary teams   | FSR1; A series of on the job training events have taken place during which also research trials have been identified and set up in dialogue between farmers and researchers<br><br>FSR2; A proposal for farming systems research strategy has been developed, which elaborates on FSR methodologies and relations between researchers  | <u>FSR1 is proposed to be changed to:</u> Technologies are evolved within a process of farmer-participatory research and extension in order to transform existing farming systems into more productive and sustainable sources of livelihood for upland households<br><br><u>FSR2 is proposed to be changed to:</u> Staff are trained in FSR/E methodology and are able to work effectively in an interdisciplinary manner within multidisciplinary teams |
| <b>The Lao Swedish Upland Agriculture and Forestry Research Programme – The Forestry Research Project (FR)</b>                    |   |   |  |   |  |   |
|   | <b>Improvement of upland farmers' livelihoods for poverty alleviation and sustainable use of natural resources.</b> | Develop productive upland technologies and land management recommendations that are acceptable to farmers and that take poverty alleviation and gender equity into consideration. | FR1; As this research is dealing with forestry species, it will take several years before results will be concluded and effects achieved<br><br>FR2; As this research is dealing with forestry species, it will take several years before results will be concluded and effects achieved<br><br>FR3; As this research is dealing with forestry species, it will take several years before results will be concluded and effects achieved | FR1; Tree species are identified based on ecological zoning, farmers preferences and market demand, and genetically high quality stock assembled and tested,<br><br>and cultural methods are developed for selected species<br><br>FR2; Guidelines, methods and techniques developed for natural forest management”<br><br>FR3; Promising agro forestry systems are tested and supportive specific studies conducted to develop technologies that are optimized to local conditions”<br><br>FR4; NFTP and other | FR1; Only limited progress is made due to time and fund constraints. Some draft to research proposals have been prepared<br><br>FR2; Only limited progress is made due to time and fund constraints. Some draft to research proposals have been prepared<br><br>FR3; Only limited progress is made due to time and fund constraints. Some draft to research proposals have been prepared<br><br>FR4; Only limited progress |   |



| Program/Project   | Overall Sector Goal   | Programme Goal  | Achieved Effects   | Planned Outputs   | Achieved Outputs   | Comments   |
|---|---|---|--|---|--|--|
|   | <b>Improvement of upland farmers' livelihoods for poverty alleviation and sustainable use of natural resources.</b> | Develop productive upland technologies and land management recommendations that are acceptable to farmers and that take poverty alleviation and gender equity into consideration. | <p>ScR1: An understanding of the complexity of land use issues is emerging among involved researchers</p> <p>ScR2: It is too early to see any effects</p> <p>ScR3: Skills are gradually emerging</p> <p>ScR4: The vision has generated interesting discussions</p> | <p>ScR1; Socio-economic constraints and potentials of upland production systems are identified and impacts of technological and marketing interventions and government policies on upland livelihoods are better understood”</p> <p>ScR2; Gender issues and indigenous knowledge in relation to upland land use and production systems are better understood and responsiveness to gender issues in all aspects of the programme is achieved</p> <p>ScR3; Staff skills in conducting surveys and undertaking socio-economic analysis are improved</p> <p>ScR4;Improved management and organization of the unit”</p> | <p>ScR1; A series of interviews have taken place, which have been good on the job training opportunities</p> <p>ScR2; A series of interviews have taken place, which have been good on the job training opportunities</p> <p>ScR3; A series of interviews have taken place, which have been good on the job training opportunities</p> <p>ScR4; A vision for development of the socio economic unit has been developed</p> | ScR1; Successful marketing could be a key to successful development. Cross border trade will be interesting to examine, as there is a lot of trading in between Lao PDR and the China, Thailand and Vietnam developing fast  |
| <b>The Lao Swedish Upland Agriculture and Forestry Research Programme – The Information Services Project (IS)</b> |   |   |  |   |  |  |
|   | <b>Improvement of upland farmers' livelihoods for poverty alleviation and sustainable use of natural resources.</b> | To provide information, feedback and methodologies for natural resources planning/management.   | IS1; No effects are achieved so far  | <p>IS1; A full strategy for information services in support of research and dissemination of recommendations to users is developed and is being implemented”</p> <p>IS2; Technologies and recommendations based on research are being disseminated in a timely way”</p>   | <p>IS1; Only preparatory work has taken place - the adviser will join during the nearest months</p> <p>IS2; No work undertaken</p>   | IS1; It will be extremely important to improve information flow between the different research centers and research stations both to make work more efficient and to share knowledge and ideas. Modern information technology will be an important tool in this connection (email – internet) The strategy to be prepared needs to cover these aspects |

| Program/Project  | Overall Sector Goal  | Programme Goal  | Achieved Effects  | Planned Outputs  | Achieved Outputs   | Comments   |
|--|--|---|---|--|--|--|
| <b>The Lao Swedish Upland Agriculture and Forestry Research Programme – The Capacity Building Project (CS)</b>           |  |   |   |  |  |  |
|  | <b>Improvement of upland farmers' livelihoods for poverty alleviation and sustainable use of natural resources.</b>                            | To strengthen the capacity of NAFRI and its local partners to undertake research and provide effective research support services.   | CS1; No effects so far<br><br>CS2; No effects so far  | CS1; Human resources for research are increased in response to identified needs”<br><br>CS2; Capacity gaps are filled through collaborative research between NAFRI and other national partners, regional networking and student research | CS1; Work to prepare a Human resources strategy and a training need assessment have started<br><br>CS2; Initial contacts have been taken   | CS1; The human resources development strategy followed by a training plan and training/education of staff are fundamental for the development of NAFRI. Some centers have already quite detailed plans – others have so far no plans – there is now an important opportunity to bring all centers to same level and to consolidate plan to cover the whole of NAFRI. This will be an important contribution to institution building of NAFRI through support from Sida |
| <b>The Lao Swedish Upland Agriculture and Forestry Research Programme – The Research Extension Linkages Project (RE)</b> |  |   |   |  |  |  |
|  | <b>Improvement of upland farmers' livelihoods for poverty alleviation and sustainable use of natural resources.</b>                            | To provide information, feedback and methodologies for natural resources planning/management.   | RE1; The workshop made research people realize that there is a need of a genuine dialogue between research and extension – it is not a matter of handing over of research results | RE1; On farm research being conducted within the context of adequate development and extension support and research results are disseminated to farmers and other end users in a timely way <sup>7</sup>                                 | RE1; A first joint workshop between the national Agriculture and Forestry Research Institute and the National Agriculture and Forestry Extension Agency have been organized  | It has been agreed to transfer this work to the Farming System and Information services components starting from budget year 2002/2003   |
| <b>The Lao Swedish Upland Agriculture and Forestry Research Programme – The field offices in Phonxay and Namong (FO)</b> |  |   |   |  |  |  |
|  | <b>Over all Development Goal: Improvement of upland farmers' livelihoods for poverty alleviation and sustainable use of natural resources.</b> | Develop productive upland technologies and land management recommendations that are acceptable to farmers and that take poverty alleviation and gender equity into consideration. | FO1; Too early to see any effects, but the idea has been very positively received not least at district levels  | FO1; On farm research being conducted in coordination between farmers, district staff and researchers from concerned research components   | FO1; Presently discussions are ongoing on how to set up the offices, so that they will be organized to serve the purpose (who should be responsible, where should they be located, how should they designed and equipped.) | The field offices will be important meeting places for various discussions and would on the local level be an important part of research-extension linkages  |

| Program/Project   | Overall Sector Goal   | Programme Goal   | Achieved Effects  | Planned Outputs  | Achieved Outputs   | Comments   |
|---|---|--|---|--|--|--|
| <b>The Lao Swedish Upland Agriculture and Forestry Research Programme – Programme Management (PM)</b> |   |  |   |  |  |  |
|   | <p><b>Over all Development Goal: Improvement of upland farmers' livelihoods for poverty alleviation and sustainable use of natural resources.</b></p> | <p>Develop productive upland technologies and land management recommendations that are acceptable to farmers and that take poverty alleviation and gender equity into consideration.</p> <p>To strengthen the capacity of NAFRI and its local partners to undertake research and provide effective research support services.</p> <p>To provide information, feedback and methodologies for natural resources planning/management.</p> | <p>PM1: It is very much too early to see any effects, but generally speaking the possible contradiction between strict government procedures on one hand and need for flexible approaches and decisions to make applied research function well could be the most serious problem to overcome for the programme.</p> | <p>PM1; Systems and routines in place for planning, implementation and monitoring of the programme</p> | <p>PM1; So far a system for reporting of advisory inputs in terms of technical and periodical reports (monthly, analytical and quality assurance reports), all these reports are important both programme management</p> <p>The financial management system is in operation but certain improvements are needed</p> <p>Programme organizational issues are still to be set as well as other systems and routines for planning, implementation and monitoring</p> | <p>As the programme is being run within the frame of MAF and linked regulations and procedures, it is a time consuming and difficult task to make the programme perform efficiently.</p> <p>It is further complicated of the crosscutting functioning of the programme, meaning that it is drawing on resources from NAFRI different centers, which already have established routines and procedures.</p> <p>The programme is presently searching for the most reasonable ways to function both in relation to MAF, NAFRI centres and provincial and district bodies</p> |

## Strengthening the Environment Management Project through STEA

| Program/Project  | Overall Sector Goal   | Programme Goal   | Achieved Effects   | Planned Outputs  | Achieved Outputs   | Comments   |
|--|---|--|--|--|--|--|
| <p>SIDA support to the Environment Management Sector</p> <p>Strengthen Environment Management Through STEA 2001-2003</p> | An enhanced government environmental management capacity, and incorporation of environmental concerns into the development process. | <p>An enhanced environmental management capacity within the Department of Environment (DoE) of STEA.</p> <p>A fully functioning network for information and co-ordination of environmental issues at the central level.</p> <p>Provincial environment offices established and functioning in three provinces.</p> <p>An increased awareness amongst the general public about environmental issues.</p> | <p>The environment management capacity has been strengthened in the project management and financial management areas.</p> <p>Networks have been established in some areas, in the areas of Environmental Education and Awareness and Environment Impact Assessment areas. The Coordinating National Environment Committee has been set up but not yet met.</p> <p>The programme has established 3 provincial STEA offices which are functioning.</p> <p>Environmental educators in several sectors have been trained and have initiated EEA activities.</p> | <p>1. <u>Training</u> for DOE and close collaborators implemented</p> <p>2. <u>Environment policy instruments</u> developed, focusing on implementation mechanisms available to decision-makers and administrators in two broad categories. Soft instruments, such as awareness, incentives, pricing policy and other market-oriented interventions and strategies, and experiences on National Action Plan for Sustainable Development from other countries. Hard instruments, such as laws, regulations, and enforcement activities.</p> | <p>1. <b>Training.</b> Support to the Personnel Department/STEA Cabinet to develop guidelines for Training Needs Assessment (TNA) together with Human Resources Development staff from all STEA divisions. STEA carried out a TNA for all departments. Additional assessment done for DoE and also for English training. Based on the assessment for DoE, suitable courses for the prioritised candidates were identified. STEA staff from central and provincial levels trained in basic EEA and EIA. Initial Training of Trainers in EEA. Available environmental training courses identified at Asian Institute of Technology (AIT) 2002. TA provides advice in environmental policy and management issues.</p> <p>2. <b>Environment Policy Instruments.</b> EIA study tour to Thailand and 2 senior-level environmental management study-tours to Sweden. EIA study tour to Vietnam took place in July 2002. Reports produced and disseminated on lessons learned. Policy seminars held with STEA Cabinet and PSTEOs on priorities &amp; modalities.</p> | During 2002 the parties agreed that SEM should be directly under the President of STEA and not limited to DoE. The increased the mandate of SEM to work with environment management capacity on a broader scale. |



| Program/Project | Overall Sector Goal | Programme Goal | Achieved Effects | Planned Outputs   | Achieved Outputs  | Comments |
|-----------------|---------------------|----------------|------------------|---|---|----------|
|                 |                     |                |                  | <p>3. A process for a Lao framework for operationalizing the <u>National Environmental Action Plan</u> including translation, production and distribution, developed, at provincial and at central levels.</p> <p>4. DoE project <u>management capacity</u> strengthened, including project coordination, planning, implementing, monitoring and follow up of project activities.</p> | <p><b>3. National Environment Strategy &amp; Action Plan.</b><br/>Assited STEA with the NES &amp; NEAP process. A final draft on the NES, based on a draft by the Lao staff, produced. In May 2003 the same working-procedures are applied for the NEAP.<br/>All sector Ministries involved in NES &amp; NEAP-process met several times at STEA in 2002 &amp; 2003. The Ministries have produced drafts on their action plans.<br/>The first STEA conference 6-8 May 2002, with representatives from provinces and line ministries discussed the relationship between NES and NEAP. The Strategy will focus on the Government Environment Management Policy to the year 2005, 2010 &amp; 2020. A second donor conference is planned.</p> <p><b>4. Management capacity.</b><br/>In 2002 the Management Development Component was designed and approved, including plans for a General Management Training Program and development of Administrative and Project Development Systems. 4 seminars in General Mgmt Training held so far. The first seminar in Project Management starts May 2003. New office administration routines introduced at SEM-project and pilot provinces. Newly established National Environment Committee (NEC) had its first meeting Febr. 2003. STEA worked out a proposal for SEM</p> |          |

| Program/Project | Overall Sector Goal | Programme Goal | Achieved Effects | Planned Outputs  | Achieved Outputs   | Comments |
|-----------------|---------------------|----------------|------------------|--|--|----------|
|                 |                     |                |                  | <p>5. Procedures established and tested for the screening and approval of <u>Environmental Impact Assessments (EIA)</u> regarding proposed investment projects in different sectors, with criteria, standards, division of tasks and responsibilities.</p> | <p>support to NEC.<br/>LFA-training workshop held July 2002.<br/>New Financial Management Guidelines for SEM project worked out. Based on the new guidelines, training for staff from STEA and pilot provinces carried out.<br/>A complete English Training Program produced for STEA staff in Vientiane and pilot provinces. A first set of English courses held.<br/>A first outline of an Environm. Newsletter is produced.<br/>Bilateral Associate Expert fielded (late 2002) to assist with MDC.</p> <p>5. <b>EIA.</b> EIA Advisor fielded. Workshop on EA-regulation Dissemination, March 2002 (39 participants from concerned line Ministries, provincial and central STEA). Training for trainers on EA-dissemination focusing on STEA EA-team and pilot provinces.<br/>Provincial workshops on EA-regulation in pilot provinces. Study tour to Thailand (13 participants from DoE EA-team, line Ministries and pilot provinces) with visits to the Thai Office of Environment, Policy and Planning (OEPP) nearly 30 years old and to projects in transportation, industry, dams, mining and thermal power sectors.<br/>Study tour to Vietnam (18 participants from pilot provinces, EA-team in STEA and some concerned line Ministries).<br/>EA-register: English version</p> |          |

| Program/Project | Overall Sector Goal | Programme Goal | Achieved Effects | Planned Outputs   | Achieved Outputs  | Comments |
|-----------------|---------------------|----------------|------------------|---|---|----------|
|                 |                     |                |                  | <p>6. <u>Interministerial and cross-sectoral environmental management</u> networking systems for information and coordination improved.</p> | <p>of registration of EA projects handled by STEA is now partially completed.<br/> Review of investment project proposals and project-site visits with DOE staff to e.g. Sepon and Nam Theun 2.<br/> Recommendations for STEA consideration of project approval.<br/> General EA-regulations translated from Lao to English, published and distributed.<br/> Leaflet on EA prepared and ready for printing in English and Lao.<br/> EA-sector regulations for Industry &amp; Handicraft as well as Mining (prepared in draft form), and Electricity Regulations prepared and approved.</p> <p><b>6. Interministerial and cross-sectoral environment management.</b> STEA's first Environment Conference with participants from all provinces held in May 2002. Conference report produced in English<br/> STEA arranged a donor-conference, June, 2002. The 2003 conference is under preparation.<br/> Interministerial and cross-sectoral networking at central level at EIA- and EEA-workshops and relevant line Ministries took part. Representatives from all line Ministries responsible for environmental assessments of development projects took part in 3 EIA-workshops, held in the pilot provinces in April – July 2002.</p> |          |

| Program/Project | Overall Sector Goal | Programme Goal | Achieved Effects | Planned Outputs  | Achieved Outputs   | Comments |
|-----------------|---------------------|----------------|------------------|--|--|----------|
|                 |                     |                |                  | <p>7 Environment offices in three <u>pilot provinces</u> established, and equipped, with an environment information network developed.</p> <p>8. <u>Environment Education &amp; Awareness</u>. STEA / DoE capacity in environment information improved, contributing to the initiation and implementation of environmental awareness programmes. Government staff awareness concerning methodologies for the management of environmental hazards, such as slash and burn, increased.</p> | <p><b>7. Pilot provinces.</b> STEA offices have been inaugurated and equipped. Staff joined the EIA workshop in STEA. Organized the World Environment Day with 688 participants from schools and villages. 2 EIA staff-members participated in a study tour in Vietnam; 1 staff-member participated in the EEA Study Tour to Thailand; 1 staff-member participated in the EEA Foundation Training in February/March 2002. Each of the pilot provinces organized 2 EIA workshops with participants from sectors, districts and neighbouring provinces.</p> <p><b>8. Environmental Education and Awareness.</b> Study Tour to Thailand for 14 participants. Formation of the EE&amp;A Working Group (WG) (line ministries, provincial STEO and mass organizations). Mandate and responsibilities for the working group finalized. STEA Priorities in EE&amp;A defined and a National EE&amp;A Strategy and Action Plan drafted. Foundation Training in Environmental Education and Awareness and Developing Frameworks for Strategy and Action Plan for 27 representatives from both the WG and the STEA EE&amp;A Core Team.</p> |          |

| Program/Project | Overall Sector Goal | Programme Goal | Achieved Effects | Planned Outputs | Achieved Outputs   | Comments |
|-----------------|---------------------|----------------|------------------|-----------------|--|----------|
|                 |                     |                |                  |                 | <p>A multi-sector Strategy Team formed, provided with ToR, for drafting the Lao EE&amp;A Strategy. First draft ready for consultation and inputs from STEA colleagues.</p> <p>STEA EE&amp;A Core Team, together with provincial STEO staff and selected members of the EE&amp;A WG, conducted visits to pilot provinces to plan for provincial Foundation Training Programmes in EE&amp;A.</p> <p>A Resource Centre for Environmental information set up in STEA. Training-course on soft-ware CDS ISIS (a librarian-system) started. Training in the software Page Maker started as a preparation for Environment Newsletters.</p> <p>World Environment Day celebrations were supported in all provinces, (special attention to Vientiane and Champassak).</p> <p>Environment Media training and 6 month Campaign planned for mass media practitioners and mass-organisations.</p> <p>EEA Training Kit drafted.</p> |          |

### 3.6 Democratic Governance and Human Rights / Legal Sector

#### - Ministry of Justice

| Program/Project   | Overall Sector Goal   | Programme Goal  | Achieved Effects   | Planned Outputs  | Achieved Outputs  | Comments   |
|---|---|---|--|--|---|--|
| <p>Strengthening the Rule of Law in Lao PDR</p> <p>Agreement period: 1996-2002/10.</p> <p>Agreed amount: MSEK 9,5</p> <p>The first phase of the project was implemented 1992-1996. The evaluation carried out August –September 2002 covers 1992-2000. The evaluation covers the period only up to 2000 as extensions up to 2002 have been done for formal reasons and the only remaining activity 2001-2002 was support to students studying for a Masters Degree in Thailand</p> <p>For detailed information on project goals and planned and achieved outputs for the first phase (92-96) see the result analysis for Laos dated October 1998.</p> | <p>Contribute to the strengthening of the rule of law in Laos</p> | <p>1. Increase the legal competence of teachers and students at the Vientiane School of Law (VSL)</p> <p>2. Upgrade English knowledge at VSL and at MoJ, including legal English.</p> <p>3. Improve the skills of the present corps of magistrates and other categories of legal staff in the Lao courts.</p> <p>4. Upgrade (reform) the Judiciary, to develop the legal procedures and to improve the efficiency in the court.</p> | <p>1. None. See comment.</p> <p>2. The English training component was well run and had a positive impact. It had an important, although indirect effect on realizing the overall objective of the project to strengthen rule of law in Lao PDR. The effect is long-term and has only started to become apparent after the end of the project.</p> <p>3. The legal training was considered the most successful component in that it came closest to achieving its original objectives. The legal training has been sustainable in that the legal seminars have continued even after the external funding ceased. Training activities that were carried out did serve to improve the skills of judges and other officials and students.</p> <p>4. The 'willingness' of the Lao Judiciary to change court procedures were grossly overestimated by Sida. This component was not able to reach the objectives agreed upon. However, it had some positive effects on improving court procedures and there is a greater legal consciousness and comprehension of 'a fair</p> | <p>2.1 Improved English knowledge of MoJ staff so they can participate in international seminars.</p> <p>2.2 English teachers at VSL shall be effective teachers being proficient in English.</p> <p>2.3 Students at VSL will improve their English skills</p> <p>3.1 Magistrates have increased knowledge of the law. Provide every court with a complete set of the existing laws.</p> <p>3.2 Better trained magistrates and prosecutors in higher courts in Laos.</p> <p>3.3 Proposals on changes and amendments to the legislation on civil and criminal procedure.</p> <p>4.1 Improvements in the court procedure and in the administrative handling of cases. Proposals for instructions to magistrates, prosecutors, the police and court clerks.</p> <p>4.2 Improved efficiency at Vientiane Municipality Court through simplified working methods, better equipment</p> | <p>2. The project improved the English skills of officials in the judiciary. The number of officials who can actively participate and benefit from international seminars and conferences have increased.</p> <p>3. The training activities that were carried out did serve to improve the skills of judges and other officials and students. 13 scholarships have been provided for Masters studies in Thailand. As of yet the students have not finished their studies.</p> <p>4. New court procedures and routines were developed. A court manual was drafted to improve the case handling routines. The manual is still at MoJ pending authorization and translation.</p> | <p>Since the last result analysis in 1998, there has been little activity in this project and the activities that have been carried out have been sporadic. Since 1999 no consultant has been in place to implement the remaining project activities.</p> <p>1. The cooperation with the VSL was suspended in October 1997.</p> <p>2. Investment in infrastructure (computers, one car, books) were not followed up. Only a fraction of the invested money provided any added value to the objectives of the project. The procurement of books to the libraries was at the given time not relevant in reaching the objectives of the project (ref footnote 1).</p> |

| Program/Project | Overall Sector Goal | Programme Goal   | Achieved Effects  | Planned Outputs   | Achieved Outputs   | Comments |
|-----------------|---------------------|--|---|---|--|----------|
|                 |                     | <p>5. Contribute to improving the skills of the attorneys and to assist in the formation of the Bar Association.</p> <p>6. Make laws and regulations available by supporting the publishing and dissemination of the Official Gazette.</p> | <p>trial' than there supposedly would have been without support.</p> <p>5. Activities targeting the Lao Bar Association (LBA) were scattered and without any long term plan. Some of the activities were not at an appropriate level at the time. The cooperation in this field failed to achieve any sustainable results.</p> <p>6. The publication of the Official Gazette was a failure. Unable to reach more than a handful of the potential readers, the Official Gazette could only have a marginal effect no matter how important its content.</p> | <p>and better trained personnel. Administrative manuals and standard forms.</p> <p>5. Lao attorneys would have received some training in the basic skills required for working as a legal counsellor.</p> <p>6. Revitalize the publication of the Official Gazette and the distribution in the country.</p> | <p>5. Based on workshops and group discussions, Ethical Rules ('Code of Conduct') have been drafted by the LBA, which have been confirmed by the Minister of Justice.</p> <p>6. Output not achieved.</p> |          |

## - People's Supreme Court

| Program/Project   | Overall Sector Goal   | Programme Goal  | Achieved Effects  | Planned Outputs  | Achieved Outputs  | Comments   |
|---|---|---|---|--|---|--|
| <p>Strengthening the Judiciary in the Lao PDR (LAO/99/006) (Cooperation with People's Supreme Court, PSC)</p> <p>Agreement period: August 2000 – June 2004 (the project has been extended with one year)</p> <p>Agreed amount: MSEK 1,2</p> <p>No evaluations or assessments of the Project's activities has been carried out to date. For this reason there is a limited amount of evidence of achieved effects. UNDP has scheduled an evaluation of the UNDP Legal Sector Projects (including this one) in the first half of 2003. The Embassy plans to commission a supplementary evaluation of this project in the beginning of 2003.</p> | <p>Assist the government of the Lao PDR to strengthen the capacity of legal institutions to build a national legal framework to support the Lao PDR's new market-oriented economy and promote the rule of law and equitable, transparent and accessible civil governance.</p> | <p>1:</p> <p>To strengthen the implementation of laws through improved training, decision-making, coordination, communication and enforcement of laws by the judiciary.</p> | <p>1:</p> <p>Provincial and District Judges have improved legal knowledge and knowledge of how to carry out their jobs compared to before they received the Project's training. This is evidenced by a reduction in the number of criminal cases being appealed to PSC (2000: 208, 2001: 214, 2002: 128) and the percentage of these appeals being upheld (and the lower level Courts decisions overturned) (2000: 29%, 2001: 23%, 2002: 24%). For civil cases there has also been a reduction in the number of appeals to the PSC (2000: 374, 2001: 310, 2002: 175) and the percentage upheld (2000: 32%, 2001: 26%, 2002: 25%).<sup>1</sup></p> | <p>1.1:</p> <p>Improved legal skills, knowledge of laws and procedures for implementation among judicial institutions.</p> | <p>1.1.1:</p> <p>Database of staff and their training/education levels has been developed to assist targeting of training.</p> <p>1.1.2:</p> <p>A consultant assisted in the development/ improvement of the curriculum to be taught at the workshops on "Legal Training for Local Judges" (see below).</p> <p>1.1.3:</p> <p>282 judges received further training. 100 judges received their first basic training in law (Legal Training for Local Judges).</p> <p>1.1.4:</p> <p>Training in general teaching skills provided to 6 PSC trainers.</p> <p>1.1.5:</p> <p>Assessment of training needs in Lao legal sector conducted in cooperation with the Office of the Public Prosecutor and Ministry of Justice.<sup>2</sup></p> | <p>1:</p> <p>Entry of data into the staff training/education levels database has not been completed. As a result the training undertaken has not taken advantage of this tool.</p> |

<sup>1</sup> Peoples Supreme Court, Department of Statistics, official information.

<sup>2</sup> Training Needs Assessment Consultancy, Final Report (LAO/99/006, LAO/99/007, LAO/99/008)



| Program/Project | Overall Sector Goal | Programme Goal   | Achieved Effects   | Planned Outputs  | Achieved Outputs  | Comments  |
|-----------------|---------------------|--|--|--|---|---|
|                 |                     | <p>2:</p> <p>To strengthen the institutions, information and legal framework needed to promote implementation and enforcement of laws.</p> | <p>2:</p> <p>No measurable effects other than those noted above.</p> | <p>2.1:</p> <p>Improved coordination and system of dissemination of legal materials to courts at the provincial and district levels.</p> | <p>2.1.1:</p> <p>Production of 5 editions of Supreme Court Journal (2 editions x 500 copies and 3 editions (year 2002) x 1,000 copies: Total copies printed 4,000).</p> <p>2.1.2:</p> <p>Distribution of Supreme Court Journal to all 'central level' government institutions (Ministries, Faculty of Law, Judge's Training Center etc.) and to all Provincial Courts and most District Courts.</p> <p>2.1.3:</p> <p>Production and printing of 13 Editions of the Supreme Court Casebook (8 editions x 500 Copies and 5 editions (year 2002) x 1,000 copies: Total copies printed 9,000).</p> <p>2.1.4:</p> <p>Distribution of Supreme Court Casebook to Ministry of Justice, Faculty of Law, Judge's Training Center and to all Provincial Courts and most District Courts.</p> <p>2.1.5:</p> <p>Establishment of a small library of international and Lao law and legal information for PSC staff.</p> | <p>2:</p> <p>There were significant delays in the Training Needs assessment being undertaken. The first consultant selected failed to come to Laos. The second came but failed to deliver a report. The training needs assessment report was finally delivered by a third consultant in January 2002. This caused significant delays to the project and meant that the curriculum development undertaken and training delivered was carried out without reference to the training needs assessment.</p> |

| Program/Project | Overall Sector Goal | Programme Goal | Achieved Effects | Planned Outputs  | Achieved Outputs   | Comments |
|-----------------|---------------------|----------------|------------------|--|--|----------|
|                 |                     |                |                  | <p>2.2:<br/>Provision of priority equipment, office supplies and basic training to the Supreme Court staff to improve communication and administrative capacities.</p> <p>2.3:<br/>Improved enforcement of court decisions through strengthened legal framework for the enforcement of court decisions by judiciary and concerned authorities.</p> | <p>2.2.1:<br/>Provision of priority equipment to the Project office and computer training conducted.</p> <p>2.2.2:<br/>Approximately 35 staff have been receiving regular English language training (4 ½ hours per week) for approximately two years.</p> <p>2.3.1:<br/>One seminar held. Planned output not achieved.</p> |          |

## - Prosecutor's Office

| Program/Project   | Overall Sector Goal   | Programme Goal   | Achieved Effects  | Planned Outputs   | Achieved Outputs   | Comments   |
|---|---|--|---|---|--|--|
| <p>Assistance to the Office of the Public Prosecutor (LAO/99/007)</p> <p>Agreement period: August 2000 – June 2004 (the project has been extended with one year)</p> <p>Agreed amount: MSEK 2,4</p> <p>No evaluations or assessments of the Project's activities has been carried out to date. For this reason there is a limited amount of evidence of achieved effects. UNDP has scheduled to carry out an evaluation of the UNDP Legal Sector Projects (including this one) in the first half of 2003. The Embassy plans to commission a supplementary evaluation of this project in 2003.</p> | <p>Strengthen the capacity of legal institutions to build a national legal framework to support the Lao PDR's new market oriented economy and promote the rule of law and equitable, transparent and accessible civil governance.</p> | <p>1:</p> <p>To strengthen the legal knowledge and capacity of legal staff at OPP to enforce laws and fulfil its responsibilities in a manner that both upholds the highest degree of professionalism and protects the rights of most vulnerable communities to the maximum extent possible.</p> | <p>1:</p> <p>The assessment is that the training (see 1.1.3) was successful. However, this has not been confirmed in an independent evaluation.</p> | <p>1.1:</p> <p>A comprehensive training curriculum and training programme for Public Prosecutors and investigators.</p> | <p>1.1.1:</p> <p>Database of staff and their training/education levels has been developed to assist targeting of training – the data is still being entered.</p> <p>1.1.2:</p> <p>Development/ improvement of the curriculum which was taught at regional seminars.</p> <p>1.1.3:</p> <p>A total of 275 staff from District Prosecutor's offices, governors and police received their first ever training in basic law related to the role of prosecutors.</p> <p>1.1.4:</p> <p>Training in general teaching skills provided to 15 OPP trainers.</p> <p>1.1.5:</p> <p>Assessment of Training Needs in Lao legal sector conducted in cooperation with People's Supreme Court and Ministry of Justice.<sup>3</sup></p> <p>1.1.6:</p> <p>The Ministry of Justice, Office of the Public Prosecutor and the People's Supreme Court are discussing the possibility of setting up a joint Legal Training Center as recommended in the Training Needs Assessment (see 1.5)<sup>4</sup></p> | <p>1:</p> <p>Entry of data into the staff training/education levels database has not been completed. As a result the training undertaken has not taken advantage of this tool.</p> <p>2:</p> <p>As development of the curriculum was delayed, the first training/regional seminars were conducted without the improved curriculum.</p> <p>3:</p> <p>There were significant delays in the Training Needs Assessment being undertaken. The first consultant selected failed to come to Laos. The second came but failed to deliver a report. The training needs assessment report was finally delivered by a third consultant in January 2002. This caused significant delays to the project and meant that the curriculum development undertaken and training delivered was carried out without reference to the training needs assessment.</p> |

<sup>3</sup> Training Needs Assessment Consultancy, Final Report (LAO/99/006, LAO/99/007, LAO/99/008), Ian Townsend-Gault, Vientiane, April 2002.

<sup>4</sup> Agreed Minutes from Annual Review Meeting 23 May 2002 and Agreed Minutes from Special Sharing Meeting 26 June 2002.

| Program/Project | Overall Sector Goal | Programme Goal  | Achieved Effects  | Planned Outputs  | Achieved Outputs   | Comments  |
|-----------------|---------------------|---|---|--|--|---|
|                 |                     | <p>2:</p> <p>To establish an information management system that will allow the OPP to more efficiently enforce laws and manage its limited resources.</p> | <p>2:</p> <p>No measurable effects to date (see 'Comments' column).</p> | <p>2.1:</p> <p>Computerized database for the collection and generation of statistics on crimes and cases handled by the OPP and trained staff to operate the data management system.</p> | <p>1.1.7:</p> <p>Approximately 35 Prosecutor's staff have been receiving regular English language training (4 ½ hours per week) for approximately two years.</p> <p>2.1:</p> <p>Assessment of Information Management Systems needs at the Prosecutor's offices.</p> <p>2.2:</p> <p>Provision of priority equipment to assist the Prosecutor's offices at central and provincial level to improve information management systems and general administrative capacity.</p> <p>2.3:</p> <p>Development of database to collect data and generate statistics and information on crimes and cases handled by the Prosecutor's offices and training on use of database.</p> <p>2.4:</p> <p>Development of Information Management Systems and policies. Documentation of these procedures in Work Practices Manual</p> <p>2.5:</p> <p>Personnel trained in using new information management procedures and the maintenance and general use of computers and network.</p> <p>2.6:</p> <p>IMS is in use for general purposes. It was estimated to start being used for legal purposes in end 2002.</p> | <p>4:</p> <p>Implementation of the recommendations from the IMS Needs Assessment did not begin until late June 2002. These activities have been enthusiastically received by the Prosecutor's office but there is currently no recorded information about the achieved effects of these activities.</p> |

## - Faculty of Law

| Program/Project  | Overall Sector Goal  | Programme Goal  | Achieved Effects   | Planned Outputs   | Achieved Outputs   | Comments  |
|--|--|---|--|---|--|---|
| <p>Strengthening of Legal Education and Training in Lao PDR</p> <p>Cooperation with the Faculty of Law and Political Science at the National University of Laos</p> <p>Agreement period: 01 July 2000 – 31 December 2003</p> <p>Agreed amount: MSEK 12</p> | Contribute to the strengthening of the rule of law in Laos | Increasing the number of qualified jurists and the long term upgrading of the competence of legal professionals | <p>It is too early to assess any effects of the project. One reason for this is that implementation of the project was slower than expected up to April 2002 due to the leadership at the Faculty of Law. Since the leadership was changed in April 2002 implementation has speeded up.</p> <p>A mid-term review was conducted in August-October 2002. The purpose of the mid-term review was to assess the results of the different project activities so far and assess the relevance of the different project activities in relation to the overall goals of the project.<sup>1</sup></p> | <p>1. New curriculum to be decided and implemented</p> <p>2. Upgrading quality of law teachers.</p> <p>2.1. Improved teaching methodology – problem based learning and critical thinking to be applied at the FLP.</p> <p>2.2. Improved legal knowledge of law teachers.</p> <p>2.3. Production of textbooks to be used in teaching.</p> <p>2.4. Most staff members to produce teaching materials for classes.</p> <p>3. Improved English capacity.</p> <p>3.1. High quality English teaching to be provided by Faculty English teachers to students.</p> <p>3.2. High quality English teaching to be provided by English teachers to staff</p> | <p>1. Improvement of curriculum ongoing. Information has been collected domestically and internationally. No new curriculum implemented yet.</p> <p>2.1. All staff members have continuously been exposed to various new teaching methods i.a. through workshops which have made teachers more aware of alternatives to their own teaching.</p> <p>2.2. All teachers regularly take part in various training in different legal subjects.</p> <p>2.3. Four textbooks produced.</p> <p>2.4. Not yet achieved.</p> <p>3.1. English teachers participating in courses in legal English and in training on teaching methods to improve teaching capacity.</p> <p>3.2. 85% of staff regularly taking part in English classes at Faculty or outside</p> <p>3.3. Tutoring made available and materials for English training produced.</p> | <p>2. Not even basic materials are available on Lao legislation in the Lao language.</p> <p>3. English skills among staff are in most cases too low for training in legal English.</p> <p>3.2. Staff not taking part in English training at Faculty are receiving training outside Faculty.</p> |

<sup>1</sup> Mid-term Review of Swedish Support to the Faculty of Law: Strengthening of Legal Education and Training in Lao PDR 2000-2003, Ian Townsend-Gault and Miligna Saignavongs, Vientiane, October 2002.

| Program/Project | Overall Sector Goal | Programme Goal | Achieved Effects | Planned Outputs  | Achieved Outputs  | Comments  |
|-----------------|---------------------|----------------|------------------|--|---|---|
|                 |                     |                |                  | <p>4. A library that can be used for learning and research.</p> <p>5. Efficient and effective management to be applied.</p> <p>6. Improved physical infrastructure.</p> <p>6.1. Reasonable living conditions for teachers and staff.</p> <p>6.2. Up-to date teaching facilities.</p> <p>6.3. Equipment for administration.</p> <p>7. Increased cooperation between JTC and Faculty</p> | <p>4.1. Library renovated.</p> <p>4.2. Legal materials in Lao, Thai and English procured.</p> <p>4.3. Permanent library staff has been trained.</p> <p>5. Basic administrative training ongoing, computer courses etc.</p> <p>6.1. Electricity system in dormitories improved.</p> <p>6.2. Basic teaching equipment procured.</p> <p>6.3. Basic equipment procured.</p> <p>7. No work being done as the future of the JTC is uncertain. Discussions on restructuring JTC are ongoing.</p> | <p>4. Focus have been put on materials in Lao and Thai due to the low level of English proficiency.</p> |

## - Statistics

| Overall Objectives  | Project Objectives   | Achieved Effects  | Planned Outputs   | Achieved Outputs  | Comments  |
|---|--|---|---|---|---|
| Access to and use of statistics for planning, decision making and Monitoring particularly for: economic growth and efficiency poverty eradication & welfare development taking into account the contribution of all economic activities | 1. Develop the institutional capability of the NSC to implement a statistical program that meets users need  | 1a. The project contributed to set out the frame for the development of a statistical Program<br><br>1b. A small statistical program for the period of 1996-2000 was discussed among users and approved. A full program also including donor support to ad-hoc surveys has not been implemented | 1a. A household survey program for 1996-2000  | 1a. A complete statistical program not developed but a user-producer dialogue developed to discuss priorities and survey program and survey program<br><br>1b. A household survey program was initiated at the end of the project phase   | A lacking statistical program is not crucial for implementing core statistics. Lack of financial and personal resources is. |
|   | 2. Develop the institutional capacity of the NSC to implement a core set of economic and social surveys and data collection relevant for macroeconomic monitoring and poverty analysis | 2. The technical knowledge of the NSC is there to implement a core set of economic and social surveys, managing the data collection as well. Somewhat less developed in survey development, sampling and data analysis. NSC does not have financial capability to implement a core program      | 2a. Enterprise register in function<br><br>2b. Present annual enterprise surveys meeting the needs of the national accounts<br><br>2c. Present household economics through a multi-purpose survey that provides the basic data for the national accounts as for estimating poverty and living standard<br><br>2d. Compile producer price index (PPI)<br><br>2e. Basic NA-tables according to SNA93<br><br>2f. Revision of the CPI | 2a. Register not in function but created more on an ad-hoc basis<br><br>2b. Annual survey form created, not yet adopted on a regular basis<br><br>2c. Second round of multi-purpose household survey implemented.<br><br>Completion of:<br>General statistical report<br>Poverty analysis<br>Nutrition analysis<br>Gender analysis<br><br>NSC:s staff highly involved in creating and monitoring a poverty alleviation strategy<br><br>2d. PPI not compiled. Started data collection on building material prices.<br><br>2f. CPI revised and extended | Implementing SNA93 on a regular basis requires changes in the underlying statistical system                                 |

| Overall Objectives | Project Objectives   | Achieved Effects   | Planned Outputs  | Achieved Outputs  | Comments  |
|--------------------|--|--|--|---|---|
|                    | 3. Develop the technical capacity of the NSC staff in sampling, data processing and data editing(including network management And hardware support) and data analysis  | <p>3a. The technical capacity of the NSC in sampling and estimation is substantially upgraded. The level of self-reliance is not yet reached partly due to staff turnover</p> <p>3b. The technical capacity in data processing has been improved. The NSC still needs technical support to develop large application program.</p> <p>3c. Normal statistical data analysis has reached the level of self-reliance. Advanced data analysis is rare and mostly done in collaboration with donors. Some NSC staff has gained in depth knowledge in poverty analysis as well in macroeconomic planning and forecasting models</p> | <p>3a. Courses and training in sampling</p> <p>3b. Training in network management</p> <p>3c. Training in database design and application development</p> <p>3d. Courses and training in data analysis through SPSS</p> <p>3e. Training in the technical aspects of poverty and nutrition analysis</p> <p>3f. A dissemination system in place</p> | <p>3a. Courses and on-the-job training on sampling provided for household surveys; one months course at US Bureau of Census</p> <p>3b. One week course in network management provided</p> <p>3c. One week course in database application, on-the-job training, one month's attachment to CDPC in Hanoi</p> <p>3d. Training courses in SPSS</p> <p>3e. Poverty line calculations made with NSC's staff Nutrition calculations made together with NSC's staff</p> <p>3f. Dissemination system with a publication plan postponed</p> <p>3f. Dissemination course</p> | To US Census B.                                 |
|                    | 4. Develop the cooperation between the NSC and other statistical procuders within the Line ministries; within that frame implement the first agriculture census with jointly between NSC and MAF. Provide macroeconomic training | 4a. The ability to influence the statistical producers at the line ministries is still limited. The project has poor impact on these surrounding organisations.  | 4a. Present high quality structural data on agriculture for policy makers  | 4a. Completion of the first Agriculture Census Report in English and Lao on general findings. Provincial reports in Lao   | (before the start of the 3 <sup>rd</sup> phase) |
|                    |  | 4b. The technical capacity to implement an agricultural census strengthened, the joint efforts of NSC and MAF in implementing the census has boosted the reliance of survey methodology  | 4b. Formulation of sector area program of statistics in certain areas, identify development works, improving the present system of data collection for the most obvious needs  | 4b. Basic description of statistics available at some Ministries; Ministries of Transport, Labour and Health  |   |



| Overall Objectives | Project Objectives  | Achieved Effects  | Planned Outputs  | Achieved Outputs   | Comments |
|--------------------|---|---|--|--|----------|
|                    |   | 4c. No effects still on how to conduct agricultural surveys   | 4c. Course in macroeconomics   |  |          |
|                    | 5. Develop the management capability of the NSC through implementing a set of managerial tools and human resource development planning system. To establish a structured and stable organizational capacity(added at the end of the project period) | <p>5.1 Top management and heads of division are more aware of the manager role and what leadership involves</p> <p>5.2 A better understanding for the need of organisational structure and work planning have been established</p> <p>5.3 A better understanding of the connection between human resources and capacity</p> | <p>5.1 Management training with focus on planning management for the top management group</p> <p>5.2 Management training for heads of division based on The implementation of work plans including goals, human resources available and planned human resource development</p> | <p>5.1 A competence inventory for all staff</p> <p>5.2 A model for job description has been agreed upon and job description exists for all staff</p> <p>5.3 Seven days training session for each manager</p> <p>5.4 A model for work plans has been compiled and work plan for each division put together in draft version</p> |          |
|                    | 6. Equip the NSC with modern computer equipment to effectively store and provide access to statistical databases(modified to state-of-the-art standard at the end of the project period). Develop the data processing capability                    | 6. The capability to manage the network has improved and reached the level of self-reliance. The use of the intranet started. Better knowledge in data processing, but still dependent on technical support for large complex surveys   | <p>6.1. Support to a new server, a new LAN and an Intranet</p> <p>6.2. Organise databases and get improved access to databases</p> <p>6.3. Support to training in data processing</p>  | <p>6.1 Installation of new server and LAN completed. Intranet in use in 4 provinces</p> <p>6.2 Training in database management</p> <p>6.3 Data processing course in US Census bureau and through attachment to GSO in Hanoi</p>  |          |





*Halving poverty by 2015 is one of the greatest challenges of our time, requiring cooperation and sustainability. The partner countries are responsible for their own development. Sida provides resources and develops knowledge and expertise, making the world a richer place.*



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